COMMITTEE ON CONSTITUTIONAL AND LEGAL MATTERS

Hundred and Eighth Session

Rome, 11-12 March 2019

Reform of the International Poplar Commission (IPC) - Proposal to amend the Convention Placing the International Poplar Commission within the framework of FAO

I. INTRODUCTION

1. This item has been placed on the Provisional Agenda of the Committee on Constitutional and Legal Matters (hereinafter “CCLM or the Committee”) under Rule XXXIV, paragraph 7 (b) of the General Rules of the Organization (GRO), whereby the Committee shall consider specific items referred to it which may arise out of: “the formulation, adoption, entry into force and interpretation of multilateral conventions and agreements concluded under Article XIV of the Constitution.”

2. Under Article XII of the Convention Placing the International Poplar Commission within the Framework of FAO (hereinafter called “the IPC Convention”), the International Poplar Commission (hereinafter referred to as “the Commission” or “IPC”) may amend the Convention by a two-thirds majority of all the Members of the Commission. The amendments shall become effective with the concurrence of the FAO Conference, as from the date of such concurrence. Amendments involving new obligations shall come into force in respect of each Member only upon acceptance of such amendments by it. The IPC Convention has been amended in the past, in 1967 and 1977, respectively.

II. BACKGROUND

3. Poplar cultivation was deemed a priority to help rebuild destroyed economies in the aftermath of World War II, resulting in the creation of the IPC in 1947. The Commission was originally created by six European countries (Belgium, France, Italy, Netherlands, Sweden and the United Kingdom). After its placement within the framework of FAO under Article XIV of the Constitution in 1959, through the IPC Convention, its membership grew steadily, particularly between the 1960s and the...
1990s. Currently 38 countries from five continents are Members of the IPC, of which more than half are developing economies (20 countries). There have been no new Members since 2000.

4. The outputs and achievements of IPC are central to FAO’s mandate and contribute to achieving FAO’s Strategic Objectives, in particular Strategic Objective 2 (“Make agriculture, forestry and fisheries more productive and sustainable”), Strategic Objective 3 (“Reduce rural poverty”) and Strategic Objective 4 (“Enable more inclusive and efficient agricultural and food systems”). The IPC is the only international forum that brings together poplar and willow managers, users and researchers to facilitate the exchange of ideas and the discussion of topics that are of concern to the Member Nations.

III. THE IPC REFORM PROCESS

5. The possibility of institutional reform of the IPC was explored in September 2012 by the FAO Committee on Forestry, which took note of a proposal for a reform process, and requested FAO to provide further information, including at the following Session of the IPC.2

6. The 46th Session of the IPC Executive Committee, held from 29 October to 2 November 2012 in Dehradun, India, recommended that action be taken to review the Commission’s institutional, administrative and reporting procedures. Consideration was given to expanding the IPC’s thematic scope to include, besides poplars and willows, other genera and species of socioeconomic and ecological importance in order to broaden the interest of FAO Members in the Commission and to attract more sustainable funding opportunities through an enlarged membership.3

7. The options presented for the proposed IPC reform were based on two reports commissioned by the IPC Secretariat (September 2012, January 2014)4; the reports of the 24th Session of the IPC and the 46th and 47th Sessions of its Executive Committee (January 2013 and July 2014)5; two strategy papers prepared by the IPC Secretariat (July and October 2013)6; as well as extensive consultations within the IPC Executive Committee and the IPC Reform Task Force.

8. In June 2014, the FAO Committee on Forestry was informed of the progress made in the IPC reform process. It took note of the reform process and:

- invited countries to strengthen their agriculture and forest sectors by considering membership in the Commission;
- invited IPC Members to strengthen their national poplar commissions in line with the proposed IPC Reform;
- encouraged the IPC Executive Committee to continue the reform process of the IPC;
- encouraged the IPC to seek additional Members and broaden its scope to cover equivalent species in different regions and include tropical and sub-tropical regions; and

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2 Report of the Twenty-first Session of the Committee on Forestry, Rome, Italy, 24-28 September 2012, COFO 2012/REP, para 70.
recommended to take into account the existing networks and initiatives dealing with forest tree species, as well as their outcomes and deliverables, to develop synergies with those networks and initiatives.  

9. The proposed reforms were discussed at the 47th Session of the IPC Executive Committee held in Vancouver, Canada, on 20 July 2014 and it was agreed that the Executive Committee would draft a proposal to amend the IPC Convention (hereinafter the “2014 Amendment Proposal”).

10. The 2014 Amendment Proposal was considered by the CCLM at its 100th Session in 2015, prior to the 48th Session of the Executive Committee and the 25th Session of the IPC, at which it was expected that the proposed amendments would be adopted. However, the Commission did not adopt the 2014 Amendment Proposal, as the requirement of two-thirds majority of membership (i.e. 26 favourable votes) could not be met. The Committee on Forestry, at its 24th Session, was informed of the progress made with respect to the IPC Reform. It reiterated its support to the IPC Reform noting that there were neither new obligations on IPC Members nor additional costs to the FAO Regular Programme. It encouraged IPC Members to actively contribute to the IPC reform process.

11. On 19 July 2018, a Special Session of the IPC was convened with a view to adopting the 2014 Amendment Proposal; however, no voting took place as Members requested to postpone the vote to allow for consultations. They further requested the Secretariat to provide a process and a platform for consultations and agreed that, subsequent to the consultations, a vote could be held at the seat of the IPC Secretariat. The consultations led to one additional amendment to the 2014 Amendment Proposal.

IV. THE PROPOSED AMENDMENTS TO THE IPC CONVENTION

12. The proposed amendments, which are set out in the Annex to this document:

- expand the scope of the Convention to cover not only poplars but also other tree species that have similar growth patterns and uses in the tropics and sub-tropics. This is reflected in the revised title of the Convention as well as in other relevant provisions of the Convention itself, including Articles I, III and IV;
- revise Article III, paragraph b to reflect an emphasis on applied science and management practice;
- add a new paragraph at the end of Article II providing for States that are not IPC members to attend Sessions of the Commission as observers, in line with established practice;
- eliminate the General Committee provided for paragraph 5 of Article VI as it had not been found useful for many sessions;
- introduce a new paragraph under Article VI on enhanced implementation of the IPC decisions and recommendations at national level in order to encourage decentralization;
- provide for the possibility of the receipt of voluntary contributions by the IPC in a new paragraph under Article X, as do many Article XIV bodies; and
- replace the words “chairman” or “chairmen” with “chairperson” or “chairpersons”, for the sake of linguistic gender-neutrality, in Articles VI, VII, IX and XV of the Convention.
13. Under Article XII of the IPC Convention, amendments involving new obligations shall come into force in respect of each Member only upon acceptance of those amendments by it. At its Thirty-fifth Session in October 1977, the CCLM set down the following criteria for determining whether amendments to agreements establishing statutory bodies under Article XIV of the FAO Constitution involve new obligations:

“If, as a result of the amendments, the overall burden to be borne by contracting parties in the implementation of their existing obligations, would remain substantially the same, the amendments would not involve new obligations. If that burden would be transformed in such a way that the tasks to be performed were different in character from those entailed under existing obligations, the amendments causing such a transformation could be said to involve new obligations. Any extension of an existing obligation could not be considered per se as a new obligation; there might however be cases where such an extension could be considered as tantamount to a new obligation – where, for example, it was bound to have substantial financial implications for the contracting parties or the burden entailed was disproportionate to the existing burden on contracting parties.”

14. At its Session of July 2014, when reviewing the proposed amendments, the IPC Executive Committee expressed the view that the new amendments did not involve new obligations because they did not increase the burden of existing obligations on the Members (i.e. they remained substantially the same). In particular, no new financial, legal or administrative obligations, additional to those arising from the implementation of the existing obligations, were established. This method of assessment by the IPC Executive Committee is considered to be consistent with the past practice of FAO Members and the CCLM in assessing whether amendments to treaties involve new obligations. The position on the matter, as mentioned above, was reiterated in July 2018.

15. After a consultation period of one month, the IPC held a Special Session to vote on the proposed amendments on 6 February 2019. At the conclusion of the vote, 26 Members were in favour of the amendments, one Member opposed, and one Member abstained. The proposed amendments to the IPC Convention were, consequently, adopted.

16. The CCLM is invited to:

- review the proposed amendments to the IPC Convention as endorsed by the Commission at its Special Session (Rome, 6 February 2019); and
- submit the draft Conference Resolution, set forth in Annex hereto, to the Council for consideration and subsequent on-forwarding to the FAO Conference in accordance with Article XII, paragraph 3 of the Convention.

V. SUGGESTED ACTION BY THE COMMITTEE

15 IPC February 2019 Special Session Report, Rome, Italy
ANNEX

RESOLUTION …/…

AMENDMENTS TO THE CONVENTION PLACING THE INTERNATIONAL POPLAR COMMISSION WITHIN THE FRAMEWORK OF FAO

THE CONFERENCE

Recalling the Conference’s approval of the Convention Placing the International Poplar Commission within the Framework of FAO (“the Convention”) under Article XIV of the FAO Constitution at its 10th Session in November 1959, which came into force on 26 September 1961;

Recalling the Conference’s approval of the amendments proposed by the International Poplar Commission at its Second Special Session in October 1967 and of the amendments proposed at its Third Special Session in November 1977, which came into force as from the date of such approval;

Recalling also that the International Poplar Commission at its Special Session, held in Rome, Italy, on 6 February 2019, adopted proposed amendments to the Convention;

Considering that paragraph 3 of Article XII of the Convention requires the concurrence of the Conference for amendments to become effective;

Having considered the report of the 161st Session of the Council, and [noting that the Council found that amendments would not involve new obligations for Members of the International Poplar Commission][…]

Approves the amendments to the Convention, in accordance with Article XII, paragraph 3, as follows:

Convention Placing the International Poplar Commission Within the Framework of FAO


Article I – Status

The International Poplar Commission on Poplars and Other Fast-Growing Trees Sustaining People and the Environment (hereinafter referred to as “the Commission”) shall be which is placed within the framework of the Food and Agricultural Organization of the United Nations (hereinafter referred to as “the Organization”) and the present Convention whose object to achieve that purpose shall be governed by the provisions of Article XIV of the Constitution of the Organization and by the present Convention.

16 Deletions are indicated using strikethrough text and insertions are indicated using underlined italics.
Article II – Membership

1. Member Nations of the Commission shall be such Member Nations or Associate Members of the Organization as accept this Convention in accordance with the provisions of Article XIII of this Convention.

2. The Commission may, by a two-thirds majority of its membership, admit to membership such other States that are Members of the United Nations, any of its Specialized Agencies or the International Atomic Energy Agency as have submitted an application for membership and a declaration made in a formal instrument that they accept this Convention as in force at the time of admission.

3. Member Nations and Associate Members of the Organization that are not Members of the Commission may, upon request, be represented as observers at sessions of the Commission. Non-member States of the Organization that are Members of the United Nations, any of its Specialized Agencies of the International Atomic Energy Agency may, upon request, be represented as observers at sessions of the Commission, subject to the provisions relating to the granting of observer status to Nations adopted by the Conference of the Organization.

Article III – Functions

The functions of the Commission shall be:

a) to study and engage on the scientific, technical, social and economic aspects of poplar and willow cultivation; scientific, technical, social, economic, and environmental aspects of Populus and other fast-growing trees. In addition to the Commission’s work on the genus Populus, the Commission’s subgroups may work on other genera that sustain people and the environment. Priorities of the Commission’s work are forest resources production, protection, conservation and utilization, with a view to sustaining livelihoods, land uses, rural development and the environment. This work includes food security issues, climate change and carbon sinks, biodiversity conservation and resilience against biotic and abiotic threats, and combating deforestation.

b) to promote the exchange of ideas, sustainable management practices, knowledge, technology, and material, on mutually agreed terms, between researchers, developers, research workers, producers, and users;

c) to arrange joint research programs;

d) to stimulate the organization of congress combined with study tours;

e) to report and make recommendations to the Conference of the Organization, through the Director-General of the Organization; and

f) to make recommendations to the National Poplar Commissions or other national bodies provided for in Article IX of this Convention, through the Director-General of the Organization and the governments concerned.

Article IV – Establishment of National Poplar Commissions

Each Contracting Nation shall make provision as soon as possible and to the best of its ability, either for the establishment of a National Poplar Commission dealing with poplars and other fast-growing trees, or, if not possible, for the designation of some other suitable national body, and shall transmit a description of the competence and scope of the National Commission or other body and of any changes thereto, to the Director-General of the Organization who shall circulate this information to the other Member Nations of the Commission. Each Contracting Nation shall communicate to the Director-General the publications of its National Commission or other body.
Article V – Seat of the Commission

The seat of the Commission shall be in Rome at the Headquarters of the Organization.

Article VI – Sessions

1. Each Member Nation of the Commission shall be represented at sessions of the Commission by a single delegate who may be accompanied by an alternate and by experts and advisers. Alternates, experts and advisers may take part in the proceedings of the Commission but not vote, except in the case of an alternate who is duly authorized to substitute for the delegate. Each Member Nation of the Commission shall have one vote. Decisions of the Commission shall be taken by a majority of the votes cast except as otherwise provided in this Convention. A majority of the Member Nations of the Commission shall constitute a quorum.

2. The Director-General of the Organization, in consultation with the Chairman of the Executive Committee of the Commission, shall convene a regular session of the Commission once every four years. Special sessions of the Commission may be convened by the Director-General in consultation with the Chairman of the Executive Committee, or if requested by the Commission, or by at least one-third of the Member Nations of the Commission.

3. The sessions of the Commission shall be held at the place determined by the Commission within the territories of its Member Nations or at the seat of the Commission.

4. The Commission shall elect, at the beginning of each session, from amongst the delegates, a Chairman and two Vice-Chairmen.

5. There shall be a General Committee of the session consisting of the Chairman and the two Vice-Chairmen of the session and the Chairman and the Vice-Chairmen of the Executive Committee. Recommendations of the Commission should be given due consideration by the National Commissions and other national bodies provided for in Article IV of this Convention.

Article VII – Executive Committee

1. There shall be an Executive Committee of the Commission consisting of 12 members and up to 5 co-opted members.

2. Twelve members of the Executive Committee shall be elected by the Commission from among individuals nominated by Member Nations of the Commission upon the suggestion of their respective National Poplar Commissions or other national bodies provided for in Article IV of this Convention. Members of the Executive Committee shall be appointed in their personal capacity because of their special competence, and shall serve for a period of four years. Members of the Executive Committee shall be eligible for re-election.

3. The Executive Committee may, in order to ensure the co-operation of the necessary specialists, co-opt one to five additional members under the same conditions as are provided for in paragraph 2 above. The term of office of the additional members shall expire with the term of the elected members.

4. The Executive Committee shall, between sessions of the Commission, act on behalf of the Commission as its executive organ. The Executive Committee shall in particular make proposals to the Commission regarding the general orientation and the program of work of the Commission, study technical questions and implement the program as approved by the Commission.
5. The Executive Committee shall elect from amongst its members a Chairman and a Vice-Chairman.

6. Sessions of the Executive Committee may be convened as often as necessary by the Director-General of the Organization in consultation with its Chairman. The Committee shall meet in connection with each regular session of the Commission. It shall also meet at least once between two regular sessions of the Commission.

7. The Executive Committee shall report to the Commission.

Article VIII – Secretary

A Secretary of the Commission shall be appointed by the Director-General of the Organization from amongst the senior staff of the Organization and shall be responsible to the Director-General. The Secretary shall perform such duties as the work of the Commission may require.

Article IX – Subsidiary Bodies

1. The Commission may, if necessary, establish sub-commissions, committees or working parties, subject to the availability of the necessary funds in the relevant chapter of the approved budget of the Organization. Sessions of such sub-commissions, committees or working parties shall be convened by the Director-General of the Organization in consultation with the Chairman of such body.

2. Membership in subsidiary bodies shall be open to all Member Nations of the Commission, or shall consist of selected Member Nations of the Commission, or of individuals appointed in their personal capacity, as determined by the Commission.

Article X – Expenses

1. Expenses incurred by delegates of Member Nations of the Commission and of their alternates and advisers, when attending sessions of the Commission, or subsidiary bodies, as well as the expenses incurred by observers, shall be borne by the respective governments or organizations.

2. Expenses of all the members of the Executive Committee when attending sessions of the Executive Committee shall be borne by the countries of which they are nationals.

3. Expenses incurred by individuals invited in their personal capacity to attend sessions or participate in the work of the Commission or its subsidiary bodies shall be borne by such individuals except when they have been requested to perform a specific task on behalf of the Commission or its subsidiary bodies.

4. The expenses of the Secretariat shall be borne by the Organization.

5. When the Commission or Executive Committee hold sessions elsewhere than at the seat of the Commission, all additional expenses related to such sessions shall be borne by the host government. The expenses for publications relating to sessions of the Commission other than the report of such sessions, of the Executive Committee and subsidiary bodies shall be borne by the host government.

6. The Commission may accept voluntary contributions generally or in connection with specific projects or activities of the Commission. Such contributions shall be paid into a Trust Fund to be established by the Organization. The acceptance of such voluntary contributions and the administration of the Trust Fund shall be in accordance with the Financial Regulations of the Organization.
Article XI – Rules of Procedure

The Commission may, by a majority of two-thirds of its membership, adopt and amend its own rules of procedures, which shall be consistent with the General Rules of the Organization. The Rules of the Commission and any amendment thereto shall come into force upon approval by the Director-General of the Organization, and from the date of such approval.

Article XII – Amendments

1. This Convention may be amended by the Commission by a two-thirds majority of the membership of the Commission.

2. Proposals for amendments may be made by any Member Nation of the Commission in a communication addressed to the Director-General of the Organization not later than 120 days before the session at which the proposal is to be considered. The Director-General shall immediately inform all Member Nations of the Commission of all proposals for amendment.

3. Amendments shall become effective only with the concurrence of the Conference of the Organization and as from the date of such concurrence. The Director-General of the Organization shall inform all Member Nations of the Commission, all Member Nations and Associate Members of the Organization and the Secretary-General of the United Nations of such amendments.

4. Amendments involving new obligations for Member Nations of the Commission shall come into force in respect of each Member Nation only upon acceptance of amendments by it. The instruments of acceptance of amendments involving new obligations shall be deposited with the Director-General of the Organization. The Director-General of the Organization shall inform all Member Nations of the Commission, all Member Nations and Associate Members of the Organization and the Secretary-General of the United Nations of such acceptance. The rights and obligations of any Member Nation of the Commission that has not accepted an amendment involving additional obligations shall continue to be governed by the provisions of the Convention in force prior to the amendment.

Article XIII – Acceptance

1. Acceptance of this Convention by any Member Nation or Associate Member of the Organization shall be effected by the deposit of an instrument of acceptance with the Director-General of the Organization and shall take effect on receipt of such notification by the Director-General.

2. Acceptance of this Convention by Non-Member Nations of the Organization shall become effective on the date on which the Commission approves the application for membership in conformity with the provisions of Article II of this Convention.

3. The Director-General of the Organization shall inform all Member Nations of the Commission, all Member Nations and Associate Members of the Organization and the Secretary-General of the United Nations of all acceptances that have become effective.

4. Acceptance of this Convention may be made subject to reservations which shall become operative only upon unanimous concurrence by the Member Nations of the Commission. The Director-General of the Organization shall notify forthwith all Member Nations of the Commission of any reservations. Members of the Commission not having replied within three months from the date of the notification shall be deemed to have accepted the reservation.
Article XIV – Territorial Application

Member Nations of the Commission shall, when accepting this Convention, state explicitly to which territories their participation shall extend. In the absence of such a declaration, participation shall be deemed to apply to all the territories for the international relations of which the Member Nation of the Commission is responsible. Subject to the provisions of Article XVI, paragraph 2 below, the scope of the territorial application may be modified by a subsequent declaration.

Article XV – Interpretation and Settlement of Disputes

Any dispute regarding the interpretation or application of this Convention, if not settled by the Commission, shall be referred to a committee composed of one member appointed by each of the parties to the dispute, and in addition an independent chairman chosen by the members of the committee. The recommendations of such a committee, while not binding in character, shall become the basis for renewed consideration by the parties concerned of the matter out of which the disagreement arose. If as the result of this procedure the dispute is not settled, it shall be referred to the International Court of Justice in accordance with the Statute of the Court, unless the parties to the dispute agree to another method of settlement.

Article XVI – Withdrawal

1. Any Member Nation of the Commission may give notice of withdrawal from the Commission at any time after the expiry of one year from the date of its acceptance of this Convention. Such notice of withdrawal shall take effect six months after the date of its receipt by the Director-General of the Organization, who shall inform all Member Nations of the Commission, all Member Nations and Associate Members of the Organization and the Secretary-General of the United Nations of such receipt.

2. A Member Nation of the Commission that is responsible for the international relations of more than one territory shall, giving notice of its own withdrawal from the Commission, state to which territory or territories the withdrawal is to apply. In the absence of such a declaration, the withdrawal shall be deemed to apply to all the territories for the international relations of which the Member Nation of the Commission is responsible. A Member Nation of the Commission may give notice of withdrawal with respect to one or more of the territories for the international relations of which it is responsible. Any Member Nation of the Commission that gives notice of withdrawal from the Organization shall be deemed to have simultaneously withdrawn from the Commission, and this withdrawal shall be deemed to apply to all the territories for the international relations of which the Nation concerned is responsible, with the exception of Associate Members.

Article XVII – Termination

This Convention shall be considered terminated if and when the number of Member Nations of the Commission falls below 6 unless the remaining Member Nations of the Commission unanimously decide otherwise, subject to the approval of the Conference of the Organization. The Director-General of the Organization shall inform all Member Nations of the Commission, all Member Nations and Associate Members of the Organization and the Secretary-General of the United Nations of such termination.

Article XVIII – Entry into force
1. This Convention shall enter into force as soon as twelve Member Nations or Associate Members of the Organization have become parties to it by the deposit of an instrument of acceptance in accordance with the provisions of Article XIII, paragraph 1 of this Convention.

2. With respect to such Nations as are already Members of the Commission and who become parties to the present Convention, the provisions of this Convention shall replace the provisions of the Statutes of the International Poplar Commission adopted at the second session of the Commission held on 20 to 28 April 1948 in Italy.

**Article XIX – Authentic Languages**

The English, French and Spanish texts of this Convention shall be equally authentic.