

		Food and Agriculture Organization of the United Nations	des Nations Unies	Продовольственная и сельскохозяйственная организация Объединенных Наций	Organización de las Naciones Unidas para la Agricultura y la Alimentación
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COMMITTEE ON CONSTITUTIONAL AND LEGAL MATTERS

Eighty-fourth Session

Rome, 2 – 4 February 2009

STATUS AND COMPOSITION OF THE PROGRAMME COMMITTEE, FINANCE COMMITTEE AND COMMITTEE ON CONSTITUTIONAL AND LEGAL MATTERS

BACKGROUND

1. When dealing with the implementation of the actions set out in the Immediate Plan of Action (IPA) regarding the Programme and Finance Committees, one should distinguish matters related to the functions and role of the Committees and matters related to their status and composition. This is so because, while it is possible to address immediately matters related to the status and composition of these Committees, matters related to the functions of the Committees cannot be seen in isolation from the new planning and programme of work and budget processes, which are still being formulated. It is proposed to review matters related to the functions of the Committees subsequently when addressing these new processes¹. Therefore, this document deals only with the former set of actions. These are described as follows in the IPA approved by the Conference at its Thirty-fifth (special) Session:

"Programme and Finance Committees membership, chairs and observers: Changes will be introduced in the Basic Texts, including for the election of members. The members will be countries not individuals but in

¹ This does not apply to the Committee on Constitutional and Legal Matters, as the statutory functions of this Committee remain unchanged.

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nominating their representatives countries will be expected to propose representatives with the necessary technical qualifications, and (IPA action 2.44):

(i) chairs will be elected by the Council on the basis of their individual qualifications and will not occupy seats of their electoral groups or represent a region or country (in the event of a chair falling vacant, the incumbent will be replaced by a vice-chair of the Committee elected by the Committee, until such time as a replacement can be elected by the Council) (IPA action 2.45);

(ii) the membership of the Committees will each be increased, <u>in</u> <u>addition to the Chair</u>, to twelve representatives with each region having a right to up two representatives each for Africa, Asia, Latin America and the Caribbean, the Near East and Europe and one representative each for North America and the South West Pacific nominated by the region and confirmed by the Council (countries may substitute their members for individual meetings or during the term of office, thus avoiding that a seat remains empty) (IPA action 2.46);

(iii) Committees, including joint meetings will be open to non-speaking observers (IPA action 2.47).

Committee on Constitutional and Legal Matters

Changes will be introduced in the Basic Texts, including for the election of members. The members will be countries not individuals but in nominating their representatives countries will be expected to propose representatives with the necessary legal qualifications (IPA action 2.48);

The chair will be elected from amongst the CCLM members by the Council on the basis of his/her individual merit (in the event of a char falling vacant, the incumbent will be replaced by a vice-chair of the Committee elected by the Committee, until such time as a replacement can be elected by the Council) (IPA action 2.49);

The Committee will have seven members, with each region having a right to one member nominated by the region and confirmed by the Council (countries may substitute their members for individual meetings or during the term of office, thus avoiding that a seat remains empty) (IPA action 2.50).

The CCLM will be open to non-speaking observers (IPA action 2.51)".

ISSUES FOR CONSIDERATION

2. This document proposes amendments to the General Rules of the Organization (GRO) for the implementation of the above actions. Consolidated revised texts of Rule XXVI (Programme Committee); Rule XXVII (Finance Committee) and Rule XXXIV (Committee on Constitutional and Legal Matters) are presented below. In reviewing the

proposed amendments to the GRO, the CCLM may wish to keep in mind the following considerations.

Programme and Finance Committees

3. The IPA calls for a number of actions in respect of the Programme and Finance Committees. It, in particular, stated that "the members will be countries not individuals but in nominating their representatives countries will be expected to propose representatives with the necessary technical qualifications". This action does not seem to call for any amendments to the GRO because this is the situation that has prevailed since 1977 as regards the Programme and the Finance Committees, as reflected in current Rule XXVI, paragraph 1 concerning the Programme Committee and current Rule XXVII, paragraph 1, concerning the Finance Committee. Indeed, the Committees were established with their present "general format" in 1957. At that time, the Committees "consisted of individuals selected by the Council in a personal capacity from among individuals ['who have shown a deep interest in the objectives of the Organization and who have participated in Conference and Council sessions and in other activities of the Organization (in the case of the Programme Committee)'] and ['in the government service of Member Nations, for their special competence in finance and administration [in the case of the Finance Committee)']".

4. Occasional debates took place after 1957 regarding the status of the members of the Committees, especially in connection with situations where individuals were prevented from continuing to exercise their functions and there was a need to replace them. In 1977 the Conference introduced current Rules XXVI, paragraph 1 and XXVII, paragraph 1 of the GRO². Since then it is clear that membership of the Committees is an office vested in Member Nations of the Organization, but exercised by specific qualified individuals. This is a situation which is not unknown in similar bodies throughout the United Nations system. Subject to such views as the CCLM may hold, or such clarifications as may be provided by Conference Committee upon request of the CCLM, implementation of the IPA in this regard does not seem to require a revision of the current Rules, but rather a more rigorous implementation of such Rules.

5. On the issue of the qualifications of the individuals that elected Member Nations may appoint, it is proposed that the current text of Rules XXVI, paragraph 1 and XXVII, paragraph 1 be maintained. The designation of representatives remains a prerogative of Members, made after appropriate regional consultation. In addition, as evidenced by practice, too strict conditions regarding the qualifications of representatives might not substantially change the nature of the current process of their designation by Members and, moreover, might limit the ability of Members to designate representatives³.

6. The various actions of the IPA seem to be covered under revised Rules XXVI and XXVII of the GRO. The Chairperson, who would not be nominated in respect of a

² Report of the 19th Session of the Conference, 1977, Appendix E.

³ The IPA refers to the fact that the Finance Committee should deal with administrative matters. As it appears from its mandate, as defined in the GRO, the Finance Committee does deal with a very wide range of administrative issues, including personnel matters. A question that may arise in future is whether this should be reflected in the name of the Committee.

region, would be elected by the Council. This would presumably involve regional consultation. While this was not articulated in detail in the IPA, the actions seem to imply that the Chairpersons should no longer be, strictly speaking, Members of the Committees. They would always be expected to act <u>supra partes</u> and would not represent the views of the regions to which they belong. Occasional situations where Chairpersons have, in addition to exercising their functions, presented the views of their constituencies, would not be justified any longer. The status of the Chairpersons would replicate, in respect of the Committees, the status of the Independent Chairperson of the Council. This would have a number of implications with particular reference to the fact that the Chairpersons would not vote, which would need to be reflected in revised Rules of Procedure of the Committees.

7. The IPA also foresees that elections of the members of the Committees will be done in respect of regions. The Council would elect either two members or one member from each region, as determined by the Conference for the purpose of Council elections. A proposal that the Council should elect members of the Programme and Finance Committees in respect of specific regions (i.e. that seats be allocated to regions) has been discussed from 1985 until 1989 and there has been no consensus on the matter, presumably because it involved also a change in the number of seats by region, a matter upon which agreement has been reached now⁴. The proposals for election made here draw upon work carried out at that time.

8. The IPA refers to members being nominated by the concerned "*region*" and "*confirmed*" by the Council. It is assumed that this is a generic form of wording. From a legal point of view, as reflected in the revised Rules, nominations would continue to be made as up to now, following regional consultation, and election done by the Council. In normal circumstances, regional consultations should allow for the number of nominated candidates not to exceed the number of available seats, and the election could be done by clear general consent under Rule XII, paragraph 10(a) of the GRO. However, as was at times the case in the past, situations could arise where the number of nominated candidates is higher than the number of available seats and there would be a need to conduct the election through voting.

9. The time limits for the presentation of nominations set out in Rules XXVI, paragraph 2 and XXVII, paragraph 2, of the GRO of ten days before the opening of the session at which the election is to be held has been maintaned. So far this election has taken place at the session of the Council held immediately after the session of the Conference. In the past, when the Conference used to meet for some three weeks, this time limit occurred during the Conference, this time limit falls now before the beginning of the session of the Conference. It is assumed that the election would continue to take place at a short session of the Council held immediately after the session of the Conference.

⁴ However, there was eventually no consensus as to this course of action although the matter was discussed again between 2001 and 2003.

10. In this connection, while it is foreseen that the Council will meet more frequently and hold a session after the session of the Conference, it is unclear whether in future the Council will continue to hold a short session immediately after the session of the Conference during which elections will take place. It is proposed to clarify, in Rules XXVI, paragraph 2, and XXVII paragraph 2 of the GRO, that although members of the Committees are elected for a period of two years at the session following the regular session of the Conference, their term of office expires upon election by the Council of new Members. This solution would help to ensure continuity in their office, also in consideration of the fact that that the Committees are expected to meet more frequently than in the past.

11. The rules regarding the convening of meetings of the Committees have been changed. These rules have been drafted on the basis of current provisions regarding the Finance Committee, with some adjustments.

Committee on Constitutional and Legal Matters

12. In general, the actions set out in the IPA regarding the Programme and Finance Committees build and elaborate upon current rules regarding these Committees and, as such, they do not change the general nature and *modus operandi* of these bodies. The actions regarding the CCLM bring its status in line with that of the Programme and Finance Committees. Under current Rule XXXIV of the GRO, the CCLM is a Government committee and Member Nations are not required to appoint individuals possessing special qualifications. The IPA calls upon Members to designate representatives with the necessary legal qualifications. The observations made in connection with the qualifications of the representatives of Member Nations to the Programme and Finance Committees apply to the CCLM⁵. Revised Rule XXXIV of the GRO contained in this document reflects the amendments proposed.

13. In the course of the discussions regarding the CCLM within Working Group II of the Conference Committee, the proposal was made that the Council should elect the Chairperson of the CCLM and seven other Members. This would have increased the number of CCLM Members to eight, all elected by the Council along the same lines as the election of the Members of the Programme and Finance Committees. Eventually it was felt preferable to maintain the current number of seven Members in order to facilitate the decision making process. However, as the CCLM works by consensus, the number of Members appears to be a secondary issue. For the sake of consistency between the proposals regarding the CCLM and those regarding the Programme and Finance Committees – where the Council will elect an "*Independent Chairperson*" and subsequently members from regions – the Council could also elect the Chairperson of the CCLM, who would act <u>ad personam</u>, as the Chairperson of any other body, and would neither represent his country, nor his region. The Chairperson would not vote.⁶.

⁵ Until 1993/1995, the representatives of Members of the CCLM used to be, for the most part, lawyers. It was not uncommon for some of those representatives to come from the capital. Since about 1995 the number of lawyers has diminshed.

⁶ The Chairperson would not represent his/her region. This would have advantages in respect of past situations where Chairpersons of the CCLM considered that in additition to exercising functions as Chairperson they should also present

Therefore the same approach to the status of the Chairperson would be followed in respect of all the Committees.

14. Finally, in all cases, provision is made for the Committees to be open to silent observers. The proposed rules clearly indicate that the sessions of the committees "*shall be open to silent observers who shall not take part in any debates*", to avoid attempts by silent observers to intervene in deliberations. They would also allow the Committees to decide otherwise as there are matters that may need to be discussed outside the presence of observers.

PROPOSED AMENDMENTS TO THE GENERAL RULES OF THE ORGANIZATION

15. Revised Rule XXVI of the GRO on the Programme Committee would read as follows:

"Rule XXVI

Programme Committee

1. The Programme Committee provided for in paragraph 6 of Article V of the Constitution shall be composed of representatives of twelve Member Nations of the Organization. Such Member Nations shall be elected by the Council in accordance with the procedure set forth in paragraph 3 of this Rule. Members of the Committee shall appoint as their representatives individuals who have shown a continued interest in the objectives and activities of the Organization, have participated in Conference or Council sessions and have special competence and experience in economic, social and technical matters pertaining to the various fields of the Organization's activities. Members of the Committee shall be elected for a period of two years at the session of the Council immediately following the regular session of the Conference. Their term of office shall expire upon election by the Council of new Members. They shall be eligible for reappointment.

2. A Member Nation of the Organization seeking election as a Member of the Committee shall, as soon as possible but not later than ten days before the opening date of the Council session at which the election is to be held, communicate to the Secretary-General of the Conference and Council the name of the representative that it would appoint if elected and details of his qualifications and experience. The Secretary-General of the Conference and Council shall circulate this information in writing to Members of the Council before the Council session at which the election is to be held. The same procedure shall apply to the nomination of the Chairperson.

3. The following procedures shall apply to the election of the Chairperson and the Members of the Committee:

the views of their regions. This has occurred also in the case of Chairpersons of the Programme and Finance Committees.

- (a) The Council shall first elect a Chairperson from among the nominated representatives of Member Nations of the Organization.
- (b) Member Nations shall present their candidature for election as Members of the Committee in respect of a specific region as determined by the Conference for the purpose of Council elections.
- (c) The Council shall elect the Members of the Committee as follows:
 - (i) two members from each of the following regions: Africa; Asia and the Pacific; Europ;, Latin America and the Caribbean; and Near East.
 - (ii) one member from each of the following regions: North America, and Southwest Pacific.
- (d) Except as provided in subparagraph 3(a) above, the elections shall be conducted in accordance with the provisions of paragraphs 9 (b) and 13 of Rule XII of these Rules, one election being held to fill simultaneously all the vacancies occurring in each region specified in subparagraph (c) above.
- (e) The other provisions on voting arrangements in Rule XII of these Rules shall apply <u>mutatis mutandis</u> to the election of Members of the Committee.

4. (a) If the representative of a Member of the Committee is expected to be unable to attend a session of the Committee or if, due to incapacity, death or any other reason, he is prevented from exercising his functions for the remainder of the term for which the Member he represents has been elected, that Member shall inform the Director-General and the Chairperson as soon as possible, and may designate a substitute representative who shall have the qualifications and experience referred to in paragraph 1 of this Rule. The Council shall be informed of the qualifications and experience of the substitute representative.

(b) If the Chairperson of the Committee elected by the Council is unable to attend a session of the Committee, his functions shall be exercised by the Vice-Chairperson elected in accordance with the Rules of Procedure of the Committee. If due to incapacity, death or any other reason the Chairperson of the Committee elected by the Council is prevented from exercising his functions for the remainder of the term, his functions shall be exercised by the Vice-Chairperson elected in accordance with the Rules of Procedure of the Committee until the election by the Council, at its first session following the occurrence of the vacancy, of a new Chairperson. The new Chairperson shall be elected for the remainder of the vacated term of office.

5. The Chairperson of the Programme Committee may attend sessions of the Conference or Council when the report of the Programme Committee is considered.

6. The Chairperson of the Council may attend all meetings of the *Programme Committee*.

7. The Programme Committee shall have the following functions:

(....)

8. The Programme Committee shall hold sessions as often as necessary, either

- (a) on the call of its Chairperson acting on his own initiative or in pursuance of a decision of the Committee or of a request submitted in writing to the Chairperson by seven Members of the Committee;
- (b) on the call of the Director-General acting on his own initiative or in pursuance of a request submitted in writing to him by seven or more Members.

The Programme Committee shall in any event hold two sessions annually.

9. Unless otherwise decided by the Programme Committee, its sessions shall be open to silent observers who shall not take part in any debates.

10. Representatives of Members of the Committee shall be reimbursed for the cost of their travel expenses, properly incurred in travelling, by the most direct route, from their duty station to the site of the Committee session and return to their duty station. They shall also be paid a subsistence allowance while attending sessions of the Committee, in accordance with the travel regulations of the Organization".

16. Revised Rule XXVII on the Finance Committee would be as follows:

"Rule XXVII Finance Committee

1. The Finance Committee provided for in paragraph 6 of Article V of the Constitution shall be composed of representatives of twelve Member Nations of the Organization. Such Member Nations shall be elected by the Council in accordance with the procedure set forth in paragraph 3 of this Rule. Members of the Committee shall appoint as their representatives individuals who have shown a continued interest in the objectives and activities of the Organization, have participated in Conference or Council Sessions and have special competence and experience in administrative and financial matters. Members of the Committee shall be elected for a period of two years at the Session of the Council immediately following the regular session of the Conference. Their term of office shall expire upon election by the Council of new Members. They shall be eligible for reappointment.

2. A Member Nation of the Organization seeking election as a Member of the Committee shall, as soon as possible but not later than ten days before the opening date of the Council session at which the election is to be held, communicate to the Secretary-General of the Conference and Council the name of the representative that it would appoint if elected and details of his qualifications and experience. The Secretary-General of the Conference and Council shall circulate this information in writing to Members of the Council before the Council session at which the election is to be held. The same procedure shall apply to the nomination of the Chairperson.

3. The following procedures shall apply to the election of the Chairperson and the Members of the Committee:

- (a) The Council shall first elect a Chairperson from among the nominated representatives of Member Nations of the Organization.
- (b) Member Nations shall present their candidature for election as Members of the Committee in respect of a specific region as determined by the Conference for the purpose of Council elections.
- (c) The Council shall elect the other Members of the Committee as follows:
 - (i) two Members from each of the following regions: Africa; Asia and the Pacific; Europe; Latin America and the Caribbean, and Near East;
 - (ii) one Member from each of the following regions: North America, and Southwest Pacific.
- (d) Except as provided in subparagraph 3(a) above, the elections shall be conducted in accordance with the provisions of paragraphs 9 (b) and 13 of Rule XII of these Rules, one election being held to fill simultaneously all the vacancies occurring in each region specified in subparagraph (c) above.
- (e) The other provisions on voting arrangements in Rule XII of these Rules shall apply <u>mutatis mutandis</u> to the election of Members of the Committee.

4. (a) If the representative of a Member of the Committee is expected to be unable to attend a session of the Committee or if, due to incapacity, death or any other reason, he is prevented from exercising his functions for the remainder of the term for which the Member he represents has been elected, that Member shall inform the Director-General and the Chairperson as soon as possible, and may designate a substitute representative who shall have the qualifications and experience referred to in paragraph 1 of this Rule. The Council shall be informed of the qualifications and experience of the substitute representative.

(b) If the Chairperson of the Committee elected by the Council is unable to attend a session of the Committee, his functions shall be exercised by the Vice-Chairperson elected in accordance with the Rules of Procedure of the Committee. If due to incapacity, death or any other reason the Chairperson of the Committee elected by the Council is prevented from exercising his functions for the remainder of the term, his functions shall be exercised by the Vice-Chairperson elected in accordance with the Rules of Procedure of the Committee until the election by the Council, at its first session following the occurrence of the vacancy, of a new Chairperson. The new Chairperson shall be elected for the remainder of the vacated term of office.

5. The Chairperson of the Finance Committee may attend sessions of the Conference or Council when the report of the Finance Committee is considered.

6. The Chairperson of the Council may attend all meetings of the Finance Committee.

- 7. The Finance Committee shall have the following functions:
- (....)
- 8. The Finance Committee shall hold sessions as often as necessary, either:
- (a) on the call of its Chairperson acting on his own initiative or in pursuance of a decision of the Committee or of a request submitted in writing to the Chairperson by seven Members of the Committee;
- (b) on the call of the Director-General acting on his own initiative or in pursuance of a request submitted in writing to him by seven or more Members.

The Finance Committee shall, in any event, hold two sessions annually.

9. Unless otherwise decided by the Finance Committee, its sessions shall be open to silent observers who shall not take part in any debates.

10. Representatives of Members of the Committee shall be reimbursed for the cost of their travel expenses, properly incurred in travelling, by the most direct route, from their duty station to the site of the Committee session and return to their duty station. They shall also be paid a subsistence allowance while attending sessions of the Committee, in accordance with the travel regulations of the Organization".

17. Revised Rule XXXIV on the CCLM would read as follows:

"Rule XXXIV

Committee on Constitutional and Legal Matters

1. The Committee on Constitutional and Legal Matters provided for in paragraph 6 of Article V of the Constitution shall be composed of representatives of seven Member Nations of the Organization. Such Member Nations shall be elected by the Council in accordance with the procedure set forth in paragraph 3 of this Rule. Members of the Committee shall appoint as their representatives individuals who have shown a continued interest in the objectives and activities of the Organization, have participated in Conference or Council Sessions and, as far as possible, have competence and expertise in legal matters. Members of the Committee shall be elected for a period of two years at the Session of the Council immediately following the regular session of the Conference. Their term of office shall expire upon election by the Council of new Members. They shall be eligible for reappointment.

2. A Member Nation of the Organization seeking election as a Member of the Committee shall, as soon as possible but not later than ten days before the opening date of the Council session at which the election is to be held, communicate to the Secretary-General of the Conference and Council the name of the representative that it would appoint if elected and details of his qualifications and experience. The Secretary-General of the Conference and Council shall circulate this information in writing to Members of the Council before the Council session at which the election is to be held. The same procedure shall apply in respect of the nomination of the Chairperson of the Committee.

3. The following procedures shall apply to the election of the Chairperson and the Members of the Committee:

- (a) The Council shall first elect a Chairperson from among the nominated representatives of Member Nations of the Organization.
- (b) Member Nations shall present their candidature for election as Members of the Committee in respect of a specific region as determined by the Conference for the purpose of Council elections.
- (c) The Council shall elect one Member of the Committee from each of the following regions: Africa; Asia and the Pacific; Europe; Latin America and the Caribbean; Near East; North America; and Southwest Pacific.
- (d) Except as provided in subparagraph 3(a) above, the elections shall be conducted in accordance with the provisions of paragraphs 9 (b) and 11 of Rule XII of these Rules, one election being held to fill the vacancy occurring in each region specified in subparagraph (c) above.
- (e) The other provisions on voting arrangements in Rule XII of these Rules shall apply <u>mutatis mutandis</u> to the election of Members of the Committee.

4. (a) If the representative of a Member of the Committee is expected to be unable to attend a session of the Committee or if, due to incapacity, death or any other reason, he is prevented from exercising his functions for the remainder of the term for which the Member he represents has been elected, that Member shall inform the Director-General and the Chairperson as soon as possible, and may designate a substitute representative who shall have the qualifications and experience referred to in paragraph 1 of this Rule. The Council shall be informed of the qualifications and experience of the substitute representative. (b) If the Chairperson of the Committee elected by the Council is unable to attend a session of the Committee, his functions shall be exercised by the Vice-Chairperson elected by the Committee. If due to incapacity, death or any other reason the Chairperson of the Committee elected by the Council is prevented from exercising his functions for the remainder of the term, his functions shall be exercised by the Vice-Chairperson until the election by the Council, at its first session following the occurrence of the vacancy, of a new Chairperson. The new Chairperson shall be elected for the remainder of the vacated term of office.

5. The Chairperson of the Committee on Constitutional and Legal Matters may attend sessions of the Conference or Council when the report of the Committee is considered.

6. The Committee shall hold sessions to consider specific items referred to it by the Council or the Director-General which may arise out of:

- (a) the application or interpretation of the Constitution, these Rules and the Financial Regulations or amendments thereto;
- (b) the formulation, adoption, entry into force and interpretation of multilateral conventions and agreements concluded under Article XIV of the Constitution;
- (c) the formulation, adoption, entry into force and interpretation of agreements to which the Organization is a party under Articles XIII and XV of the Constitution;
- (d) any other problems relating to conventions and agreements concluded under the aegis of the Organization or to which the Organization is a party;
- (e) the establishment of commissions and committees under Article VI of the Constitution, including their membership, terms of reference, reporting procedures and rules of procedure;
- (f) matters relating to membership in the Organization and its relations with nations;
- (g) the desirability of requesting advisory opinions from the International Court of Justice in accordance with paragraph 2 of Article XVII of the Constitution, or with the Statute of the Administrative Tribunal of the International Labour Organisation;
- (h) the policy regarding privileges and immunities to be sought from host governments for the Organization's headquarters, regional offices, country representations, conferences and meetings;
- (*i*) problems encountered ensuring the immunity of the Organization, its staff and its assets;
- (j) problems relating to elections and procedure for nominations;

- (*k*) standards for credentials and full powers;
- (l) reports on the status of conventions and agreements provided for in Rule XXI, paragraph 5 of these Rules;
- (m) policy aspects of relations with international governmental or nongovernmental organizations, national institutions or private persons.

7. The Committee may also consider the legal and constitutional aspects of any other matters submitted to it by the Council or the Director-General.

8. In considering items referred to it under paragraphs 6 and 7, the Committee may make recommendations and give advisory opinions, as appropriate.

9. The Committee shall elect a Vice-Chairperson from among its Members.

10. Unless otherwise decided by the Committee, its sessions shall be open to silent observers who shall not take part in any debates.

11. The Committee may adopt and amend its own Rules of Procedure, which shall be consistent with the Constitution and these Rules."

SUGGESTED ACTION BY THE COMMITTEE

18. The Committee is invited to review this document, including revised Rules XXVI, XXVII and XXXIV of the GRO and make such observations, including such amendments thereto, as it deems appropriate.

19. Although all actions contained in the IPA regarding the matters covered by this document appear to be clear, the Committee is invited to identify any relevant issues on which guidance of the Conference Committee should be sought.

20. The Committee is also invited to note that the implementation of the above actions and the adoption of the revised Rules will also imply changes to the Rules of Procedure of the Programme and the Finance Committees, which will be adopted by the Committees themselves⁷.

⁷ The CCLM has not adopted Rules of Procedure and its proceedings are governed by the General Rules of the Organization.