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Background: At its 38th session, the General Conference decided to establish an open-ended working group on governance, procedures and working methods of the governing bodies of UNESCO, open to the participation of all Member States of the Organization, with the mandate of reviewing the governance, procedures and working methods of the governing bodies of UNESCO.

Purpose: The present document contains the report of the above-mentioned working group together with its recommendations (Annex I).



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Organisation
des Nations Unies
pour l'éducation,
la science et la culture

Organización
de las Naciones Unidas
para la Educación,
la Ciencia y la Cultura

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GOVERNANCE, PROCEDURES AND METHODS OF WORK OF THE GOVERNING BODIES OF UNESCO

OUTLINE

Source: 38 C/Resolution 101.

Background: At its 38th session, the General Conference decided to establish an open-ended working group on governance, procedures and working methods of the governing bodies of UNESCO, open to the participation of all Member States of the Organization, with the mandate of reviewing the governance, procedures and working methods of the governing bodies of UNESCO.

Purpose: The present document contains the report of the above-mentioned working group together with its recommendations (Annex I).

Decision required: Paragraph 35.



Job: 2017/01800

Foreword

Through the adoption of 38 C/Resolution 101, the General Conference decided to establish an open-ended working group on governance, procedures and working methods of the governing bodies of UNESCO, open to the participation of all Member States of the Organization.

The Group decided, at its first meeting, to appoint me as its Chairman. This is an honour that I accepted with full knowledge of the challenge set by the wide mandate conferred to the Group by the General Conference and of the hard and complex task ahead. In chairing the Group, I followed in the steps of several of my eminent predecessors, Presidents of the General Conference, who chaired previous working groups related to governance between sessions of the General Conference.

However, two main features set this group apart from previous working groups on governance-related issues. The first concerns its membership: while prior groups were composed of a limited number of members elected upon the proposal of their respective electoral groups, the present one was open to the participation of all 195 States Members of the Organization. The second one relates to its mandate: while the aforementioned groups examined different aspects related to the functioning and working methods of the General Conference and the Executive Board, as well as their relationship, 38 C/Resolution 101 specifically mandated the Group to examine the governance, procedures and methods of work of all components of what has been termed by the External Auditor as the “UNESCO Universe”. An enormous challenge indeed.

Throughout its history, and as early as 1950, with the first constitutional amendment, UNESCO has been confronted with complex issues related to its governance. With the passage of time, more and more structures and bodies – be they UNESCO institutes, international and intergovernmental programmes or organs emanating from international conventions – added supplementary layers to the intricate matter of governance in the Organization.

For the first time in 70 years, a single group received the mandate of dissecting the spectrum of this extensive and complex web and reach conclusions aimed at simplifying its complexities and facilitating the participation of all Member States of the Organization in crucial decision-making processes. I believe that the far-reaching set of recommendations contained in the present report are up to the task assigned and will help to achieve the ambitious goals set up by the General Conference.

The open-ended composition of the Group added an extra difficulty to its management, but undoubtedly contributed to enrich its debates and render democratic legitimacy to its work. My thanks go to each and every one of its members for their active participation at all stages and for their support to me in my mission. I wish to express my appreciation to the Vice-Chairs of the Group who, through numerous Bureau meetings, aided – in an always cooperative spirit – smoothing processes and expediting our work. My heartfelt thanks thus go to the representatives of Angola, Bahrain, Germany, Hungary, Norway, the Philippines and the Bolivarian Republic of Venezuela and, most particularly, to Ms Gry Ulverud (Norway), Mr Hendrik Garcia (the Philippines) and Ms Anna Zeichner (Hungary) who successfully undertook the complex task of chairing the two sub-groups which examined, respectively, the governance, procedures and working methods of the General Conference and the Executive Board, and those of all other bodies concerned. Finally, I cannot conclude without conveying my sincere thanks to the Director-General and the Secretariat, who spared no efforts in facilitating the work of the Group.

I sincerely hope that the present report and the recommendations it contains will help the General Conference to adopt decisions which will contribute to make UNESCO a simpler, more transparent and more accountable Organization while consolidating the centrality of its mandate.



Stanley Mutumba Simataa

President of the 38th session of the General Conference

Introduction

1. The *Working Group on governance, procedures, and working methods of the governing bodies of UNESCO* was established by the General Conference at its 38th session as an open-ended group with the mandate of reviewing the governance, procedures and working methods of the governing bodies of UNESCO (38 C/Resolution 101, Annex II), building on the recommendations of the Executive Board (197 EX/Decision 28 and 44).¹

2. The present report summarizes the main thrusts of the meetings of the Working Group and contains (Annex I) its 134 recommendations to the General Conference. In accordance with the terms of 38 C/Resolution 101, the report is submitted to the Executive Board at its 202nd session with a view to enabling the Board to make its recommendations to the General Conference at its 39th session. The recommendations by the Executive Board on the present report are contained in document 39 C/20 Addendum.

3. At its first meeting, the Working Group appointed the President of the General Conference as its Chairman, and established a Bureau composed of six vice-presidents: Angola, Bahrain, Hungary, Norway (replaced by Germany in 2017), the Philippines and the Bolivarian Republic of Venezuela. The Group decided to organize its work by splitting into two sub-groups, devoted to review the structure, composition and methods of work of UNESCO's governing bodies – General Conference and Executive Board (Sub-Group 1) and the structure, composition and methods of work of the UNESCO international and intergovernmental bodies – IIBs (Sub-Group 2) respectively. The sub-groups held three meetings each, Sub-Group 1 in 2016 and Sub-Group 2 in 2017. The Group also adopted its Terms of Reference (Annex III).

4. The Working Group met three times in the course of 2016 and three times in 2017. Attendance to meetings of the Group and Sub-Groups oscillated between 82 representatives (Sub-Group 2 on 28 February 2017) and 47 (Sub-Group 2 on 9 May 2017) with an average attendance of 69 Member States and one intergovernmental organization per meeting.

5. Through their participation in these meetings, a number of Member States expressed their readiness to engage in a reform process that would result in a more relevant, efficient and inclusive Organization, in line with the Terms of Reference of the Group, which state: "In accordance with 38 C/Resolution 101, there is a need for a holistic and comprehensive reform of UNESCO, particularly its governing bodies, in order to ensure greater effectiveness and efficiency in governance and to improve strategic decision-making in the Organization. Reform shall be Member State-driven and reaffirm the intergovernmental nature of UNESCO, pursuant to the mandate contained in its Constitution. To this end, all Member States shall be requested to provide their views and proposals on governance, procedures and working methods".

I. Structure, composition and methods of work of the Governing Bodies (General Conference and Executive Board) – Part 1: recommendations 1 to 53.

6. Sub-Group 1 met on three occasions in 2016 (2 June, 23 September, and 15 November) and reviewed the structure, composition and methods of work of the two governing bodies of the Organization, the General Conference and Executive Board. The relevant informal summaries of discussions are available on the Internet page dedicated to the Working Group. The draft recommendations of Sub-Group 1 were discussed by the Working Group on 15 December 2016

¹ Through this decision the Executive Board, taking into account the recommendations and conclusions of the External Auditor's audit report on the governance of UNESCO, recommended to the General Conference the establishment of the Working Group.

together with a document prepared by the Secretariat containing cost estimates of the recommendations, as well as comments by the Bureau of Financial Management and the Legal Advisor on the relevant draft recommendations. Most of these recommendations were reviewed and finalised by the Group in an open, consensual and constructive dialogue.

A – General Conference

7. The recommendations on the structure, functioning and working methods of the General Conference and the Executive Board number 53. Forty-nine of them were adopted by consensus, taking into account the inputs on financial and legal implications provided by the Secretariat. On four others, the Group did not reach a consensual position, and decided to retain them between brackets for further decision by the General Conference.

8. The recommendations pertaining to the General Conference concern its mandate, structure, rules of procedure, rules governing voting rights, role of its Bureau, organization of the session, agenda, relationship with the Executive Board and the Secretariat and composition of the electoral groups. Those relating to the Executive Board concern its composition and membership, possible term limitations of its members, structure, rules of procedure, role of the Bureau, organization of the session, working methods, and possible increased inclusiveness through open-ended informal consultations.

9. The mandate of the General Conference was reviewed in accordance with Article IV B. of the Constitution, in the light of 38 C/Resolution 101 and of the Group's own Terms of Reference, and taking into account previous work relating to governance, particularly 29 C/Resolution 87, 33 C/Resolution 92, the Independent External Evaluation and the report by the Executive Board's ad hoc working group thereon. The Working Group reaffirmed the need to strengthen the role of the General Conference and enhance the participation of all Member States in the strategic decision-making of the Organization, reviewing modalities to improve the dialogue between the General Conference and the Executive Board on key strategic issues with a view to allow the Conference to fulfil its mandate (recommendations 1 and 2). While reaffirming the respective mandates of the governing bodies as stipulated in the Constitution, it was felt that there was a need to address the imbalance in the relations between the General Conference and the Executive Board in order to strengthen the role of the Conference and make it more effective. Different options and approaches were evoked, but the Group did not reach consensus on them. However, the main thrust of this debate is reflected in recommendation 3, which was approved after lengthy discussions. Allowing the Conference to fulfil its mandate was also discussed in terms of the frequency and length of its sessions, which can be examined in the context of recommendation 10 for further consideration.

10. The Group recommended amendments to the Rules of Procedure of the General Conference with a view to strengthening its efficiency improve its preparation and reduce its costs. These concern chiefly in the merge of the Credentials and Legal Committees, the reform of the procedures leading to the establishment of voting rights and to extend the deadline for the submission of candidatures (recommendations 5 to 8). It also recommended the dissemination of the Bureau's key decisions (recommendation 9) in a timely manner to all delegations.

11. The Working Group considered that the very short time allowed to the General Conference had to be better structured so as to allow the high segments to take place and raise the strategic issues that would guide the discussions of the Conference while ensuring that its Commissions concentrate on their very heavy programme with no overlapping and interference by simultaneous events (recommendations 10 to 12). Recommendations 13 and 14 pertain to the Conference's agenda.

12. The Group recommended pursuing the practice of adopting a resolution to guide the work of the Executive Board and of the Secretariat in the preparation of the C/5 (recommendation 15). It also

recommended reinforcing the resources and staff of the Secretariat of the General Conference (recommendation 16).

13. Finally, the Group recommended the review of the composition and membership of Electoral Groups (Appendix 2 to the Rules of Procedure of the General Conference) which, in the view of some Member States, do not reflect adequately the current international realities (recommendation 17).

B – Executive Board

14. As far as the Executive Board is concerned, there was an agreement that its mandate, as contained in Article V of the Constitution, remained pertinent, but it was noted that there is a need to adjust its working methods and relationship with the General Conference (recommendation 18).

15. The Working Group also agreed that the number of 58 members of the Executive Board should be maintained (recommendation 19). However, one of the topics discussed at length without reaching consensus was the limitation of consecutive terms of its members. Two options therein are contained in recommendations 20 and 21, between brackets. It was noted that the implementation of recommendation 20 would imply the amendment of the relevant articles of the Constitution.

16. A number of recommendations address issues pertaining to the structure of the Board (23 to 28) some aspects of its Rules of Procedure (29 to 31) role of its Bureau (41) agenda (42 and 43) and working methods (48 to 50).

17. The Executive Board, at its 200th session, held an extensive debate on the scope of private meetings as reflected in rule 59 of its Rules of Procedure, and decided to refer the matter to the Working Group which, after examination of the issue, adopted recommendation 32.

18. Inclusiveness and open-ended participation of all Member States were at the heart of extensive debates by the Working Group as far as the Executive Board is concerned. These are mainly reflected in the set of recommendations concerning the preparation of sessions of the Executive Board, though the spectrum of possible formal preparatory mechanisms and in those pertaining to the holding of informal consultations among Member States. Recommendations 33 to 40 concern the preparatory meetings previous to Executive Board sessions (Ad Hoc Preparatory Group in the 2012-2015 period and Intersessional Meetings in the 2016-2017 biennium).

19. Through 197 EX/Decision 28 and 44, the Executive Board decided to suspend the meetings of its Ad Hoc Preparatory Group – which had taken place since 2012 in application of 186 EX/Decision 17 (I) – and the Information Meetings between the Director-General and the Executive Board (a long-established practice) and to integrate their work, on a trial basis during the 2016-2017 biennium, into meetings of Executive Board Members, to be held in principle six times per year, open to Member States non-members of the Executive Board as observers with enhanced participation status (hereafter named Intersessional Meetings of the Executive Board), the same decision indicated that an evaluation of such meetings would be included in the present report.

20. In application of the above-mentioned decision, the Working Group examined this issue, adopting recommendations 33 to 40. During the debate, it was recalled that the Intersessional Meetings were being conducted on a trial basis, and that numerous concerns exist regarding their efficiency and practicality, citing limited time for discussions, imbalanced treatment of agenda items, high costs, and additional workload for the Secretariat. Overall, the experience of Intersessional Meetings in their current form was considered non optimal (recommendation 35).

21. Although the utility and potential of Intersessional Meetings were acknowledged by some Member States (recommendation 35) there is a sense from a significant number of Member States that the Ad

Hoc Preparatory Group and Information Meetings were more inclusive and effective mechanisms to prepare for regular sessions of the Board (recommendation 34). The Group recommended that the terms of reference and working methods of the Preparatory Group be reviewed and updated based on lessons learnt from Intersessional Meetings (recommendation 40). In this respect, it was decided to include, as an appendix to the recommendations of the Group, a non-exhaustive list of tentative ideas discussed by the Working Group.

22. Taking into account recommendation 33 (which underlines the importance of improving the practices of the Executive Board – whether in formal sessions or in its preparatory meetings in their different formats – and recommends that non-members of the Board be given greater opportunities to participate) the Group recommended a series of principles to guide the design of future preparatory mechanisms: inclusivity, efficient preparation of regular sessions and cost-effectiveness (recommendations 36 to 39).

23. Finally, it is worth recalling, that the Executive Board will also conduct its own evaluation of the Intersessional Meetings and that recommendation 34 was drafted “pending the results of their overall evaluation”.

24. Recommendations 44 to 47 contain proposals on open-ended, informal consultations which may be useful to prepare its sessions and decision-making in an open, transparent and inclusive manner.

25. The Working Group also devoted some time to examine the Executive Board’s procedure for the nomination of the candidate to the post of Director-General, welcoming the process effected by the Board in application of 200 EX/Decision 14 and recommending further reform of the nomination process, including a possible role for the President of the General Conference in the interview phase (recommendation 51). The Group discussed the possibility of amending the Constitution with the aim of having the Board submit to the General Conference a short list containing two or three nominees instead of a single name for the post, but did not reach consensus therein (recommendation 52). Finally, the Group did not reach consensus either on the proposal to amend Rule 56 of the Rules of Procedure of the Board in order to avoid the possibility of drawing lots in the case that two or more candidates would receive the same number of votes at the 5th (and final) ballot round for the nomination. Recommendation 53 is therefore also submitted between brackets. It goes without saying that the adoption of recommendation 52 would render recommendation 53 unnecessary.

II – Structure, composition and methods of work of UNESCO’s international and intergovernmental bodies - Part 2: recommendations 54 to 138.

26. Sub-Group 2 devoted its work to the structure, composition and methods of work of UNESCO’s international and intergovernmental bodies (IIBs) and met three times in the first half of 2017,

27. While touching upon themes and issues common to the different international and intergovernmental bodies of the UNESCO Universe, Sub-Group 2 devoted each of its three meetings to a different group of IIBs. Previously, a questionnaire had been addressed to each one of them, and the answers were placed at the disposal of the Sub-Group in order to orient the debates, together with matrices prepared by the Co-Chairs of the Group in order to facilitate its work². At each of the three meetings, the staff members of the secretariats of the various bodies concerned were present and answered questions and made presentations as appropriate.

² The feedback received by each of the IIBs, together with the matrixes and the summaries of the meetings of Sub-Group 2, as well as other working documents are available online on the page dedicated to the Working Group.

28. Altogether, the Working Group adopted 74 recommendations submitted by Sub-Group 2, together with two Appendices containing, respectively, *Guidelines on the responsibilities of representatives of Electoral Groups in Bureaus* and a *Non-exhaustive list of best practices of IIBs*.

29. These recommendations intend to fulfil the mandate imparted by 38 C/Resolution 101, which stressed the need to harness opportunities for greater synergy, harmonization, efficiency and impact, taking into account the mandates of the various intergovernmental programmes, committees and conventions.

30. Section A of the recommendations on IIBs contains two recommendations (54 and 55) relating to the vision and principles which must govern the work of these bodies.

31. Section B contains general recommendations applicable to all IIBs of the Organizations. These recommendations (56 to 80) refer to the mandate, composition, rules of procedure and methods of work of the IIBs, to the desired harmonization of their composition and practices (with particular emphasis on their bureaus), to the alignment of their work with the strategic priorities of the Organization (i.e. their articulation with document C/5) and to other aspects of their respective meetings.

32. Finally, section C contains a set of recommendations (81 to 126) addressed specifically to the governing bodies of each of UNESCO's IIBs.

III – Follow-up mechanisms - Part 3: recommendations 129 to 134.

33. The Working Group devoted a considerable amount of time to discuss which should be the appropriate formula to enact the follow-up to those of its recommendations which will be adopted by the General Conference. It finally decided to request the Director-General to develop and coordinate, in consultation with the External Auditor, the implementation of two costed and time-bound follow-up plans for the period 2018-2021. The Director-General would submit a progress report to the Working Group, to the Executive Board and to the General Conference in 2019, and a final report to the Board and Conference in 2021.

34. In order to examine the above-mentioned progress report containing information on the implementation of the adopted recommendations, it is recommended that the Working Group be convened in 2019, before the 40th session of the General Conference. The Working Group could also examine other outstanding issues in relation to 38 C/Resolution 101, although the Group did not reach consensus on this matter and this part of the recommendation is therefore presented between brackets (paragraph b of recommendation 134).

IV – Draft Resolution

35. The General Conference may wish to adopt a draft resolution along the following lines:

The General Conference,

Recalling 38 C/Resolution 101, by which it decided to establish an open-ended working group on governance, procedures and working methods of the governing bodies of UNESCO whose mandate would be to review the governance, procedures and working methods of the governing bodies building on the recommendations of the Executive Board (197 EX/Decision 28 and 44) and to report to the Executive Board at its 202nd session with a view to enabling the Executive Board to make its recommendations to the General Conference at its 39th session,

Having considered document 39 C/20 containing the report and the recommendations of the Open-Ended Working Group, as well as document 39 C/20 Add., containing the recommendations of the Executive Board thereon,

Taking note of the debates in APX Commission,

1. *Thanks* the President of the 38th session of the General Conference, Chairperson of the Working Group, as well as the members of the Group, for their valuable contribution to the reflections of the General Conference on the structure, composition and methods of work of the General Conference and Executive Board, and of UNESCO's International and Intergovernmental Bodies;
2. *Endorses* the recommendations of the Working Group [as amended];
3. *Invites* the Executive Board, the Director-General and the governing bodies of the different organs examined by the Working Group to implement, as appropriate, the above-mentioned recommendations;
4. *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.

ANNEX I

WORKING GROUP ON THE GOVERNANCE, PROCEDURES, AND WORKING METHODS OF THE GOVERNING BODIES OF UNESCO

RECOMMENDATIONS

PART 1. STRUCTURE, COMPOSITION AND METHODS OF WORK OF THE GOVERNING BODIES (GENERAL CONFERENCE AND EXECUTIVE BOARD)

SECTION A - GENERAL CONFERENCE

Mandate

1. There is a need to better operationalize the mandate of the General Conference, as reflected in Article IV.B of the Constitution, to “determine the policies and the main lines of work of the Organization”, in order to strengthen the General Conference and improve its working relationship with the Executive Board.
2. This can enhance the overall balance of decision-making and governance in UNESCO, promoting inclusivity and greater engagement of all Member States. In this regard, improving coordination, dialogue and cooperation between the two Governing Bodies, in particular on preparations for the draft C/5 and draft agenda of the General Conference, is recommended as a strategic imperative.

Structure

3. Platforms through which the wider membership of the General Conference can give its feedback to the Executive Board and Secretariat in a timely manner can promote more inclusive and participative engagement of all Member States. Such platforms should respect the Constitutional roles of the General Conference and Executive Board and feed into existing operational procedures and timelines.

Rules of Procedure

4. To streamline the structure of the General Conference, it is proposed to merge the Credentials and Legal Committees. Since both Committees deal with legal issues, the functions of the Credentials Committee can be assumed by the Legal Committee.
5. It is recommended that Rule 3(a) of Appendix 1 of the Rules of Procedure of the General Conference be amended to advance the deadline for submission of candidatures to the subsidiary bodies of the General Conference from 48 hours to seven days before elections.
6. It is recommended that gender-neutral language be adopted throughout the Rules of Procedure, preferably in a cost-neutral way.

Voting Rights

7. The Working Group endorsed the proposal contained in document 38C/WG/1/4 prepared by the Voting Rights Working Group to amend Rule 82 of the Rules of Procedure. The proposal entails advancing the deadline for submission of communications from Member States invoking Article IV.C paragraph 8(c) of the Constitution of UNESCO from three days after the commencement of the General Conference, to the opening day of the Executive Board preceding the General Conference. It also creates a Working Group on Voting Rights under the APX Commission of the General Conference, which will meet at least one month before the expiration of the deadline to liaise with concerned Member States and the Secretariat and prepare for the General Conference.

8. The issue of linking substantial arrears with the loss of the right to present candidatures to subsidiary bodies of the General Conference and other UNESCO bodies was raised. It is recommended that all Member States in arrears be encouraged to expedite payment of their financial contributions.

Role of the Bureau

9. To promote transparency and efficient information dissemination, summary of key decisions of Bureau meetings (not detailed summary records) shall be distributed to all delegations electronically in a timely manner by the Secretariat, under the authority of the President of the General Conference. This also applies to the report on the outcomes of the Bureau read out by the President of the General Conference in plenary.

Working Methods

Organization of the Session

10. The General Policy Debate and the majority of high-level events could be condensed in the first week of the General Conference, forming a “High-Level Segment” which can include strategic and interactive debates for Ministers.

11. Interactive Ministerial roundtables/debates are encouraged to provide space for strategic dialogue and interaction among Ministers, thereby helping guide the work of the Commissions and future C/5. These roundtables could be organized in a cost-neutral way per sector, strategic priority, or relevant SDGs in parallel with the General Policy Debate or as high-level side events.

12. The change to a four-year programme cycle should be reflected in the organization and length of the General Conference. In particular, the role and expectations of “intermediary” General Conferences (in years when the C/5 does not have to be approved) should be clarified to better organize debates and maximize opportunities for networking and raising the profile of UNESCO.

Agenda

13. Earlier preparation and dissemination of the draft agendas and preliminary timetables of the Commissions of the General Conference are recommended.

14. Simpler, more user-friendly documentation (i.e. less fragmented reporting and easier document tracking; annotated agenda with hyper-links to reports and draft decisions).

Relationship with Executive Board and Secretariat

15. The practice of the General Conference adopting a specific resolution to guide preparations for the next C/5 is recommended, and can be linked with Ministerial Roundtables/Debates.

16. Resources and staff of the GBS Secretariat dedicated to the General Conference should be reinforced by fostering the pooling of means of the Governing Bodies.

Other issues

17. The General Conference may wish to study the composition/membership of the various Electoral Groups and, if deemed necessary, recommend changes.

SECTION B – EXECUTIVE BOARD

18. Reaffirming the mandate of the Executive Board, as contained in Article V.B. of the Constitution, practical adjustments to its rules of procedure and working methods, as well as its relationship with the General Conference, can be examined with a view to improving its efficiency and effectiveness.

Composition and membership

19. The Working Group supports the current total membership of the Executive Board at 58 Member States, noting that it is comparable with other United Nations specialized agencies.

Term limitations

[20. With respect to term limits, to promote more equitable geographic rotation and opportunities for smaller countries, a general rule for all Member States should be pursued; specifically, amending the Constitution, Rule 9 of the Rules of Procedure of the Executive Board and Rule 102 of the Rules of Procedure of the General Conference. Possible term limits could be for two or three consecutive terms, with a gap of two or four years before being eligible for re-election.]

[21. Alternately, voluntary self-restraint in putting forward candidatures after two or three consecutive terms should be encouraged.]

22. While recognizing the differences in Electoral Groups, certain best practices, such as mandatory rotation and allocation of seats to sub-regional groups, can be replicated.

Structure

23. It is recommended that the schedule of the Executive Board be adjusted so that the PX and FA Commissions, as much as possible, do not meet in parallel.

24. Due to the growing number of agenda items, more time is needed for all Commissions to complete their work and avoid night sessions. It was also noted that there should be overall balance in the number of meetings of the various Committees.

25. A short plenary could be held at the very beginning of the Executive Board before the Committees meet in order to adopt the agenda and set the timetables.

26. To save on the limited time during sessions, while affirming the right of Member States to deliver national statements, it is recommended that members of the Board voluntarily decide to deliver only one general national statement a year and that the statements that have not been delivered be circulated in electronic format.

27. It is also recommended that the statement of the Director-General be distributed, as much as possible, one week in advance of the session to all Member States, so that it can be taken into account more aptly by Member States in their statements in the plenary.

28. Members can also be encouraged to focus their statements on the precise items of the agenda of the session.

Rules of Procedure

29. The Working Group supported the current number of regular sessions of the Executive Board, as contained in the Constitution and Rules of Procedure.

30. It is recommended that gender-neutral language be adopted throughout the Rules of Procedure, preferably in a cost-neutral way.

31. An earlier deadline for submission of new items on the draft agenda can be considered and amendment of the Rules of Procedure prepared in this regard.

32. It is suggested that the Board refrain, as much as feasible, from meeting in private sessions, bearing in mind confidentiality and integrity when discussing specific individuals.

33. While recognizing the constraints of limited time and resources, it is important to improve evolving practices of the Executive Board, whether in regular sessions, or in the form of the present intersessional meetings or previous Preparatory Group. In such fora, recalling recommendation 3, it is recommended that non-members of the Board be given greater opportunities to adequately express their views on various issues, so as to facilitate their participation in discussions, which ultimately affect all Member States.

34. With respect to intersessional meetings of the Executive Board Members, pending the results of their overall evaluation, there is a sense from a significant number of Member States that the Preparatory Group and information meetings were more inclusive and effective mechanisms. Pursuant to 197 EX Decision 28 & 44, evaluation of the intersessional meetings would form part of the report of the Working Group on Governance.

35. It was noted that overall, the experience of the intersessional meetings in their current format was not optimal, in terms of lack of sufficient time to conduct required deliberations, imbalanced treatment of agenda items, differing views on documentation, decision-making powers, and associated costs arising from their statutory format. The Working Group also took note of Document WG/INF.1. Nevertheless, the utility and potential of intersessional meetings were acknowledged by some Member States.

36. Taking into account Recommendation 33, and following a constructive, holistic and forward-looking approach, it is recommended that the following principles guide the design of any future intersessional/preparatory mechanisms: inclusivity, efficient preparation of regular sessions of the Executive Board, and cost-effectiveness.

37. **Inclusivity** – All Member States, including non-members of the Board, should be able to participate in an enhanced manner and contribute to discussions, taking into account recommendation 3. Hence, such meetings must be open-ended in nature. To promote inclusivity, a larger room is recommended as venue of these meetings, i.e. Rooms XI or II, and all delegations should be given nameplates.

38. **Efficient preparation of regular sessions of the Executive Board** – Effective intersessional/preparatory mechanisms should contribute to smoother management of the limited time during regular sessions, and set the stage for discussions in the Executive Board. In no case would intersessional/preparatory mechanisms replace formal decision-making during regular sessions.

39. **Cost-effectiveness** – Given the difficult financial situation facing the Organization, all measures to enhance cost-effectiveness of intersessional/preparatory mechanisms should be seriously considered.

40. It is recommended that the terms of reference and methods of work of the Preparatory Group (193 EX/Decision 7.4, including the Annex) be reviewed and updated based on lessons learnt from the Intersessional Meetings of the Executive Board Members. In this regard, appendix 1 is a non-exhaustive list of tentative ideas discussed in the Working Group.

Role of the Bureau

41. To promote transparency and efficient information dissemination, summary of key decisions of Bureau meetings (not detailed summary records) shall be distributed to all delegations electronically in a timely manner by the Secretariat, under the authority of the President of the Executive Board. This also applies to the report on the outcomes of the Bureau read out by the President of the Executive Board in plenary.

Working Methods

Agenda

42. The agenda of the Executive Board, based on proposals of Member States to cluster items by sector, could be streamlined.

43. Earlier preparation and dissemination to all delegations of the draft agendas and preliminary timetables of the Plenary and Commissions are recommended.

Open-ended Informal Consultations

44. To aid in changing the working culture in UNESCO, whereby draft decisions are discussed and negotiated almost entirely in the Commissions or Plenary, taking up substantial time and resources, it is recommended that sponsors of new items convene at least one open-ended informal consultation on each of their draft decisions before they are presented for adoption.

45. It is important for Member States to not only express their positions on items, but to also listen and understand the views, proposals, and amendments of other Member States and Groups in a timely manner. Informal consultations give delegations more time to do this and to also coordinate with respective national authorities on proposed amendments. Having at least one open-ended informal consultation on each substantive draft decision could improve the quality of debates and decision-making in the Executive Board.

46. Informal consultations can take place before or at the sidelines of sessions of the Executive Board. Rooms are available in this regard. When not in use, Room X can be put to the disposal for Member States wanting to have informal discussions on items/decisions on the Executive Board agenda.

47. To adequately prepare for discussions on items that have draft decisions prepared by the Secretariat, the FA and PX Chairpersons or, as appropriate, concerned Member States and the Secretariat, may wish to convene open-ended informal consultations on these items ahead of formal meetings when draft decisions are considered for adoption.

48. More guidance on Executive Board procedures and working methods (e.g. filing of amendments) on the website.

49. Simpler, more user-friendly documentation (i.e. less fragmented reporting and easier document tracking; annotated agenda with hyper-links to reports and draft decisions).

50. Speakers' list put on a screen inside Rooms X and XI during meetings.

51. The Working Group welcomes the greater transparency introduced in the election process of the Director-General, following the practices observed during the recent election of the United Nations Secretary-General as decided by the Executive Board in 200 EX/Decision 14. The added value of the recently-established public interviews of the candidates for the position is thus acknowledged and it is proposed to pursue the reform of such election process. The Executive Board may wish to consider a possible role for the President of the General Conference in the interview process.

[52. In particular, following a thorough assessment of the candidates, it is recommended that the Executive Board propose a short list of a minimum of two and up to three nominees to the post of Director-General for appointment by the General Conference.]

[53. For the nomination of the Director-General, it is recommended to review Rule 56 of the Rules of Procedure of the Executive Board, in order to avoid the possibility of the drawing of lots in the case that two or more candidates receive the same number of votes at the eliminating ballot or the final ballot (5th round).]

**PART 2. STRUCTURE, COMPOSITION AND METHODS OF WORK
OF UNESCO'S INTERNATIONAL AND INTERGOVERNMENTAL BODIES (IIBs)**

A. VISION AND PRINCIPLES

54. Sub-Group 2 recommends endorsing the vision of a more integrated, harmonized, coherent, and adapted system of International and Intergovernmental Bodies (IIBs) working closely with Member States, relevant partners, and each other in support of the Organization's objectives, medium-term strategy (C/4), and programme and budget (C/5), taking into account the specificities and requirements of individual mandates.

55. While recognizing the immense value of experts to the work of UNESCO, the intergovernmental nature of the IIBs needs to be reinforced. Thus, transparency and awareness-raising measures should be strengthened across the board. The work of IIBs must be as inclusive as possible and seek to involve Member States for greater impact and visibility.

B. GENERAL RECOMMENDATIONS FOR ALL INTERNATIONAL AND INTERGOVERNMENTAL BODIES (IIBs)

Efficiency (mandate, composition, structure, rules of procedure, methods of work)

56. IIBs are invited to update their mandates, as appropriate, including their objectives and programs to be more coherent with approved C/5 priorities and responsive to current global developments, such as the 2030 Sustainable Development Agenda and the Paris Agreement on Climate Change.

57. To promote diversity and inclusivity, voluntary term-limits of two consecutive mandates are recommended for IIBs which currently do not have term limitations for membership.

58. As a general rule, term-limits of two consecutive mandates for membership in all Bureaus are recommended.

59. For cost-saving, coherence and harmonization, it is recommended that IIBs and the General Conference consider "right-sizing" the composition of the IIBs.

60. There is a need to reduce and manage politicization of nominations and decisions.

61. To enhance visibility and the effectiveness of the work of the IIBs, more effective information-dissemination is recommended through updating and enhancement of websites and outreach to all involved actors, including Member States and their National Commissions.

62. Earlier preparation and dissemination of draft agendas and preliminary timetables, mainly by using the same template containing hyper-links to documents to be adopted/discussed in sessions.

63. The Secretariat is invited to promote a harmonized virtual working environment for all IIBs and to revisit UNESCO's "Strategy on Knowledge Management and Information & Communication Technology". Simple, more user-friendly documentation (i.e. less fragmented reporting and easier document tracking; annotated agenda with hyper-links to reports and draft decisions).

64. Open-ended informal consultations on draft decisions to promote inclusive and effective decision-making.

65. It is recommended that the Rules of Procedure of the IIBs be amended, when relevant, to advance the deadline for submission of candidatures to their subsidiary bodies from 48 hours to seven days before elections.

Harmonization (role of Bureaus, transparency)

66. The role, composition and procedures of Bureaus and their members should be clarified and harmonized through codification in rules of procedure/ statutes or development of general guidelines for all IIBs, in close cooperation with the Secretariat.

67. It is suggested that Bureaus' composition be set, as much as compatible with individual IIBs' mandates, at a maximum of six members (Chair, Rapporteur, and four Vice-Presidents from the six Electoral Groups).

68. The intergovernmental nature of Bureaus should be reaffirmed while maintaining expert engagement. In this regard, the attached guidelines on responsibilities of Bureau members are recommended for dissemination to all Governing Bodies and IIBs (appendix 2).

69. Documents related to Bureau meetings should appear online before meetings take place; outcomes, including reports of Bureau meetings, should be communicated to all members, and as appropriate, all Permanent Delegations, in a timely manner.

70. Elections of Bureaus should be held, as much as possible, soon after elections for seats on the IIBs conducted at the General Conference, to avoid having Bureau members from Member States, which are no longer members of the IIBs concerned.

71. As much as feasible, Bureau meetings should be open to observers and working methods made more transparent.

72. Strengthen information-sharing, communication and collaboration between Bureaus, Intergovernmental Councils and Committees and Member States.

73. Gender-neutral language be adopted throughout all UNESCO documents.

Alignment with overarching priorities of UNESCO

74. All IIBs should have the opportunity to submit formal inputs to the mid-term strategy C/4 and the draft Programme and Budget C/5 documents of UNESCO.

75. A feedback mechanism can be envisaged for substantive dialogue between Member States and IIBs, beyond the limited reporting to the General Conference. This could be through information meetings or briefings. Reporting to the General Conference should be enhanced through a new more strategic and results-oriented reporting format to be followed by debate and General Conference resolutions to provide feedback to IIBs.

76. Orientation sessions for new members of all IIBs, especially for Chairpersons and Bureau members, should be institutionalized and include introduction to the C/4 and C/5 frameworks. To that end, a short user-friendly guidebook including good practices and acronyms could be produced to familiarize members with working methods and C/4 and C/5 mechanisms.

Coherence, coordination and synergies

77. Balanced resource allocation is necessary to ensure the effectiveness of all IIBs.
78. Use of languages for inclusivity and effectiveness remains an important objective.
79. IIBs and their Secretariats are requested to enhance coordination in scheduling of meetings to avoid overlap.

Best practices

80. Best practices should be shared and replicated or, if necessary, adjusted to reflect specificities with the aim to promote governance mechanisms that facilitate strategies and action plans anchored on the C/4 and C/5. Attached, in this regard, is a non-exhaustive list of best practices identified by the Working Group (Appendix 3).

C. SPECIFIC RECOMMENDATIONS FOR THE INTERGOVERNMENTAL COUNCILS AND COMMITTEES

81. Explore the possibility of holding annual Council sessions for the bodies, which do not meet annually, taking into account cost implications.

International Hydrological Programme (IHP) Intergovernmental Council

82. a. Explore intersessional dialogue mechanism
- b. Enhance coordination between Headquarters and field offices on IHP issues.
- c. More inclusive use of working languages.

Man and the Biosphere International Coordinating Council (MAB-ICC)

83. a. Strengthen role of ICC vis-à-vis Bureau in terms of decision-making.
- b. Enhance dialogue between ICC and International Advisory Committee (IAC) to strengthen implementation of decisions at national level.
- c. Decisions be better highlighted in reports and preparation of separate draft decisions in advance for each item on agenda.
- d. Need to enhance visibility of the MAB programme and the UNESCO MAB website.

Management of Social Transformations Programme Intergovernmental Council (MOST IGC)

84. Enhance cooperation with IFAP and MAB.

Intergovernmental Committee for Physical Education and Sport (CIGEPS)

85. Greater synergies with the Education Sector explored to avoid duplication.

Intergovernmental Bioethics Committee (IGBC), International Bioethics Committee (IBC), World Commission on the Ethics of Scientific Knowledge and Technology (COMEST)

86. a. In reviewing the three IIBs as a related cluster, IGBC, IBC and COMEST are invited to continue adjusting and/ or updating their mandates, roles and working relations in a holistic

manner, looking at other models of UNESCO expert bodies reporting to intergovernmental bodies.

- b. Consider adjusting, as appropriate, the number of members in each IIB in view of avoiding duplication of efforts and achieving cost efficiencies.

Intergovernmental Committee for Promoting the Return of Cultural Property to its Countries of Origin or its Restitution in Case of Illicit Appropriation (ICPRCP)

87. a. Bureau meetings should be closed only when handling sensitive issues.
- b. Increase Secretariat support.

Intergovernmental Council of the International Programme for the Development of Communication (IPDC)

88. a. Reaffirm the intergovernmental nature, especially of the Bureau, while retaining expert engagement.
- b. Develop clear, objective criteria for approval of projects.
- c. Examine roles of Bureau and Council in selection of projects.
- d. More balanced consideration of six priorities, including capacity-building.

Intergovernmental Council of the Information for All Programme (IFAP)

89. Presentation and discussion of report to the Executive Board could be improved.

Headquarters Committee

90. Holding of one information meeting per year to update delegations on its work.

D. SPECIFIC RECOMMENDATIONS FOR THE INTERGOVERNMENTAL OCEANOGRAPHIC COMMISSION (IOC)

91. a. More balance in use of working languages, especially for documentation.
- b. Consider establishing the same six Electoral Groups, like other IIBs in UNESCO

E. SPECIFIC RECOMMENDATIONS FOR THE UNESCO CONVENTIONS

Convention against Discrimination in Education and Conciliation and Good Offices Commission

92. a. States Parties of the Convention and its Protocol reflect on utility of Conciliation and Good Offices Commission, and decide whether to continue with the status quo or take additional measures.
- b. The CR Committee and the Legal Committee be requested for their views on the matter.

Convention against Doping in Sports

93. a. Enhance synergies and coordination between Bureau of Conference of Parties and the Social Sciences Sector.

- b. Enhanced cooperation with other organizations, including during MINEPS conferences, encouraged to promote visibility.

Cultural Conventions

94. A more balanced approach in terms of equitable financial and human resource allocation for all cultural conventions was called for, considering their importance to the mandate of UNESCO. All cultural conventions are in need of additional resources to fulfill their objectives fully.
95. The Secretariat handling each Convention should have at least three permanent posts.
96. Governing Bodies of the Conventions, through broad consultations, are invited to further explore, as appropriate, harmonization of rules of procedure and coherence in decision-making procedures, taking into account their respective mandates and specificities. They can consider best practices from the environmental treaties/UNEP to further develop synergies in organizational matters, information-sharing, and cost-efficiency.
97. Meetings of the Chairpersons of the Committees of the Cultural Conventions can be more interactive and action-oriented. Chairpersons should work strategically together to address common themes and challenges and consider shared responses and cooperation.
98. A closer relationship between Governing Bodies of Conventions and the General Conference is desirable, including through the opportunity to provide inputs to the C/5.
99. Transparency and accountability measures can be enhanced, such as dissemination of minutes/key results of Bureau meetings.
100. Capacity-building and common training on all cultural conventions should be strengthened.
101. Governing bodies of Conventions and their Secretariats are encouraged to develop appropriate ratification strategies.
102. The Conventions' relations and cooperation with other international entities and initiatives should contribute to visibility, impact, and fundraising, without compromising UNESCO's core competencies.

Convention on the Protection of Cultural Property in the Event of Armed Conflict (1954)

103. a. Equitable rotation of Committee members is encouraged.
- b. Review Guidelines for Implementation of 1999 Protocol.
- c. Streamline periodic reporting system.

Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property (1970)

104. Reinforcement of staff supporting Convention.

Convention Concerning the Protection of the World Cultural and Natural Heritage (1972)

105. It is called on to ensure a balanced and representative World Heritage List.

Convention on the Protection of the Underwater Cultural Heritage (2001)

106. a. Capacities of Secretariat should be enhanced to promote, *inter alia*, wider ratification.
- b. More secondments from Member States should be encouraged.

Convention for the Safeguarding of the Intangible Cultural Heritage (2003)

107. Need to strengthen decision-making procedures and credibility of Committee, taking due note of Ad Hoc Working Group established to address these issues.

Convention on the Promotion and Protection of the Diversity of Cultural Expressions (2005)

108. a. Analyze means to increase the number of projects approved each year, including ways to increase extrabudgetary funding and voluntary parties' contributions.
- b. Enhance capacity-building programs and visibility.

F. SPECIFIC RECOMMENDATIONS FOR INTERNATIONAL FUND, INTERNATIONAL PROGRAMMES, AND INTERNATIONAL EXPERT BODIES

109. Expert bodies and programmes need to strengthen transparency and information-dissemination measures, especially on appointment procedures and criteria, qualifications of members, methods of work, terms of reference, key programmes, results/ deliverables, and follow-up of recommendations.

110. In general, visibility and relations with the General Conference and Member States need to be improved. In this regard, an appropriate feedback mechanism for Member States to provide inputs/ suggestions to these bodies, beyond limited reporting to the General Conference, should be considered. Information meetings or placing dialogue with these bodies on the agenda of the Executive Board could be options.

International Fund for the Promotion of Culture (IFPC)

111. More information on Administrative Council, impact of selected projects, and availability of resources be made available.

International Basic Science Programme (IBSP)

112. a. Enhance and update website.
- b. Enhance outreach to Member States, including dissemination of reports on work of Scientific Board.

International Geoscience and Geoparks Programme (IGGP)

113. a. Enhance and update website.
- b. Strengthen reporting to General Conference and Executive Board.
- c. Intensify synergies and cooperation with MAB and WHC.
- d. Continue to expand avenues for North-South and South-South cooperation.

Executive Committee for the International Campaign for the Establishment of the Nubia Museum in Aswan and the National Museum of Egyptian Civilization in Cairo

114. Updates from the Executive Committee on implementation of its mandate were noted.

International Advisory Committee of the Memory of the World Programme (IAC MoW)

115. The decision of the 201st Executive Board on this item is noted.

G. SPECIFIC RECOMMENDATIONS FOR THE CATEGORY 1 INSTITUTES

Abdus Salam Centre for Theoretical Physics (ICTP)

116. a. ICTP submit a regular report to the General Conference, highlighting impact of its work and connections to UNESCO's Natural Science programme and 2030 Agenda.
- b. Follow-up of the External Auditor's recommendations.

Education Category 1 Institutes

117. To improve transparency and information dissemination, more systematic and coherent presentation of the work of the Education Category 1 Institutes to the Executive Board and Member States is recommended, considering that allocations from the Regular Budget support the Category 1 Institutes.

118. In this connection, enhancing visibility and interaction with Member States, through appropriate feedback mechanisms, such as periodic dialogues or orientation and information meetings is suggested.

119. Dissemination of information on selection, procedures, and key decisions of Governing Boards to all Member States is desirable.

120. Updating of websites to improve information-sharing is necessary.

121. The functional autonomy of Education Category 1 Institutes has to be maintained.

122. Mapping of assets/ contributions of Category 1 Institutes for implementation of SDG4 would be a valuable tool to enhance synergies and impacts.

123. Harmonization and updating of statutes and procedures is timely. The Secretariat, Member States and relevant Governing Bodies should continue to engage on this issue.

124. Balanced support to the Category 1 Institutes has to be promoted to maintain their important roles and contributions, not only regionally, but worldwide.

125. Meeting of Chairpersons can include the UNESCO Institute of Statistics (UIS).

126. Education Category 1 Institutes are encouraged to closely cooperate on relevant issues.

127. The internet site of the International Institute for the Capacity-building in Africa (IICBA) should be made available in French, and the English version of the UNESCO International Institute for Higher Education in Latin America and the Caribbean (IESALC) website should be improved.

UNESCO Institute for Statistics (UIS)

128. UIS participate in Structured Financing Dialogues.

PART 3. FOLLOW-UP MECHANISMS

129. The General Conference is invited to consider an appropriate follow-up mechanism to promote implementation of the Working Group's recommendations (from both Sub-Groups 1 and 2), such as production of a compendium or guidebook of best practices.

130. Governing Bodies and IIBs can be requested to continue to take up the matter of governance reform in their respective agendas and to submit reports in this regard to the 40th session of the General Conference.

131. The Secretariat (GBS and BSP) with support by IOS and in consultation with the External Auditor should develop and coordinate the implementation of two costed and time-bound follow-up plans for the period 2018-2021 with a clear overview of the division of labour and requiring also the active participation of Member States, the governing bodies and the IIBs, a mid-term progress report should be submitted by the Secretariat in 2019 to the Working Group on Governance, to the Executive Board and to the 40th session of the General Conference and a final report should be submitted in 2021 by the Secretariat to the Executive Board and the 41st session of the General Conference.

132. The Director-General is invited to continue to review the working methods of the Secretariat with the purpose to improve their efficiency and transparency and to present reports on proposed improvements in Executive Board reports on the implementation of the programme (EX/4).

133. The Director-General is also invited to implement fully Resolution 38 C/22 and 195 EX/Decision 4 Part V and, in particular, to prepare carefully the next C/5 content and programme priorities consultation taking into account the debate at the 200th session of the Executive Board and in close consultation with the Member States.

134. Recommends to the General Conference to consider to reconvene the Working Group on Governance, Procedures and Working Methods of the Governing Bodies of UNESCO, before its 40th and 41st sessions with the aim to examine:

- a. The implementation of the adopted recommendations on governance by the 39th session of the General Conference.
- [b. Outstanding issues in relation to 38 C/Resolution 101]

APPENDIX 1

Non-exhaustive list of tentative ideas for intersessional/preparatory mechanisms

Efficient preparation of regular sessions of the Executive Board

- Focus can be on discussing more complex agenda items, with a view to preparing their consideration during regular sessions, including draft decisions and documentation.
- The work of the intersessional/preparatory mechanisms should remain at the technical level.
- The Draft Agenda for the Executive Board can include possible proposals for Items without debate. In this regard, the Bureau of the Executive Board can identify items that could be considered without debate, by an asterisk on the Draft Agenda of the Executive Board, during regular sessions through wide consultations with electoral groups in accordance with the guidelines in appendix 2.

Cost effectiveness

- In principle, one meeting be held prior to each regular session of the Executive Board. However, the frequency can also be determined by the need of the topics to be discussed.
- Adjusting frequency of meetings can also reduce costs.
- Such meeting could last for two days and be held two weeks before the regular session of the Executive Board.
- The Director-General or his/her representative can address specific agenda items and only deliver general remarks if requested, without the ensuing question-and-answer portion.
- Focus the participation of the Secretariat in intersessional/preparatory mechanisms to supplying information, when requested by Member States.

Working methods

- A Chairperson and a Vice-Chair can be elected from among Member States and serve for one biennium. Alternatively, the Chairpersons of FA Commission and PX Commission as they decide between themselves, can chair the meeting.
- The agenda can be proposed by the Bureau of the Executive Board and agreed by consensus following widest possible consultations among all Electoral Groups. The two Chairpersons of the FA Commission and PX Commission should provide substantive input to the draft agenda.
- The agenda shall include items such as the Draft C/5, new agenda items by Member States, reports by the IOS, the Strategic Results Report – EX/4 and reports from the External Auditor, as well as strategic documents.
- Documents used should be the same documents used for regular sessions of the Board.
- A summary of discussions can be prepared in a timely manner flagging key issues and distributed to all delegations after each meeting.
- This summary would be considered, as appropriate, by the Executive Board and its various subsidiary bodies at the subsequent regular session. Every Member State retains the sovereign right to voice its opinions and take the floor on any agenda item during regular sessions of the Executive Board.
- Any such preparatory mechanism should not replace delegations' own initiatives to hold separate consultations on their own initiatives/DRs in preparation of the Executive Board (as reflected in Recommendations 47 to 49).

APPENDIX 2

GUIDELINES

Responsibilities of Representatives of Electoral Groups in Bureaus

Background

Member States elected to a governing or subsidiary body of a UNESCO intergovernmental Programme or Convention, the Executive Board, as well as statutory meetings of State Parties, delegate certain tasks to a smaller representative body, namely the Bureau.

In principle, the Bureau consists of Member States or individuals from Member States elected to represent Electoral Groups. Chairpersons and Rapporteurs, on the other hand, are understood to also serve in their personal capacities. Election to a Bureau as a representative of an Electoral Group should be seen as an honor and therefore carries with it important duties. The scope and tasks of Bureaus vary depending on different Rules of Procedure, but the responsibilities of Bureau Members vis-à-vis their mandates as Electoral Group representatives have not been clearly defined.

In accordance with the recommendations of the Working Group on Governance to enhance transparency, inclusiveness and efficiency of the Governing Bodies of UNESCO, these Guidelines aim to promote good governance, common ownership, and shared responsibility of Member States in a holistic manner.

Guiding principles

- Bureau members should act in good faith and actively engage with respective Electoral Groups and their members.
- They should promote UNESCO's values and ideals, and work in a spirit of dialogue, cooperation, inclusiveness and trust-building.
- They should abide by highest standards of equity, fairness, transparency and accountability.

General responsibilities

- Bureau members should be mindful that they represent their respective Electoral Groups.
- They should communicate with the members of their respective Electoral Groups in timely, transparent and effective manner, through correspondence by electronic means or by organizing coordination meetings, to promote efficient information-sharing and dissemination.
- They are called upon to consult with their respective Electoral Group members on the items on the agenda of the Bureau, soon after they are announced.
- If possible, they shall seek to consolidate the position(s) of their respective Electoral Groups on items to be discussed at Bureau meetings.
- They shall also present positions of concerned Member States of their respective Electoral Groups on relevant agenda items, when requested, at Bureau meetings.
- They shall inform promptly about the outcomes of Bureau meetings, complementing the summary of Bureau meetings when distributed.
- They shall update their respective Electoral Groups regarding all Agenda items and emerging issues after and in-between Bureau meetings.

APPENDIX 3

Non-exhaustive List of Best Practices of IIBs

Bureaus

- Minutes of Bureau meetings posted online (IHP)
- Participation of observers in Bureau meetings (MOST-IGC, IFAP, 1954 Convention)
- Close work between Bureau and Council (MOST-IGC)
- Working meetings of Bureau with civil society (2005 Convention)
- Election of Bureau at end of session (2005 Convention)

Documentation

- Action Paper which outlines key issues and expectations (IOC)
- Annotated agenda (IOC)

Decision-making

- Informal consultations prior to meetings facilitate decision-making (IHP)
- Mechanism for introduction of draft resolutions through Drafting Committee (IHP)
- Development of criteria for selection of projects (IFAP)
- Sharing of draft amendments in advance (2005 Convention)
- Open Working Group during Committee sessions allowing for inclusive and transparent discussions on major issues (1972 Convention)

Efficient working methods

- Management of agenda to allow for ample discussions (IGBC)
- Good use of consultations among members between sessions (CIGEPS)
- Terms of reference for working groups (IFAP)
- Transparency between Member States and Secretariat (HQ Committee)
- Responsiveness to requests from Member States (HQ Committee)
- Ad Hoc Working Group (1972 Convention)
- Periodic reporting (1972 Convention, 2005 Convention)
- Organization of Exchange Day which provided opportunity for thematic discussions (2001 Convention)
- Regular reporting to Executive Board (UIS)
- Minutes of Steering Committee distributed (UIS)
- Making use of silent procedure as appropriate (IPDC)
- Continued monitoring of the state of conservation throughout the year (1972 Convention)
- Implementation of IOS' recommendations (2005 Convention)
- Satisfaction survey (2005 Convention)

Composition

- Re-election possible only once on IGGP Council

IT

- Use of social media and IT, i.e. video on IHP;
- Use of information technology; i.e. all resolutions and amendments are immediately placed online (IOC)
- Online training programmes of International Institute for Education Planning (IIEP)
- A web page with a whole set of knowledge management tools for all stakeholders (1972 Convention)

C/4 and C/5 alignment

- Efforts to align with C/4 and C/5 (MAB ICC)
- Comprehensive MOST Strategy;
- Strategic planning (MAB Lima Action Plan),
- Results framework being developed for the Convention streamlined into reporting (2003 Convention) against C/5 Expected Results (2005 Convention);
- Priority-setting exercise (IOC, 2005 Convention)
- Consultations on exit strategy, upon fulfillment of objectives when National Museum in Cairo becomes fully operational (Nubia Executive Committee)

Synergies

- Good use of regional networks (MAB-ICC)
- Joint meetings that build synergies and reduce costs (IGBC, IBC, COMEST)
- Joint meetings of Chairs (IGBC, IBC, COMEST, Cultural Conventions)
- Multi-stakeholder approach promoted through UN Plan of Action on Safety of Journalists and Issue of Impunity (IPDC)
- Extensive cooperation with other international organizations (IOC)
- Merging of Geosciences and Geoparks programme (IGGP)
- Involvement of local communities and international scope of activities (IGGP)
- Extensive support of Global Geoparks Network (IGGP)
- Cooperation of IICBA with Headquarters and Field Offices

Information dissemination/ visibility

- International Support Group meetings (MAB-ICC)
- Information meetings to communicate regularly with Member States (IOC, 1970 Convention)
- Region-specific meetings to promote awareness-raising and ratification (2001 Convention)
- Periodic reporting (1972 and 2005 Convention)
- Fund mobilization strategy (UIS)

ANNEX II

38 C/Resolution 101 – Governance, procedures and working methods of the governing bodies of UNESCO

The General Conference,

I

Recalling 37 C/Resolution 96, in particular the acknowledgement of the need to optimize the governance of intergovernmental programmes, committees and conventions by harnessing the potential for greater synergy, harmonization, efficiency and impact while bearing in mind requirements regarding the quality of the work and the specific mandate, constituency and functioning of individual governing bodies,

Having examined documents 38 C/23, including its annex, 197 EX/28.INF and 38 C/63,

Also recalling 197 EX/Decision 28 and 44,

Reaffirming the need for a holistic and comprehensive reform of UNESCO, particularly its governing bodies, in order to ensure greater effectiveness and efficiency in the governance of the Organization,

Recognizing the intergovernmental nature of UNESCO,

1. *Decides* to establish an open-ended working group on governance, procedures and working methods of the governing bodies of UNESCO;
2. *Also decides* that the open-ended working group will:
 - (a) convene open-ended meetings, thus allowing enhanced participation of all Member States of UNESCO, and invite Member States to submit their views and proposals on governance, procedures and working methods of the governing bodies of UNESCO;
 - (b) hold its first meeting no later than the end of January 2016;
 - (c) designate its Chairperson and Vice-Chairpersons at its first meeting;
 - (d) define, also at its first meeting, the agenda and a detailed timetable of its work;
 - (e) examine the governance, procedures and working methods of the governing bodies of UNESCO on the basis of the views and proposals received from Member States, the External Auditor's audit report on the governance of UNESCO, relevant evaluations and audits by the Internal Oversight Service (IOS) as well as previous decisions and resolutions related to governance;
 - (f) develop concrete follow-up proposals to be examined by the General Conference at its 39th session;
 - (g) report to the Executive Board at its 202nd session with a view to enabling the Executive Board to make its recommendations to the General Conference at its 39th session;

3. *Requests* the Director-General to start the implementation of recommendations 1, 11 and 13 of the External Auditor's report, as recommended by the Executive Board at its 197th session;
4. *Also requests* the Director-General to organize, on an experimental basis, a two-yearly meeting of chairpersons and directors of category 1 institutes in the Education Sector, in line with recommendation 6 (i) of the External Auditor's report contained in document 38 C/23;
5. *Invites* all intergovernmental programmes, committees and organs of the conventions to inscribe, in 2016 if feasible, an item on their agenda concerning the follow-up to the recommendations of the External Auditor's report contained in document 38 C/23, to improve their governance by concrete measures, and to report on their proposals to the Chairperson of the open-ended working group;
6. *Invites* the Director-General to assist the open-ended working group by providing appropriate secretariat support;

II

1. *Further requests* the Director-General to ensure that each item and sub-item placed on the General Conference agenda by the Secretariat, General Conference and Executive Board contain a draft resolution.

ANNEX III

Working Group on the governance, procedures, and working methods of the governing bodies of UNESCO

TERMS OF REFERENCE

At its 38th session, the General Conference decided to establish an open-ended working group on governance, procedures and working methods of the governing bodies of UNESCO (38 C/Resolution 101), building on the recommendations of the Executive Board (197 EX/Decision 28 and 44).

At previous sessions (28th, 32nd, 34th) the General Conference established similar intersessional ad hoc working groups, which examined governance matters and made recommendations to improve the decision-making process of the Organization, the working methods of the governing bodies, and the relations between the three constitutional organs of UNESCO. The Working Group will thus reflect on such past experiences, while taking into account recent debates at the Executive Board and the Conference itself.

COMPOSITION

According to the terms of 38 C/Resolution 101 the Working Group will be open to the participation of all Member States. It will elect a Chairperson and six Vice-Chairpersons (one per Electoral Group).

PRINCIPLES

In accordance with 38 C/Resolution 101, there is a need for a holistic and comprehensive reform of UNESCO, particularly its governing bodies, in order to ensure greater effectiveness and efficiency in governance and to improve strategic decision making in the Organization. Reform shall be Member State-driven and reaffirm the intergovernmental nature of UNESCO, pursuant to the mandate contained in its constitution. To this end, all Member States shall be requested to provide their views and proposals on governance, procedures and working methods. Governance reform should enable UNESCO to address, inter alia, strategic matters arising from the implementation of the 2030 Sustainable Development Agenda.

MANDATE

Pursuant to 38 C/Resolution 101, the Working Group will examine the governance, procedures and working methods of the governing bodies of UNESCO on the basis of the views and proposals received from Member States, the External Auditor's Report on the Governance of UNESCO and dependent Funds, Programmes and entities, relevant evaluations and audits by the Internal Oversight Service (IOS), as well as previous decisions and resolutions related to governance.

The open-ended Working Group on Governance will develop concrete follow-up proposals to be examined by the General Conference at its 39th session in the following areas:

1. Optimizing the efficiency of the decision-making process, procedures and working methods within the Governing Bodies of UNESCO.

The Working Group will also examine a document, prepared by the Secretariat, containing comparative data on the governance systems of other similar institutions of the United Nations system (structures, composition, length and frequency), together with any proposals put forward by Member States.

2. Follow up on the recommendations of the External Audit on the Governance, procedures and working methods of the governing bodies UNESCO, and relevant evaluations and audits by the Internal Oversight Service (IOS), as well as previous decisions and resolutions related to governance.

3. Relations between the General Conference, the Executive Board and the Secretariat of UNESCO.

On the basis of the results of previous working groups and past resolutions and decisions³, the Working Group will examine the relations between the General Conference, the Executive Board and the Secretariat and make recommendations aiming at enhancing the roles and responsibilities of each of the three organs as defined by their respective constitutional mandates.

METHODS OF WORK, WORKING DOCUMENTS AND TIMETABLE

The Working Group may, if necessary, establish open-ended subgroups headed by the vice-presidents to meet regularly on designated thematic topics decided by the Working Group. The subgroups shall formulate non-binding recommendations to be prepared for the Working Group's consideration during its formal meetings.

The Working Group will also examine a document, prepared by the Secretariat, containing comparative data on the governance systems of other similar institutions of the United Nations system (structures, composition, length and frequency).

The Working Group on Governance will hold a minimum of four meetings during the period 2016-2017 in order to address the main topics of its mandate.

With a view to optimizing the cost-effectiveness of the organization of its meetings, it is proposed that these be organized next to other statutory meetings. Tentative dates could thus be identified at the following periods:

Second meeting:	01 April 2016
Third meeting:	October 2016
Fourth meeting:	February 2017
Fifth meeting:	April 2017
Sixth meeting:	June 2017

³ 29 C/Resolution 87 (Structure and functioning of the General Conference) 33C/Resolution 92 (Relations between the three organs of UNESCO); 35 C/Resolution 99 (Report by the President of the 34th session on the organization of the General Conference); 35 C/Resolution 100 (Relations between the three organs of UNESCO); 36 C/Resolution 104 (Independent External Evaluation of UNESCO); 186 EX/Decision 17 (I) (Recommendations of the Executive Board's Ad Hoc Working Group on the Independent External Evaluation of UNESCO).

Intergovernmental Committees and Programs shall be requested to submit views and recommendations by December 2016 if feasible. These shall be compiled and distributed to all Member States by the Secretariat.

OUTCOME

In line with Resolution 38 C/Res.101, the Working Group will aim at providing a set of recommendations, along with their likely impact and financial implications, to be examined by the General Conference at its 39th session. In accordance with the terms of 38 C/Resolution 101, these recommendations will be submitted to the Executive Board at its 202nd session, and will be transmitted by the Board - with its own comments - to the General Conference.



General Conference

39th Session, Paris, 2017

39 C

United Nations
Educational, Scientific and
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联合国教育、
科学及文化组织

39 C/20 Corr.
28 September 2017
English only

Item 5.1 of the provisional agenda

GOVERNANCE, PROCEDURES AND METHODS OF WORK OF THE GOVERNING BODIES OF UNESCO

CORRIGENDUM

Page 6 – Title II should read as follows:

II – Structure, composition and methods of work of UNESCO's international and intergovernmental bodies – Part 2: recommendations 54 to 128.

Page 7 para 32 should read as follows:

32. Finally, sections C, D, F, G contain a set of recommendations (81 to 128) addressed specifically to the governing bodies of each of UNESCO's IIBs.





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39 C/20 Add.
19 October 2017
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GOVERNANCE, PROCEDURES AND METHODS OF WORK OF THE GOVERNING BODIES OF UNESCO

ADDENDUM

At its 202th session, the Executive Board adopted 202 EX/Dec.21 as follows:

The Executive Board,

1. Recalling Resolution 38 C/101,
2. Having examined document 202 EX/21, which contains the report of the open-ended working group on governance, procedures and methods of work of the governing bodies of UNESCO,
3. Thanking the President of the 38th session of the General Conference and the Chairs of Sub Groups 1 and 2 of the working group for the quality of their chairmanship and their efforts in building consensus among Member States,
4. Emphasizing with satisfaction the quality of the work accomplished by the working group which recommends concrete proposals to improve the governance, procedures and methods of work of the governing bodies of UNESCO,
5. Reiterates the importance of the overall principles of efficiency, inclusivity and cost-effectiveness that guided the recommendations of the working group;
6. Noting however that members of the working group could not agree on 5 out of 134 recommendations, that remained in brackets,
7. Underlines that in these critical times for the Organization the reform of the governance of UNESCO needs to be consensus-driven without prejudice to the competence of the General Conference;



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8. Takes into account the debate at the Special Committee of the Executive Board;
9. Requests the Secretariat to prepare a document to be attached to the report of the working group which provides a listing of the working group's recommendations side by side with those of the External Audit on Governance which are relevant to them;
10. Endorses Recommendation 131 relating to follow-up mechanisms;
11. Invites the Members of the Executive Board to continue the discussion on the terms of reference of the preparatory/intersessional mechanism on the basis of the discussion held by the Special Committee on this matter and 202 EX/21.INF.SP, to be decided upon at its 203rd session.