Council

Note on the Methods of Work of the Council

1. The text of this Note, originally adopted by the Council at its 60th Session in June 1973, was revised by the Council at its 141st Session in April 2011, its 153rd Session in November/December 2015, and its 160th Session in December 2018.

FUNCTIONS OF THE COUNCIL

2. Between sessions of the Conference, the Council acts on behalf of the Conference as its executive organ and makes decisions on matters specifically entrusted to it, taking into account the advice of subsidiary bodies as appropriate. In particular, the Council should:

I) Regarding the world food and agriculture situation and related matters –

   a) draw up a provisional agenda for review by the Conference of the state of food and agriculture, drawing attention to specific policy issues which would require Conference consideration or could be the subject of a formal recommendation by the Conference, taking into account policy issues and instruments relating to food and agriculture being developed in other fora than FAO as appropriate;

   b) examine and advise on issues pertaining to the world food and agriculture situation and related matters, especially any such issues of an urgent nature, which could call for action by the Conference, the Regional Conferences, the Technical Committees or the Director-General, taking into account developments in other fora of importance to FAO’s mandate as appropriate;

   c) examine and advise on any other issues pertaining to or arising out of the world food and agriculture situation and related matters which may have been referred to the Council in accordance with decisions of the Conference or any applicable arrangements, taking into account developments in other fora of importance to FAO’s mandate as appropriate.

II) Regarding the current and prospective activities of the Organization, including its Strategic Framework, Medium Term Plan and Programme of Work and Budget –

   a) examine and make recommendations to the Conference on the Strategic Framework, the Medium Term Plan and the Programme of Work and Budget, ensuring that a consultative process through the Regional Conferences and Technical Committees is observed in their preparation by the Secretariat, and that:

      - the Strategic Framework takes into account new global and regional challenges and gives consideration to events in other fora with implications on food and agriculture;

1 CL 60/REP, paras 170-179 and Appendix G.
2 CL 141/REP, para 51 and Appendix G.
3 CL 160/REP, paras 33 and 34
- the Medium Term Plan is consistent with the Strategic Framework and provides clear guidance for the preparation of the biennial Programme of Work and Budget;
- the Programme of Work and Budget is built on lessons learned from the Programme Implementation Reports and takes into account the findings and recommendations of strategic evaluations.

b) make a recommendation to the Conference regarding the level of the budget, taking into consideration both assessed contributions and voluntary contributions;
c) take any necessary action, within the approved Programme of Work and Budget, with respect to the technical activities of the Organization and report to the Conference on such policy aspects thereof as may require decisions by the Conference, drawing on the advice of the Programme Committee and Finance Committee as appropriate;
d) decide on any required adjustments to the Programme of Work and Budget, in the light of the decisions of the Conference on the budget level, ascertaining justification of changes in the Programme of Work and Budget approved by the Conference;
e) review the reports on programme and budget matters of the Committee on Commodity Problems, the Committee on Fisheries, the Committee on Forestry, the Committee on Agriculture and the Committee on World Food Security, ensuring that their inputs are provided in a timely manner, in accordance with the agreed schedule of Governing Body sessions;
f) review the reports on programme and budget matters of the Regional Conferences, ensuring that their inputs are provided in a timely manner, in accordance with the agreed schedule of Governing Body sessions.

3. The Council should focus on its functions relating to administrative matters and financial management of the Organization, as well as constitutional matters, including making recommendations to the Conference on amendments to the Basic Texts of the Organization, ensuring that the Organization operates within its legal and financial framework.

4. The Council should elect members of the Programme Committee, Finance Committee and Committee on Constitutional and Legal Matters, and propose candidates for the offices of the Conference. The Council should also elect members of the Executive Board of the World Food Programme.

5. In reviewing the activities of its subsidiary bodies, the Council should ensure that:
   a) they give the necessary attention to the matters falling within their respective mandates;
   b) they do not duplicate each other's work; and
   c) their discussions are not repeated in the Council, except when this is necessary to enable a decision to be reached.

6. The Council should exercise its functions with full involvement and interaction of its Members, in the course of its sessions as well as during the inter-sessional periods, with active facilitation and coordination by the Independent Chairperson to drive forward continuous improvement in the efficiency, effectiveness and ownership of governance by the membership.

AGENDA, TIMETABLE AND DOCUMENTATION

7. The Provisional Agenda should be prepared in consultation with the Independent Chairperson of the Council, taking into account suggestions made by the Members and the Regional Groups. It should be issued together with the invitation letters 60 days before the date of commencement of the Council Session and documents for Council sessions should be issued in sufficient time for Members to examine them before the session (see paragraph 11 below), and in a form that shall facilitate the Council's consideration.

8. A Provisional Annotated Agenda should be issued prior to the Council Session providing under each proposed agenda item the following information:
9. Council documents should normally follow a standard format and contain an executive summary with a clear indication of any action the Council is requested to take. As appropriate, they should be submitted with a draft decision for consideration by the Council.

10. The length of Council documents should normally not exceed 3,500 words. All documents should be issued in the languages of the Organization (Arabic, Chinese, English, French, Russian and Spanish).

11. Unless the timing of the sessions of the bodies concerned makes it impossible, all documents should be dispatched at least four weeks before the opening of the session in question.

12. Sessions of other bodies whose reports must be considered by the Council should, as far as possible, be held in sufficient time to meet the deadline indicated in the previous paragraph.

13. To facilitate decision-making by the Council, the reports of subsidiary bodies should clearly list the points requiring the Council's decision or consideration.

14. Reports of subsidiary bodies and other documents which do not contain points requiring consideration or decision by the Council should be presented for information only.

15. The standing item on Developments in Fora of Importance for the Mandate of FAO, which is presented to Council for information only, should be scheduled on the first day of Council.

CONDUCT OF DEBATE

16. The summaries contained in Council documents should provide clear introductory material. Oral introductions should be concise and focused, and highlight any important new developments which have occurred since the documents were issued.

17. The Chairpersons of the Programme Committee, the Finance Committee and the Committee on Constitutional and Legal Matters, as well as the Chairpersons of the Regional Conferences and, when available, of the Technical Committees should be invited to introduce the reports of the Committees they chair.

18. Interventions should be brief and centred on key issues highlighted in the document. Unless extended debate is required to develop a consensus, speakers should not restate views already expressed and only indicate their agreement or disagreement with points raised by previous speakers.

19. In respect of items on which a decision is required, if preliminary debate indicates that there is likely to be difficulty in reaching agreement, the Independent Chairperson should suspend the debate and allow for informal consultations or set up a sessional working party to examine the matter and make recommendations to the Plenary.

20. Except as otherwise provided in the Basic Texts, the decisions of the Council are taken by a majority of the votes cast, bearing in mind that the Independent Chairperson of the Council shall take steps to facilitate and achieve consensus among Members. Voting arrangements at Council meetings are spelled out in Annex 1.

21. With the exception of the provisions of the previous paragraph, debate on any item should normally be completed before debate on the next item begins.

22. Any delegation wishing to refer to information items or documents may do so under the agenda item “Any other matters”.

23. The Chairpersons of the Committees and the Regional Conferences and the Secretariat should have the right of reply to the essential points made in the debate.
24. At the end of the debate on each item, the Chairperson should make a concise and focused summary of the conclusions and recommendations emerging from the debate as an input to form the basis of the draft Council report and should only contain decisions to be taken by the Council. The draft conclusions should be projected onscreen in plenary to facilitate a better understanding of the proposed text, with some flexibility afforded to the Drafting Committee in finalizing the draft report while not reopening substantive discussions which remains the prerogative of the plenary meeting.

REPORTS AND RECORDS

25. Verbatim records shall be kept of Council plenary meetings and accordingly Council reports, while recording in an unambiguous manner all decisions reached by the Council, should be as concise as possible.

26. A draft report should normally be prepared by a Drafting Committee or through another suitable arrangement agreed by the Council, with Secretariat assistance.

27. The reports of the Council should be written in clear and unambiguous terms to avoid potential misunderstandings on the type of follow-up action required.

28. Reports should consist of the conclusions, decisions and recommendations on matters discussed by the Council. The action taken by the Council should be clearly specified using the formula “The Council agreed/decided/recommended/requested/urged, ...” and the verb should be underlined in the report.

29. To the extent possible, the views of “a few” or “several” should be avoided. If the views of “some” or “many” members are included in reports, the verb should not be underlined to ensure that they are not mistaken for decisions of the Council.

30. Reports should not generally record the views of individual delegations by name, since the verbatim records include all interventions made in plenary meetings.

31. The Secretary-General of the Conference and Council should provide the Council at each session with a document regarding the implementation of decisions taken at the preceding session.

ADHERENCE TO THE METHODS OF WORK

32. These methods of work should be available to delegations during the sessions of the Council and posted on the Council Web page and the FAO Members Gateway.

33. The Chairperson should draw this Note to the attention of Members at each session of the Council.
ANNEX 1
VOTING ARRANGEMENTS

Constitution

Article V - Council of the Organization

[...]

5. Except as otherwise expressly provided in this Constitution or by rules made by the Conference or Council, all decisions of the Council shall be taken by a majority of the votes cast.

General Rules of the Organization

Rule XII - Quorum and Voting Arrangements at Meetings of Conference and Council

1. Subject to the Constitution and these Rules, the following shall govern the procedure in relation to voting and elections in the Conference and the Council:

2. a) Except as otherwise provided by the Constitution or these Rules, in the Conference a majority of the Member Nations and in the Council a majority of the Members of the Council shall constitute a quorum.

b) Before proceeding to a vote or election, the Chairperson shall announce the number of delegates or representatives present. If less than the number required for a quorum is present, the vote or election shall not be held.

3. a) Except as otherwise provided in the Constitution or these Rules, the required majority for any decision or for any election shall be more than one half of the votes cast.

b) Subject to the provisions of Article XX, paragraph 1 of the Constitution, when a two-thirds majority of the votes cast is required by the Constitution or these Rules for a decision to be taken by the Conference, the total number of affirmative and negative votes cast shall be more than one half of the Member Nations of the Organization. If these conditions are not fulfilled, the proposal shall be considered as rejected. 4

4. a) For the purpose of the Constitution and these Rules the phrase "votes cast" shall mean affirmative and negative votes, and shall not include abstentions or defective ballots.

b) Abstentions shall be recorded:

i. in a vote by show of hands, only for those delegates or representatives who raise their hands in response to the Chairperson's request for abstentions;

ii. in a roll call vote, only for those delegates or representatives who reply "Abstention";

iii. in a secret ballot, only for such ballot papers deposited in the ballot box as are either blank or marked "Abstention";

iv. in a vote by electronic means, only for those delegates or representatives who indicate "Abstention".

4 In the case of approval of agreements and supplementary conventions and agreements by the Council and the addition of items to the Council's agenda during a session, a two-thirds majority of the membership of the Council is required (i.e., at least 33 Council Members in favour).
c) Any ballot paper carrying votes for more candidates than there are vacancies to be filled, or carrying a vote for an individual, nation or locality not validly nominated, shall be considered defective.

ii. In the case of an election to fill simultaneously more than one elective place any ballot paper carrying votes for less candidates than there are vacancies to be filled shall also be considered defective.

iii. The ballot paper shall carry no other notation or mark than those required for the purpose of indicating the vote.

iv. Subject to (i), (ii) and (iii) above, a ballot paper shall be considered valid when there is no doubt as to the intention of the elector.

5. Except as otherwise provided in the Constitution or these Rules, the nomination of any candidate for an elective place to be filled by the Conference or Council shall be made by the government of a Member Nation or by its delegate or representative. Subject to the procedure for nomination provided in the Rules, the appointing body shall determine the nomination procedure.

6. Voting shall be by show of hands, roll call or secret ballot.

7. a) Subject to the provisions of paragraph 10 of this Rule, a vote by roll call shall be taken either upon request of a delegate or representative, or if a majority of two-thirds is required by the Constitution or these Rules. Voting by roll call shall be conducted by calling in English alphabetical order the names of all Member Nations entitled to vote. The name of the first nation to be called shall be designated by lot drawn by the Chairperson. The delegate or representative of each Member Nation shall reply "Yes", "No", or "Abstention". At the conclusion of any roll call, the name of any Member Nation whose delegate or representative failed to answer shall be called again. The vote of each Member Nation participating in any vote by roll call shall be inserted in the record of the meeting.

b) The count and recording of votes by show of hands or by roll call shall be conducted by or under the supervision of the Conference or Council elections officer, appointed by the Director-General in accordance with the terms of paragraph 16 below.

c) If for two successive ballots by roll call the name of the same Member Nation is drawn, the name of another Member Nation shall be designated by lot or lots drawn by the Chairperson.

8. When the Conference or Council votes by electronic means, a vote without recording names shall replace a vote by show of hands and a nominal vote shall replace a roll call. In the case of a nominal vote, the procedure of calling out the names of the Member Nations shall not be applicable unless the Conference or Council otherwise decides. The vote of each Member Nation participating in a nominal vote shall be inserted in the record.

9. a) For the purpose of the Rules, the term "election" means the selection or appointment of one or more individuals, nations or localities. The election of Council Members shall take place in accordance with the procedure laid down in Rule XXII, paragraph 10 (g). In other cases, more than one elective place shall be filled at the same election, unless the Conference or Council decide otherwise.

b) When one elective place is to be filled, the method of election by secret ballot shall be as provided in paragraph 11 of this Rule. When more than one elective place is to be filled at the same election, the method of election by secret ballot shall be as provided in paragraph 12 of this Rule.

10. a) The appointment of the Director-General and the admission of additional Member Nations and Associate Members shall be decided by secret ballot. Other elections shall likewise be decided
by secret ballot, except that in the case of an election in which there are not more candidates
than vacancies the Chairperson may submit to the Conference or Council that the appointment
be decided by clear general consent.

b) Any other matter shall be decided by secret ballot if the Conference or Council so determines.

c) i. For the purpose of a secret ballot, the Chairperson of the Conference or Council shall
appoint two tellers from among the delegates or representatives, or their alternates. In
the case of a secret ballot for an election, the tellers shall be delegates or
representatives, or their alternates, who are not parties directly interested in the
election.

ii. The duties of the tellers shall be to supervise the balloting procedure, count the ballot
papers, decide on the validity of a ballot paper in any case of doubt, and certify the
result of each ballot.

iii. The same tellers may be appointed for successive ballots or elections.

d) Ballot papers shall be duly initialled by an authorized officer of the secretariat of the
Conference or Council. The elections officer shall be responsible for ensuring compliance
with this requirement. For each ballot only one blank ballot paper shall be given to each
delegation entitled to vote.

e) For a vote by secret ballot, one or more voting booths shall be set up, supervised in such a
manner as to ensure complete secrecy of the ballot.

f) Should any delegate invalidate his ballot paper, he may, before leaving the precinct of the
polling booths, request a new blank ballot paper, which shall be delivered to him by the
elections officer on the surrender of the invalidated ballot paper. The invalidated ballot paper
shall remain in the custody of the elections officer.

g) Should the tellers withdraw from the presence of the delegates or representatives in order to
carry out the count of the votes, only the candidates or scrutineers appointed by the candidates
may attend the count, but they shall not take part in the count.

h) Members of delegations and of the secretariat of the Conference or Council who are
responsible for the supervision of any vote by secret ballot shall not disclose to any
unauthorized person any information which might tend, or be presumed to tend, towards
destroying the secrecy of the ballot.

i) The Director-General shall be responsible for the safe custody of all ballot papers until the
elected candidates take office or for three months after the date of the ballot, whichever is the
longer period.

11. In any election for one elective place, other than that of the Director-General, if a candidate
fails on the first ballot to obtain a majority of the votes cast, successive ballots shall be taken at such
time or times as the Conference or Council shall decide, until a candidate obtains such a majority,
provided that in an election for one elective place in which there are more than two candidates, the
candidate having received the lowest number of votes at each ballot shall be eliminated.

12. In any election to fill simultaneously more than one elective place the following shall apply:

a) (i) In the Conference a majority of the Member Nations of the Organization and in the
Council two-thirds of the Members of the Council shall constitute a quorum. (ii) More than
one half of the number of Members casting valid votes shall constitute the required majority.

b) Each elector, unless he wholly abstains, shall cast one vote for each elective place to be
filled. Each vote shall be cast for a different candidate. Any ballot paper which is not in
conformity with these requirements shall be declared defective.
c) The candidates who receive the largest number of votes shall be declared elected in a number equal to the number of elective places to be filled, provided they have received the required majority defined in subparagraph (a)(ii) above.

d) If only some of the elective places have been filled after the first ballot, a second ballot shall be cast to fill the remaining elective places, under the same conditions as the first ballot. This procedure shall continue until all the elective places have been filled.

e) If, at any stage during the election, one or more of the vacant places cannot be filled because of an equal number of votes having been obtained by two or more candidates, a separate ballot shall be held among such candidates to determine which of them shall be elected, in accordance with the provisions of subparagraph (c) above. Such procedure will be repeated if necessary.

f) If in any ballot no candidate receives the required majority, the candidate that receives the smallest number of votes in that ballot shall be eliminated.

13. a) If a vote is equally divided on a matter other than an election, a second vote shall be taken at a subsequent meeting to be held not less than one hour after the conclusion of the meeting at which the equally divided vote occurred. If the second vote is also equally divided the proposal shall be regarded as rejected.

b) At any stage in an election after the first ballot has been held, further balloting may be postponed by the Chairperson with the concurrence of the Conference or Council.

14. Once voting has commenced, no delegate or representative may interrupt the voting except to rise to a point of order in connection with the voting.

a) Any delegate or representative may challenge the result of a vote or election.

b) In the case of a vote by show of hands or roll call vote, should the result be challenged, the Chairperson shall cause a second vote to be taken forthwith.

c) A vote by show of hands or by roll call may be challenged only immediately after the result has been announced.

d) A secret ballot may be challenged at any time within three months of the date upon which it took place or until the elected candidate takes office, whichever is the longer period.

e) Should a vote or election by secret ballot be challenged, the Director-General shall cause the ballot papers and all relevant record sheets to be re-examined and shall circulate the result of the investigation, together with the original complaint, to all Member Nations of the Organization or of the Council, as appropriate.

15. An officer of the Secretariat designated by the Director-General for each Conference or Council session, who shall be known as the elections officer, shall, with the assistance of a deputy or deputies, be responsible for the following duties:

a) to ensure that the provisions of the Constitution and the General Rules of the Organization regarding voting and electoral procedure are correctly carried out;

b) to be responsible for all arrangements for voting and elections;

c) to advise the Chairperson of the Conference or Council on all matters pertaining to voting procedures and mechanics;

d) to supervise the preparation of ballot papers and be responsible for their safe custody;

e) to report to the Chairperson of the Conference or Council the presence of a quorum before any vote is taken;

f) to maintain records of all election results, ensuring that they are faithfully recorded and published;

g) to undertake such other relevant duties as may arise in connection with voting and elections.
16. If a decision is to be taken on a matter other than an election, for which a two-thirds majority is not required by the Constitution or these Rules, the Chairperson may submit to the Conference or Council that the matter be decided by general consent without recourse to a formal vote.

17. Parts of a proposal or of an amendment shall be voted on separately if a delegate or representative requests such division, provided that, if objection is made, the question of division shall be decided by the Conference or Council. In addition to the delegate or representative requesting the division, two delegates or two representatives may speak for, and two against, the motion for division. If the motion for division is carried, those parts of the proposal or of the amendment which are subsequently approved shall be put to the vote as a whole. If all operative parts of the proposal or of the amendment have been rejected, the proposal or the amendment shall be considered to have been rejected as a whole.

18. The Conference or Council may limit the time to be allowed to each speaker and the number of times any delegate or representative may speak on any question. When debate is limited and a delegate or representative has spoken his allotted time, the Chairperson shall call him to order without delay.

19. During the discussion of any matter, a delegate or representative may rise to a point of order and the point of order shall be immediately decided by the Chairperson. A delegate or representative may appeal against the ruling of the Chairperson, in which event the appeal shall immediately be put to the vote and the Chairperson's ruling shall stand unless overruled by a majority of the votes cast. A delegate or representative rising to a point of order may not speak on the substance of the matter under discussion.

20. During the discussion of any matter, a delegate or representative may move the suspension or adjournment of the meeting. Such motion shall not be debated but shall be immediately put to the vote. The Chairperson may limit the time to be allowed to the speaker moving the suspension or adjournment of the meeting. At any meeting the same delegate or representative may not move the suspension or adjournment of the meeting more than once during the discussion of any one matter.

21. During the discussion of any matter, a delegate or representative may move the adjournment of the debate on the item under discussion. In addition to the proposer of the motion, two delegates or two representatives may speak for, and two against, the motion, after which the motion shall be immediately put to the vote. The Chairperson may limit the time allowed to these speakers.

22. A delegate or representative may at any time move the closure of the debate on the item under discussion, whether or not any other delegate or representative has signified his wish to speak. Permission to speak on the closure of the debate shall be accorded only to two speakers opposing the closure, after which the motion shall be immediately put to the vote. If the Conference or Council is in favour of the closure, the Chairperson shall declare the closure of the debate. The Chairperson may limit the time allowed to speakers under this paragraph.

23. The following motions shall have precedence in the following order over all other proposals or motions before the meeting, except a point of order:
   a) to suspend the meeting;
   b) to adjourn the meeting;
   c) to adjourn the debate on the item under discussion; and
   d) for the closure of the debate on the item under discussion.

24. When a proposal has been adopted or rejected, it may not be reconsidered at the same session unless the Conference or Council so decides. Permission to speak on a motion to reconsider shall be accorded only to two speakers opposing the motion, after which it shall be immediately put to the vote.

25. When an amendment to a proposal is moved, the amendment shall be voted on first. When two or more amendments to a proposal are moved, the Conference or Council shall first vote on the amendment deemed by the Chairperson to be furthest removed in substance from the original proposal, and then on the amendment next removed therefrom, and so on, until all the amendments
have been put to the vote. Where, however, the adoption of one amendment necessarily implies the rejection of another, the latter shall not be put to the vote. If one or more amendments are adopted, the amended proposal shall then be voted upon. A motion is considered an amendment to a proposal if it merely adds to, deletes from, or revises part of that proposal, but not if it negatives the proposal. An amendment by way of substitute shall not be voted on until the vote has been taken on the original proposal and any amendments thereto.

26. Subject to paragraph 26, any motion calling for a decision by the Conference or Council on its competence to adopt a proposal submitted to it shall be put to the vote before a vote is taken on the proposal in question.

27. Associate Members shall have the right to participate with Member Nations in matters pertaining to the conduct of business of meetings of the Conference, its commissions and committees, in accordance with the provisions of the foregoing paragraphs of this Rule, subject, however, to the limitations on voting and the holding of office stipulated in paragraph 1 of Article III of the Constitution, paragraph 3 of Rule XIII, paragraph 1 of Rule XIV and paragraph 1 of Rule XV of the General Rules of the Organization.
ANNEX 2
RULES APPLICABLE TO COUNCIL PROCEDURES

The main rules pertaining to the structure, functions and procedures of the Council are to be found in Article V of the FAO Constitution, in Rules XXII to XXV of the General Rules of the Organization, and in the Council’s Rules of Procedure. However, other provisions of the Basic Texts of the Organization are also relevant. Therefore, a detailed list of the appropriate subject matters and relevant provisions is provided below.  

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