United Nations Educational,
Scientific and Cultural Organization

# Executive Board

ex

**Hundred and sixty-fifth Session**

Item **4.1** of the provisional agenda

## PRELIMINARY PROPOSALS BY THE DIRECTOR-GENERAL FOR THE DRAFT PROGRAMME AND BUDGET FOR 2004-2005 (32 C/5)

## PART I

## ANALYTIC SUMMARY OF THE COMMENTS AND PROPOSALS OF MEMBER STATES AND INTERGOVERNMENTAL AND NON-GOVERNMENTAL ORGANIZATIONS

## A. REGIONAL CONSULTATIONS

**SUMMARY**

Part I of this document presents the results of the consultation process which was carried out on the basis of the consultation document circulated under cover of CL/3623 and amended by CL/3625 (a copy of which is reproduced in document 165 EX/INF.3). The present document is composed of three sections, which are issued separately.

Part I (A) contains the reports of the five regional consultations of National Commissions for UNESCO which were held between June and July 2002.

Part I (B) presents a synthesis of the views expressed by Member States and Associate Members in their written replies to the consultation document.

Part I (C) presents summaries of the comments made by organizations of the United Nations system, intergovernmental organizations (IGOs) and international non-governmental organizations.

## A.    REGIONAL CONSULTATIONS

This document presents the reports of the five regional consultations of National Commissions for UNESCO on the preparation of the Draft Programme and Budget for 2004-2005 (32 C/5). A total of 184 National Commissions (Africa: 46; Arab States 19; Asia and the Pacific: 42; Europe: 46; and Latin America and the Caribbean: 31) participated in these consultations.

The regional reports are presented in the following order:

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## Consultation of National Commissions of the Arab States Region

### Rabat, Morocco (6-8 June 2002)

1.      The meeting was chaired by Ms Naïma Tabet, Secretary-General of the Moroccan National Commission for UNESCO, ALECSO and ISESCO, while the Rapporteur was Ms Fatma Tarhouni, Secretary-General of the Tunisian National Commission for UNESCO. All 19 National Commissions of the region were represented.

2.      In his presentation, the Director-General's representative, Mr Hans d'Orville, drew attention to the objectives of the consultation, whose results would be used in preparing the preliminary proposals by the Director-General for the Draft Programme and Budget for 2004-2005 (32 C/5), to be presented to the Executive Board at its 165th session. He reminded participants that the C/5 and C/4 documents represented the pillars of reform with regard to programming. He went on to present in detail the Questionnaire on the Draft Programme and Budget for 2004-2005 (32 C/5), designed to gather the comments and proposals of Member States and Associate Members and of intergovernmental and international non-governmental organizations (IGOs and NGOs).

3.      The participants expressed their appreciation at the organization of the Consultation, the quality and clarity of the document, and its timely circulation, which facilitated the consultation process and enabled the National Commissions to participate fully in the preparation of document 32 C/5.

## I.      Overall issues

4.      In reply to the questions regarding the **Organization's budget**, most of the speakers spoke in favour of zero real growth for the Programme and Budget for 2004-2005, while observing that it would be for the Member States, in the light of the Director-General's detailed proposals, to decide on that issue. Some participants were in favour of zero nominal growth, while others opted for a budget with positive real growth.

5.      With regard to the **structure and presentation of the budget**, some speakers asked for additional information on the breakdown of the budget, in particular the percentages of the funds allocated to the Programme, staff, indirect programme costs and administrative costs. In addition, they expressed their support for the Director-General's efforts to increase transparency and strengthen results-based programming. It was suggested that consideration might be given in the future to a form of presentation indicating the budget envisaged for each expected result. The representative of the Director-General stated that in view of the current situation regarding the implementation of results-based programming, it was unlikely that such an approach could be adopted at the current stage.

6.      In response to questions on the **link between the themes and strategic objectives in document 31 C/4 and the activities proposed in the C/5 document**, the speakers took the view that that link was currently being given sufficient emphasis, but that efforts in that area should be stepped up during the preparation of the next C/5 document.

## II.      Defining programming principles and setting programme priorities

7.      The participants were in favour of maintaining the concept of **principal priorities** that would receive a budgetary increase and of a limited number of other priorities corresponding to each of the major programmes. As regards the designation of the principal priorities, the general view was that

the current priorities in document 31 C/5 should be maintained for the next biennium with a modification of the title of the principal priority of major programme on "Culture", so as to place the emphasis on the dialogue among cultures and civilizations.

8.     With regard to the **other priorities**, the discussions which followed focused on only one of them, namely education for a culture of peace. Some speakers expressed the wish that UNESCO might carry out a study so as to define the concept of peace. The idea of a world conference that would seek to define the concepts of peace and terrorism was put forward by the participants. In this connection, they pointed out that UNESCO, as an intellectual organization, might contribute in such a forum to the formulation of appropriate responses in its fields of competence.

9.     The participants expressed widespread approval for the principle of continuing during the next biennium the **cross-cutting activities** relating to two themes identified in document 31 C/4: the eradication of poverty and the construction of knowledge societies. It was also suggested that the theme of sustainable development might also be added as a third theme during a possible revision of document 31 C/4, as envisaged by the General Conference at its 31st session. However, the participants considered that the activities regarding sustainable development should be reinforced in document 32 C/5, taking into account too the results of the World Summit on Sustainable Development in Johannesburg.

10.    In addition, they stressed the importance of **intersectorality**, which helps to renew the activities carried out on this basis in the various programmes. Some participants requested the presentation of a list of the intersectoral activities carried out by the Organization outside the two cross-cutting themes.

11.    As regards **other activities/themes** to which the Organization might choose to give priority the following suggestions were made: the fight against exclusion and forms of inequality; the socio-economic impact of globalization; the dangers of cultural standardization; population growth and social transformations; the environment; the preservation of biodiversity; the management of renewable energies; the management of water resources; the reduction of the digital divide; the ethics of science; increased interaction between the programme sectors in support of education for all.

12.    The participants were fully in agreement with the continued mainstreaming of the needs of **specific groups**, and of **disadvantaged and excluded groups** in all the Organization's programmes. They laid particular stress on the importance of fully associating young people, not only as a target group, but also as full partners, with the Organization's activities.

13.    Responding to the recent collapse of the Zeizoun dam in the Syrian Arab Republic, the participants expressed their deep concern about this disaster which affected in particular schools and cultural institutions, and affirmed their solidarity with the Syrian people. They called upon UNESCO, ALECSO and ISESCO to mobilize resources through their emergency assistance programmes, so as to come to the aid of the groups affected, in particular schoolchildren and students, and enable them to deal with the consequences of this disaster.

14.    The formulation of **regional and subregional strategies** within the framework of the Medium-Term Strategy – like the strategy which was examined during the same Consultation – was given a very favourable reception by the participants, who considered that such strategies represented an important means of bringing UNESCO's action closer to its Member States. In that connection, they suggested that such strategies could also include a component regarding interregional cooperation, as envisaged in the proposal for a Euro-Arab dialogue, initiated by the National Commissions of the two regions (see Annex).

15. As regards the stages of the **programming process**, the participants mentioned the importance of close interaction between the National Commissions and the field offices; the possibility of detailed consultations at the subregional level, involving the cluster offices, was also mentioned.

16. As regards the new **decentralization policy**, the participants suggested an increase in funds for the **cluster (and national) offices**, which are now the principal platform for programme delivery, and which need to cast their net more widely in the search for funding and the establishment of new partnerships. Some delegations stressed the need to increase staff numbers in the field offices.

17. The participants in the Consultation emphasized that the **National Commissions** as a constituent element of UNESCO had a critical role to play in the conceptualization, implementation and delivery of UNESCO's programmes. In this context it is important to implement the provisions of 30 C/Resolution 83 and to enable the National Commissions to fully discharge their role as bodies for consultation, liaison, information, evaluation and programme execution.

18. As regards **partnerships**, the participants emphasized in particular that it is essential for UNESCO to participate in the cooperation and coordination mechanisms of the **United Nations system** – in particular the United Nations Development Group (UNDG) – and in the pursuit of the United Nations Millennium Development Goals.

19. With regard to **extrabudgetary contributions**, the representative of the Director-General stated that the ratio of regular programme resources to extrabudgetary resources was about one to five. In view of the scale of these extrabudgetary contributions, the General Conference had requested the Director-General to ensure complementarity between those two sources of funding so as to prevent the strategic objectives and the budgetary priorities from being diluted. The participants were of the opinion that efforts should be redoubled so as to ensure complementarity between the regular programme and the extrabudgetary activities.

### III. Structure and presentation of document 32 C/5

20. With regard to the **expected results**, the participants acknowledged the considerable efforts made by the Secretariat to improve the formulation of the expected results under the Main Lines of Action. That was recognized as a continuing process that must also be applied to the work plans, and in particular to the actions and activities.

21. With regard to the **flagship projects**, the participants had already identified several projects selected in the context of devising a regional strategy for region.

22. The discussion on paragraphs 22 and 23 of the Questionnaire regarding the **presentation of the programme and budget** and the **adjustments in medium-term programming** (Part IV) was incorporated into the previous debates (see I and II above). The participants did not consider it useful to make any further comments on those points so as to avoid all repetition.

**ANNEX**

**EURO-ARAB DIALOGUE**

**Interregional strategy "Learning to live together"**

(Follow-up to the Delors Report and the 46th Session of International Conference on Education)

**Resolution adopted**

By

The Commissions for UNESCO of the Arab States/

[the (Secretaries-General of the) National Commissions, Europe region]

(a)   Noting the background to the proposal for a Euro-Arab dialogue, submitted by the "Learning to live together" task force of the National Commissions of the two regions,

(b)   Stressing the importance of the proposed objectives and approaches,

(c)   Approve the above-mentioned interregional strategy;

(d)   Invite the National Commissions of the two regions to consider that strategy when preparing their work plans for the 2002-2003 biennium, to communicate their commitments and to convey their comments, suggestions and ideas to the members of the task force, in particular, by filling in the forms attached to the working document entitled "Euro-Arab dialogue" presented by this group;

(e)   Invite the Euro-Arab task force of the National Commissions to give effect to this resolution and to submit its final report to the regional meetings of the National Commissions which will be held within the framework of the 32nd session of the General Conference in October-November 2003.

**Euro-Arab interregional strategy "Learning to live together"**

**Framework**: UNESCO Medium-Term Strategy for 2002-2007 (31 C/4 Approved), in particular the following **strategic objectives**:

1.   "Promoting education as a fundamental right …"

2.   "Improving the quality of education …"

3.   "Promoting experimentation, innovation and the diffusion and sharing of information …", and

8.   "Safeguarding cultural diversity and encouraging dialogue among cultures and civilizations"

as well as the strategic sub-objectives concerned and, within the strategy for the cross-cutting theme on ICTs, strategic objective 2 "Enhancing learning opportunities through access to diversified contents and delivery systems".

**The implementation of the strategy for the Euro-Arab plan includes the following features:**

(i) **inter-agency cooperation** by UNESCO with interested regional intergovernmental organizations active in this field, such as ALECSO, the League of Arab States, the Organization of the Islamic Conference (OIC), the Council of Europe, the European Union and the Organization for Security and Cooperation in Europe (OSCE);

(ii) **mobilization of civil society through the National Commissions** and of international and regional NGOs;

(iii) **mechanism for the implementation** of the priority projects, including the establishment of coordinating machinery within UNESCO and at the inter-agency level and the identification of the funding arrangements (various sources).

**The expected results** will be:

(iv) the widespread dissemination and promotion of the Delors Report and of the conclusions of the 46th session of the ICE among the Ministers of Education, teacher-training establishments and school curriculum planning centres, and the organization of exchanges of teaching staff and of those responsible for educational policy; establishment of networks of teacher-training establishments of the two regions;

(v) support for the Member States and their National Commissions with regard to youth exchanges, particularly by the twinning of schools of the two regions participating in the Euro-Arab strategy;

(vi) comparative analysis of the school curricula and textbooks of a number of countries of the two regions, and publication of a special issue of the journal *Prospects* (IBE) on the Euro-Arab dialogue;

(vii) preparation of an updated version of the handbook for human rights teaching and education for tolerance and dialogue among cultures and civilizations, with a supplement on the best practices for "learning to live together" and "education for citizenship" prepared in conjunction with the Council of Europe and ALECSO;

(viii) in order to contribute to the implementation of the Arabia Plan, establishment of a network of academic and research institutions specializing in cultural diversity in the Arab world (including specialized institutions of regions other than the Arab States and Europe);

(ix) promotion of inter-university cooperation between the two regions, in particular through joint research projects (e.g. in imagology) and participation in the system of UNESCO Chairs (all major programmes);

(x) support for cultural festivals, exhibitions and cultural information seminars intended to encourage the development and promotion of the Euro-Arab dialogue;

(xi) demonstration, by means of pilot projects, of the impact of innovative ICT-based systems for the provision of educational services, such as a UNESCO multilingual server for education on human rights and democracy, using the experience acquired with the existing server project in the Europe region (in Sarajevo) for the introduction of similar services for the Arab States region;

(xii) collection of best practices for the dissemination of knowledge of the other region through the media in the form of workshops organized jointly with journalists and their professional associations, competitions and the encouragement of cooperation and exchanges between the media of the two regions.

**Consultation of the National Commissions of the Europe Region**

**Budapest, Hungary (16-18 June 2002)**

1.     The consultation was chaired by Mr Peter Gresiczki (Hungary). Mr Simon Chambers (United Kingdom) served as Rapporteur. The meeting of National Commissions representatives discussed the Questionnaire on the Draft Programme and Budget in three parallel working groups, following a short presentation by the Director-General's representative, the Director of the Bureau of Strategic Planning.

2.     Discussions in the working groups were also supported by staff from the Bureau of Strategic Planning, Bureau of the Budget, the Education and Science Sectors, field offices in Moscow, Sarajevo and Venice (representing the Culture and Social Sciences Sectors), Bureau of Field Coordination and the Division of Relations with National Commissions/ERC.

3.     The following points represent a synthesis of the reports from the three working groups and refer to the sections of the Questionnaire.

4.     It was noted that the Director-General's circular letter of 17 May 2002 (CL/3623) invited governments, "in conjunction with the meetings of National Commissions", to submit written replies directly to the Director of the Bureau of Strategic Planning. The deadline for such submissions is to be extended by one month (to 31 July 2002), to accommodate the complete cycle of National Commissions regional consultations. (Note: A letter confirming this change was subsequently issued by the Bureau of Strategic Planning).

5.     Outcomes from the five regional consultations, and from discussions with other stakeholders, will be presented by the Director-General, together with his preliminary proposals for document 32 C/5, to the Executive Board at its the 165th session in October.

**General Questions**

6.     The representatives of the National Commissions note that the context of the current planning exercise is the new Medium-Term Strategy (itself a principal element of the Director-General's reforms) and look for clearer links between the C/4 and C/5 documents. Links between the two documents are currently seen as weak; they can be strengthened not only through repeated references to agreed strategic objectives, but also by showing the progression between the C/5 expected results and the C/4 expected outcomes. It is noted that the C/4 expected outcomes will generally be situations in which change is brought about by various factors, including the actions of UNESCO.

7.     Access to the detailed evaluation of the previous biennial period – i.e. document 31 C/3 (covering the implementation of document 30 C/5) – would further support the process. Under current arrangements, the C/3 document only becomes available once the preparations for a new C/5 document are well advanced. In the case of document 31 C/5, for example, the corresponding document will not be available until the 33rd session of the General Conference (it will carry the reference 33 C/3). This illustrates the discontinuity, inherent in current arrangements, between the evaluation of one biennium and its effective application to another. Through improved format (better alignment to the structure of the C/5 document, including the expected results) of the Director-General's statutory reports on programme implementation to the Executive Board, it is hoped that lessons drawn from accumulated six months' statutory reports will be taken up in C/5 preparations.

*Note:* the Director-General's representative has indicated that the issue date for document 32 C/3 addresses this concern to some extent. It will be available concurrently with consideration by the Executive Board of the Director-General's preliminary programme proposals (representing a one-year advance on current arrangements).

8.    In order to show consistency with the reform process, there should be a balance in the planning cycle between the pursuit of improved results and the analysis of current and completed activity.

9.    The representatives of the National Commissions note the relatively low priority accorded in the Questionnaire to consideration of programme shape and content – and consider this to be insufficient.

10.    The structure of the Questionnaire is considered to be unsuitable in some respects and has thus not been entirely followed in discussions at the meeting. For instance, the question concerning the budget has been considered last – in the light of discussions on the other points and in view of the fact that it pertains directly to the governments of Member States.

11.    The meeting urges a more rigorous adoption of results-based programming and budgeting, so as to optimize resource distribution across the planning process. Results obtained – and the outcomes desired from the C/4 document – cannot be properly analysed in quantitative terms alone, and should also be seen in the context of other qualitative information held on SISTER. It was further proposed that each of the expected results in the C/5 document should be tied to a specific budget.

*Note:* the Director-General's representative indicated that tying expected results to a specific budget would be premature, given the current status of results-based programming, budgeting and monitoring in UNESCO, which is evolving.

**Planning principles/programme priorities**

12.    The representatives of the National Commissions welcome the structure based on priorities – with one principal and several secondary priorities – while emphasizing that all priorities must be clearly within UNESCO's domains. Aside from questions of resource allocation, the priorities selected should support real qualitative improvement in planning and should help to clarify UNESCO's added value in the respective fields. At present, this is only possible for a limited number of priorities, such as basic education for all, water resources management, the ethics of science and technology, as well as human rights, etc.

13.    The representatives of the National Commissions consider it difficult to reach a clear position on which priorities should be retained or replaced, given that it is difficult to foresee their implementation in the current document 31 C/5. In addition, prior note should be taken of the priorities adopted by other bodies – particularly in support of the Millennium Development Goals. As principal priorities, the following are favoured: in education – basic education for all; in science – water resources management and related ecosystems; in culture – the development of creativity; in communication – access to information, combined with aspects concerning freedom of expression. Ethics of science and technology (including bioethics) are highlighted as a possible principal cross-cutting priority. It is suggested that ethics of science and technology be considered at a round table of ministers of science at the next General Conference. Human rights – insofar as they pertain to UNESCO's mandate – should be considered as a principal priority for the human and social sciences.

14.     Structuring by priorities can also be usefully applied to the other programme sectors' activities, though without conferring the status of a major focus of effort by the Organization. These activities are no less in need of careful definition – so as to ensure they are understood by all, linked to strategic objectives and set within clear action plans. Education for a Culture of Peace might be re-considered along these lines – as the first of secondary priorities, grouped around the concept of quality education (together with languages, intercultural education, media education, etc.). A further secondary priority could be based on issues concerning the status of teachers (at all levels of education). The meeting notes the importance given in the document to normative aspects in culture, but considers the Organization's role in supporting creativity to be relatively neglected. Equal emphasis should also be given to UNESCO's normative actions in other fields. Science education could be considered a priority for both the Education and Science Sectors, while the relationship between heritage (natural/cultural) and sustainable development has significance for the Education, Natural Sciences, Social and Human Sciences, and Culture Sectors (for example, through the concern for ethically based tourism).

15.     These priorities cannot be adequately reflected in the programme without an interdisciplinary and intersectoral approach. The representatives of the National Commissions hope to see such an approach reflected in the planning process as a whole, as is already the case with projects supporting the two cross-cutting themes.

16.     The meeting is broadly in favour of the adoption of cross-cutting themes, and proposes that additional themes be considered, including sustainable development (in the context of the Johannesburg summit), ethics and human rights.

> *Note:* the Director-General's representative indicated that the cross-cutting theme of poverty eradication corresponds fully to the first of the Millennium Development Goals adopted by the United Nations General Assembly, namely the halving of poverty by 2015. Since its incorporation into document 31 C/4 Approved, it has taken on greater importance as it has been embraced by all organizations and agencies of the United Nations system, especially in the context of the United Nations Development Group (UNDG). It is essential that its attainment be supported through multilateral cooperation.

The representatives of the National Commissions look to see UNESCO's contribution in the two cross-cutting areas more clearly defined.

17.     More generally, the meeting looks for action by UNESCO to identify not only the areas of excellence within its broad fields of competence, but also those in which it has clear comparative advantage. Greater emphasis is required on follow-up and on preparation (National Commissions should have access to more detailed background papers, clarifying UNESCO's role in the approach to major international conferences, so that they can effectively contribute to preparations at the national level). In an area as central to the Organization as cultural diversity, there is a need for closer links to the follow-up from the Stockholm Conference. In relation to copyright, coordination with WIPO, as envisaged in document 31 C/5, will be essential. In another key area, education for all, it is imperative that the contribution made by other bodies be carefully considered – and closer relations with them pursued, even though UNESCO may see itself as having the lead role. It is only by setting all of its actions within a clearly analysed external context that the Organization can avoid duplication and encourage synergy. Such an approach could lead to certain activities being discontinued, in order to strengthen others in areas of particular focus for the Organization.

18.     The meeting welcomes the intention to ensure that the planning process reflects UNESCO's response to the needs of youth, women, Africa and LDCs, as well as of disadvantaged and excluded

groups. These are seen as important variables, having a different significance for different regions and programmes.

19.    The representatives of the National Commissions support the idea of regional strategies, provided they are defined in advance of the process of C/5 preparation. In conformity with UNESCO's global mission, they should also be open to interregional partnerships – such as, the proposal for a Euro-Arab Strategy, as agreed at the recent consultation meetings of National Commissions from the two regions. Results expected from the interregional and inter-agency Euro-Arab Strategy "Learning to live together" as well as from other regional and interregional strategies should be included in the Draft Programme and Budget 32 C/5. A separate section is suggested for this purpose.

20.    Like their overall framing document, document 31 C/4, the regional strategies indicate areas of activity which extend beyond a single biennium.

21.    Decentralization is generally welcomed as a means of responding more effectively to particular needs, provided it does not undermine the consistency of action and underlying ideas which is expected of a global organization. It is also necessary to distinguish between decentralization in the administrative sense – signifying that the funds for an activity are decentralized to and carried out by an office in the field – and a broader term, referring both to decentralized activities, that are steered by Headquarters and implemented by various partners, e.g. in the framework of the intergovernmental science programmes, and to activities undertaken by National Commissions. It is not always appropriate to pursue decentralization at a pre-determined rate, since the gains in terms of impact and efficiency will vary from one sector to another. A results-based approach should help in bringing about progress in this regard.

22.    As it was reaffirmed by the Executive Board at its 164th session (164 EX/Decision 7.2), National Commissions have a recognized role in the preparation and execution of UNESCO's programmes – particularly in the context of UNESCO's new decentralization policy (as outlined in 30 C/Resolution 83, Parts I and II). It is in this context that National Commissions look for continued eligibility for support under the Participation Programme, in conformity with relevant Resolutions on the Programme, inviting "Member States through their National Commissions" to submit requests (31 C/Resolution 36). A number of National Commissions favour an expansion of the Participation Programme – as a means of achieving increased presence and impact at local level, while also emphasizing the value of international (including interregional) collaboration.

23.    The growing proportion of UNESCO's total funding accounted for by extrabudgetary funding is noted with concern – as is the poor implementation rate for projects funded from extrabudgetary sources. However, the representatives of the National Commissions look for continued support to the Organization from extrabudgetary sources – provided this is closely aligned with agreed priorities and programmes. This implies efforts to intensify relations with extrabudgetary partners – a task which will be made easier if planning processes between UNESCO and counterpart bodies – at both local and global levels – can be better aligned.

24.    Regarding UNESCO's regular budget, a number of the representatives of the National Commission support the option of zero real growth, in preference to a further period of zero nominal growth – albeit with a strong proviso that improved stewardship of resources must be demonstrated. There are currently several factors which preclude real budgetary increases: including the substantial carry-over from documents 30 C/5 to 31 C/5, under-commitments in the previous period (particularly in relation to projects funded from extrabudgetary sources), and the expectation that the reform process will deliver savings.

**Structure and presentation of the C/5 and C/4 documents**

25.    The representatives of the National Commissions strongly hope that future C/5 documents will be more concise. The existence of the SISTER system should facilitate this; additional detail can be lodged in SISTER and, if necessary, presented in separate information documents. The C/5 document could then be a more straightforward summary of planned activities, referring to key partners and specifying expected results. It should also outline for each programme a context map for UNESCO's action with partners and also indicate comparative advantages of the Organization. The C/5 document must show a clear correspondence between expected results and expected (C/4 document) outcomes.

> *Note:* the Director-General's representative has indicated that all such suggestions will be carefully considered – especially those regarding the type of information proposed and those with potential to improve linkage between the SISTER system and detailed preparations for the C/5 document.

26.    The representatives of the National Commissions strongly endorse the widespread concern to boost the Organization's visibility and accessibility and look for further discussion of associated costs. The C/5 document itself – which currently has the appearance of an internal, technical document – should play a part in supporting the Organization's wider communication objectives.

27.    In contrast, document 31 C/4 is now for the first time conceived as a rolling document; it has been adopted by the General Conference for six years during which it can be adapted – and will then be replaced by a new document. The representatives of the National Commissions look to see innovations in the document over the six-year period, as well as references to international events of relevance to the Organization (such as United Nations summits).

> *Note:* The Director-General's representative has indicated that Member States will have the opportunity to propose changes to document 31 C/4 on the occasion of the 32nd and 33rd sessions of the General Conference.

28.    The meeting hopes that both the C/4 and C/5 documents can be re-formulated to convey more powerfully UNESCO's added value. It is suggested that the device used to represent UNESCO's strategy in document 31 C/4 (the structural tree, which groups objectives and priorities under a unifying theme for the Organization) should be used as the basis for improvements in the draft document 32 C/5.

29.    The representatives of the National Commissions acknowledge the paper presented by colleagues from the Nordic region, proposing reforms to UNESCO's governance structures, and agree that this should be the subject of separate consideration.

**Consultative Meeting of National Commissions of the Asia and the Pacific Region**

**Jakarta, Indonesia (24-27 June 2002)**

1.    Representatives of 42 National Commissions took part in the consultation, which was chaired by Dr Ariel Rachman of Indonesia, with Hon. Ro eimura Vukaba Kepa, Minister of Education of Fiji serving as Vice-Chairperson. The Director of the Bureau of Strategic Planning represented the Director-General. The Directors of UNESCO's field offices, as well as staff from its central services (BSP, ERC, BFC, BB) and the Education Sector also attended the meeting.

2.    During the opening ceremony, Mr Makmur Muchlas, Secretary-General of the Ministry of National Education of Indonesia, representing H.E. Mr A. Malik Fadjar, Minister of Education of Indonesia, expressed the support of his country for UNESCO's Medium-Term Strategy for 2002-2007. In particular he underscored the importance of the contribution of information and communication technologies (ICTs) to poverty alleviation and the scope of the activities carried out by the ASP network in Indonesia which contributes to intercultural learning for peace. He further stressed the importance of providing primary basic education, which should benefit the poor, and of vocational education and training as well as the teaching of life skills.

3.    The debate was structured around the main issues raised in the Questionnaire on the Draft Programme and Budget for 2004-2005 (32 C/5), circulated by the Director-General.

**Overall issues**

4.    The main issue dealt with three options put forth in paragraph 5 of the Questionnaire concerning the overall growth of the budget of the Organization for 2004-2005, that is: zero nominal growth, zero real growth, or real growth. A large number of participants indicated that they would favour the zero real growth option, while some countries expressed the view that they would prefer, in principle, zero nominal growth, as in the preceding three programmes and budgets, that is the absorption of all cost increases related to inflation and currency fluctuations. Special consideration, however, could be given to the needs associated with the cost of the current reform process. Some concerns were voiced concerning the long-term effects of zero nominal growth on the effectiveness of the Organization's programmes.

5.    Various participants pointed to the need that UNESCO should formulate programmes in consonance with the Organization's capacity of execution. The Organization was also urged to make more efforts to select and prioritize its programmes, including new projects and to ensure the availability of requisite resources, including extrabudgetary funds.

**Defining programming principles and setting programme priorities**

6.    All participants favoured the retention of the current programme and budget structure, whereby there would be for each major programme one principal priority and three to four "other" priorities. A large majority favoured that the principal priorities defined for document 31 C/5 should also be maintained for document 32 C/5. However, more efforts should be made to pursue intersectoral approaches such as the ethics of science and technology. Many participants also considered that sustainable development be assigned a high priority, especially in light of the results of the forthcoming Johannesburg summit.

7.    Concerning other priorities, the participants reiterated various proposals made during the discussion of the draft regional strategy (see para. 13 above). There was broad agreement that support to Afghanistan's reconstruction should be given priority by all major programmes of UNESCO, but mainly in the fields of education and culture.

8.    Participants also suggested that the following themes could be reflected when selecting "other priorities" for the various major programmes:

**Education**

    (a)    Literacy and implementation of the United Nations Decade on Literacy
    (b)    E-9 initiative
    (c)    Peace education (which should be mainstreamed into the curricula at the different levels of education)
    (d)    Rural education
    (e)    Teacher training
    (f)    Development of technical and vocational education

**Natural Sciences**

    (a)    Ethics of science and technology
    (b)    Struggle against desertification (and sandstorms)
    (c)    Sustainable development of coastal zones and small island states
    (d)    Development of renewable energies
    (e)    Traditional knowledge

**Social and Human Sciences**

    (a)    Human rights and responsibilities
    (b)    Enlargement of the ethics programme, including bioethics and ethics of the economy
    (c)    Equal access to the protection of the law and the ends of justice

**Culture**

    (a)    Traditional cultural values
    (b)    Protection of cultural heritage, in particular of intangible cultural heritage
    (c)    Reinforcement of the dialogue among civilizations
    (d)    Implementation of the Universal Declaration on Cultural Diversity
    (e)    Standard-setting – but not only limited to the Culture Sector, but also in other areas.

**Communication and Information**

    (a)    Promoting social development through ICTs
    (b)    Reinforcement of access to information
    (c)    Strengthening of information capacities at the national, regional and subregional levels
    (d)    Study of the social impact of ICTs
    (e)    Strengthening capacities for local content creation in local languages

9.    Furthermore, special focus on the needs of disadvantaged and excluded groups and the most vulnerable segments of society should be maintained. Concerning decentralization, a balance should be ensured between the global objectives of the Organization and the specific needs of regions and countries. As already stated, interdisciplinarity and intersectoral action is a must for the region. Participants commended the Director-General for the significant progress achieved in intersectoral programming, in decentralization – both through the new network of field offices and the decentralization of programme funds – and in the concentration, focus and prioritization of programmes as well as in the volume of extrabudgetary funding.

**Structure and presentation of the Programme and Budget**

10.     This part of the Questionnaire was briefly debated, with the majority of the participants in the debate expressing the wish to dispose of a briefer and more user-friendly document, with expected results more precisely defined, on the basis of progress already achieved in document 31 C/5.

11.     Participants also suggested that the role of National Commissions and their partners (networks such as INRULED, ACCU, APCEIU, APPNIEVE, APPEND) should be clearly indicated in the context map of the new C/5 document.

12.     At the consultation, the UNESCO Knowledge Hub for Asia and the Pacific (www.ukhap.nic.in) was launched with a message by the Director-General and a detailed presentation. He commended the Regional Bureau for Communication and Information in New Delhi, which had taken the initiative to develop this excellent networking and knowledge-sharing tool. All participants were invited to utilize this new tool fully and National Commissions were offered the possibility of having their own websites linked to the Knowledge Hub. The existence of the Hub was welcomed by all and the hope expressed that this tool will help to intensify intra-regional as well as global exchanges and sharing in the knowledge society.

**Consultation of National Commissions of the Africa Region**

**Dakar, Senegal (1-4 July 2002)**

1.     The discussions were chaired by Mr Abel Koulaninga (Central African Republic). Mr Bernard Shamlaye (Seychelles) served as Rapporteur. Representatives from 46 National Commissions in the region participated and a number of directors of UNESCO field offices were present as well. The representative of the Director-General, Mr Hans d'Orville, introduced the Questionnaire on the Draft Programme and Budget for 2004-2005 (32 C/5), indicating that it has been developed for the purpose of consulting all stakeholders – governments, international organizations and NGOs. He summarized the salient issues, notably the question of the budget envelope for document 32 C/5, the question of selecting principal priorities for each major programme and the relationship of these to other, or secondary, priorities; the role of cross-cutting projects in enhancing the Organization's interdisciplinary and multidisciplinary action; the mainstreaming approach of UNESCO concerning the needs of Africa, LDCs, women and youth; decentralization; and the need to ensure coherence between the strategic objectives in the regular programme and those of extrabudgetary projects.

**Overall issues**

2.     A large number of participants took part in the debate on the issue of the overall budget level for 2004-2005. All speakers, except one, expressed support for a zero real growth, which would maintain the purchasing power of the current budget through the provision of resources for re-costing and anticipated cost increases. One delegate expressed preference for the zero nominal scenario. Recalling that the Programme and Budget for 2002-2003 was drawn up, for the third time in a row, on the basis of zero nominal growth, many speakers expressed the view that UNESCO cannot afford to remain on such a path if it is to live up to the challenge of the ongoing reform efforts and respond to the new programme exigencies as they emerge in particular from the strategy for the sub-Saharan Africa region. Several participants emphasized also the need for the timely payment of assessed contributions in consonance with the recommendation made by the present meeting of National Commissions in regard to the overall growth of the budget for 2004-2005. Participants underlined that this should be accompanied by increased effectiveness and efficiency of programme implementation, the realization of reform savings, reinforced cross-cultural and interdisciplinary approaches, and the attainment of expected results. Several participants also emphasized that once the budget envelope was agreed upon, it was incumbent upon all governments to fully pay their assessed contribution, as determined by the General Conference.

3.     There was general agreement that at present both the overall theme and the strategic objectives of document 31 C/4 were well reflected in document 31 C/5, although all dimensions of Africa's needs and interests, which are a priority for the Organization, should be more highlighted. It was suggested that a progression in the linkage over several biennia could be reflected in document 32 C/5. Some participants considered that an assessment of the coherence and linkage between the two documents was premature, as factors of actual programme implementation would need to be taken into account.

**Defining programming principles and setting programme priorities**

4.     All participants agreed that the new practice of identifying for each major programme a principal priority and a limited number of "other" priorities should be maintained. There was also general agreement that the present principal priorities should be retained, especially in view of the fact that the priorities in document 31 C/4 continue to be of relevance and of the importance of each principal priority in the present international context, especially for Africa. To support the pursuit of principal priorities, several delegations suggested that the Secretariat should continue to solicit

extrabudgetary resources and that equally the Participation Programme be strengthened and that its resources be directed towards activities related to the various principal and other priorities. Several delegates emphasized that regional and subregional priorities, especially those identified in the regional strategy for Africa, should be more clearly reflected in document 32 C/5, along with a clear reference to priorities set out in NEPAD. In general the view was expressed that the just-approved regional strategy should inform the drafting of document 32 C/5. Care should be taken to ensure that all priorities can indeed be programmed.

5.      Nevertheless, some adjustments were offered. A participant proposed that the coastal zones and small islands be designated as a principal priority for Major Programme II in order to take advantage of synergies with other initiatives such as the World Summit on Sustainable Development and the Barbados+10 review in 2004, and also to promote intersectorality within UNESCO. It was also suggested that SIMDAS (Sustainable Integrated Management of Arid and Semi-Arid Regions of Southern Africa) be included at least among "other priorities" and that the need for a culture of maintenance be properly reflected. Participants questioned whether the priority for Major Programme III, the ethics of science and technology, was a priority for Africa, as the continent was at the stage of establishing a scientific research base. The theme of "social transformations" was considered to be more appropriate from the African perspective.

6.      With regard to other priorities for Major Programme I, many participants pointed to the need of reinforcing education for a culture of peace. Peace was seen as an overriding issue to be addressed by UNESCO. Further, the NEPAD priority of "good governance" should be reflected and an initiative launched to ensure "education for democracy", including the role of religious institutions in sustaining education for a culture of peace. Education for girls and women was also accentuated as a priority as was teacher training. Education of children in countries emerging from conflict situations and education of refugee children were seen as particularly pressing for Africa. Other priorities suggested were technical and vocational education, distance education, and the introduction of ICTs in education (including in rural areas) and education for the handicapped. A participant proposed that priorities should be harmonized with the recommendations from the conference on education, held in Mauritius from 3 to 6 December 2001, addressing the expansion and the quality of secondary education and technical education.

7.      As regards Major Programme II, it was considered that priority should be given to a number of critical, environment-related issues by focusing on "improving the scientific basis for environmental protection and use of natural resources". For Major Programme III, some participants suggested that the MOST and MAB Programmes receive priority. For Major Programme IV, the importance of dialogue among cultures and civilizations, the challenge of cultural integration and, in general, focus on culture and development were emphasized by many representatives. These domains should equally be seen in an educational perspective. Tangible and intangible cultural heritage was also recommended as a priority.

8.      The participants also felt that in document 32 C/5, a clearer emphasis should be placed on Education for All in all its dimensions and not only on Basic Education for All. The representative of the Director-General confirmed that UNESCO was fully committed to the EFA Dakar Framework in its entirety, as specified in the Introduction to Major Programme I in document 31 C/5 and as reflected in the recently elaborated regional strategy for Africa. He also emphasized that UNESCO is pursuing a multilateral, universal approach to Education for All and seeks to assist all countries in meeting their EFA commitments, especially in formulating national EFA plans. The Director of BREDA reviewed the Office's approach and concrete activities in Africa to advance EFA. ADG/AFR suggested that it might be useful to consider organizing a seminar on harmonizing EFA with NEPAD objectives.

9.      With regard to the projects pertaining to the cross-cutting projects of document 31 C/4, the representative of the Director-General described the selection process for the cross-cutting themes in detail, explaining that it has been a competitive process at the Secretariat level, involving both Headquarters and field offices, during which the principles of regional distribution, decentralization as well as the needs of Africa, LDCs, women, youth, etc., were fully observed. To qualify for consideration, each project had to be submitted by staff from three Sectors, with involvement of field offices. Improvements in the process would be designed for document 32 C/5, taking into account the suggestion made at the regional consultations. There was general support for the approach adopted in document 31 C/5. Some participants however felt that the process of selecting projects should be more transparent, including the selection criteria chosen and that the budgets of these projects for Africa should be better identifiable. They asked that National Commissions be involved in the process. As regards the implementation of the projects, a more direct involvement of Member States was recommended. All representatives of the SADC countries proposed that SIMDAS, which was already accepted by the General Conference, be selected in future as a cross-cutting project and accordingly be included in document 32 C/5. It was also suggested that regions and countries should be able to submit proposals, also with the aim of ensuring the visibility of UNESCO and of reinforcing Africa's ability to perform in a globalizing world. There was unanimity that the focus on poverty eradication must remain paramount. Emphasis on ICTs was likewise important as it would help bridge the digital divide, which was particularly afflicting Africa. However, it was pointed out that the entire range of traditional and new ICTs should be deployed in UNESCO's efforts. It was also proposed that "sustainable development" as a whole and "renewable energy" be selected as cross-cutting themes.

10.     Participants then discussed other issues and priorities that UNESCO should address. A large number of representatives argued strongly in favour of a reinforcement of the entire spectrum of culture in the work of the Organization, especially for Africa. The list of areas to be addressed in culture included the challenge of cultural diversity, including respect for cultural diversity; traditional and national languages; traditional technologies; religions; the link between culture and development; the cultural dimension of HIV/AIDS prevention; tangible and intangible cultural heritage; intercultural dialogue; and cultural approaches to conflict resolution. The flagship projects on the Slave Route should continue. The suggestion was also made to accord Bounce Island in Sierra Leone a similar heritage status as the Island of Gorée. Support was expressed for strengthening cultural institutes including the CRAC in Togo, the National Academy of Languages in Mali and "l'Ecole du Patrimoine Africain" in Benin. Reference was also made to the proposed Observatory of Cultural Policies in Africa which should conform to the overall approach of the Organization with regard to knowledge portals and should be included in document 32 C/5.

11.     Participants emphasized that UNESCO should fully seize its comparative advantage not only in culture, but also in education, including addressing the impact of the HIV/AIDS pandemic on African education systems. In view of the NEPAD priority of poverty eradication, focus should be on innovative approaches to human resource and capacity-building in general and the use of local human resources, including youth. Attention should also be paid to new forms of community solidarity that are emerging as coping mechanisms in the face of poverty and that may be a positive response to the threat of exclusion brought about by globalization. It was also proposed to increase the number of UNESCO Chairs in basic science and to promote the creation of a knowledge and skills base for competitive advantage in trade.

12.     Participants also discussed the mainstreaming approach followed in document 31 C/5 pertaining to Africa, LDCs, women and youth. Some representatives expressed the view that Africa should be accorded top priority among these. Concern was expressed that mainstreaming could lead to a dilution of priorities, especially as regards Africa, and subsequent availability of funds. The representative of the Director-General pointed out that the mainstreaming approach had been agreed

at the intergovernmental level and that it does not imply that separate budgets are being set aside for certain areas. All sectors are enjoined to integrate in their entire range of projects and activities the needs of Africa, LDCs, women and youth. ADG/AFR stated that the Africa Department will exercise a strong monitoring role to ensure that the needs of Africa, in particular, are indeed fully mainstreamed with appropriate budgetary allocations. Women, youth and a culture of peace will be equally important in the African context. One participant suggested that the problem of refugees from conflict areas and their integration and education needs be considered as an issue. There was broad agreement that, given the multidimensional facets of HIV/AIDS, it should also become a mainstreaming issue.

13.    With regard to the sequencing of consultations leading to document 32 C/5, several participants suggested that there should be cluster meetings before the regional consultations.

14.    The participants welcomed the elaboration of regional strategies, which build upon ongoing integration processes and priorities and aim at adapting UNESCO's global strategies to local features, conditions and initiatives. The formulation of such strategies was regarded as particularly timely in view of the recent adoption of NEPAD by the leaders of the continent.

15.    The participants stressed the importance of such strategies to serve as a framework for elaboration by the cluster offices, regional bureaux and national offices of the work plans, which outline UNESCO's activities to be carried out in the region and subregions in the context of the decentralized programme resources from the Approved Programme and Budget.

16.    Participants considered maximum decentralization essential to bring UNESCO's action closer to the Member States and their needs. Many participants considered that a minimum of 50% of programme funds should be decentralized in document 32 C/5. Many representatives considered the present degree of interaction between field offices and Member States, especially in cluster offices, insufficient. There was a unanimous demand for regular consultation between cluster offices and National Commissions at the subregional level, both in terms of programme planning, information about decentralization resources, and implementation arrangements. The following issues were raised and the following needs were expressed in this context:

(a)    clarification of the working relationships between field offices and National Commissions and for the establishment of regular mechanisms of collaboration;

(b)    greater interaction between cluster offices and National Commissions, especially during the preparation of the biennial work plans, to ensure that subregional and national priorities are taken fully into account;

(c)    greater involvement of National Commissions, not only in programme planning and implementation, but also in related evaluation and monitoring exercises;

(d)    strengthening the human resource capacities of the cluster offices in order to provide services in all of UNESCO's fields of competence;

(e)    drawing on the complementarity of National Commissions and field offices and to make full use of the entire range of existing human resources and expertise;

(f)    greater transparency in recruitment of local staff for field offices and especially in the appointment of national programme officers (NPOs).

17.    The representative of the Director-General drew attention to the recent blue note by the Director-General, which sets out in clear terms responsibilities and related accountabilities,

especially as regards the respective roles of Headquarters and field offices. This could be the beginning of a handbook that some participants proposed should be published.

18.    The participants emphasized the importance of extrabudgetary contributions from the United Nations bilateral donors, mulitilateral development banks, foundations and other civil society actors and the private sector as a major source of support enabling UNESCO to achieve its objectives. It was felt that UNESCO should increase its efforts and take more initiatives to mobilize such resources, including at the country level. In this context, the preparation of a context map identifying the partners to be associated and their respective roles and contributions was welcome. Assistance, including in the form of training, was called for to strengthen the capacities of National Commissions both in the mobilization of such resources and in the implementation of extrabudgetary projects.

**Structure and presentation of document 32 C/5**

19.    Satisfaction was expressed with regard to the structure and presentation of the C/5 document in its current form. It was felt that the information contained therein – major programmes, cross-cutting project strategies, expected results, and resources earmarked, etc. – was sufficient and appropriate. However, one participant felt that the language style of the document should be more user-friendly to reach the largest possible audience in the Member States. A suggestion was made to consider the inclusion of cultural heritage and the training of African heritage specialists as a possible flagship project in document 32 C/5 or as an element of Major Programme IV (Culture). It was also suggested that the Secretariat provide training in the use and access of SISTER.

**Adjustments in medium-term programming**

20.    Finally, with regard to possible adjustments in the medium-term programming, it was agreed that the National Commissions would further examine the orientations and priorities of NEPAD and assess their eventual impact on the medium-term process.

**Consultations of National Commissions of the Latin America and the Caribbean Region**

**Montevideo, Uruguay (15-18 July 2002)**

1.    Representatives from 31 National Commissions of the Latin America and the Caribbean region took part. The meeting was opened by Mr Antonio Mercader, Minister of Education and Culture of the Republic of Uruguay. Mr Hector Gros Espiel and Mr Jose Carlos Cardoso (Uruguay) chaired the consultation. Mr Blas Jimenez (Dominican Republic) and Ms Sylvia Thomas (Jamaica) served as Rapporteurs. Mr René Zapata, Director of the Division of Programme Planning, Monitoring and Reporting of the Bureau of Strategic Planning, represented the Director-General.

2.    After a presentation of the Questionnaire by the representative of the Director-General, the participants discussed the various issues and questions raised in the Questionnaire.

**Overall growth of the budget**

3.    The participants almost unanimously indicated, with regret, that the present situation of the region resulted in zero nominal growth being the best possible offer their governments can come up with. Moreover, the way in which contributions are calculated turns even zero nominal growth into an increased effort from Member States confronted with high inflation, as are many countries of the region. This means that even zero nominal growth ends up in costing the region more while yielding less. Yet, to pay more, for example under conditions of zero real growth as recommended by some Member States, remains beyond the possibilities of countries in the region affected by pressing needs. Concern was expressed about the proportion of growing extrabudgetary funding as compared to regular programme funds: whereas the Organization is encouraged to seek additional funding through attractive programmes, UNESCO should not be funding-driven. Maintaining activities and scope will therefore require a continued improvement in management and programme delivery.

4.    The format of the Programme and Budget was considered to be cumbersome and lacking clear managerial figures, such as providing information on staff among the programme costs. Given extremely urgent needs, such as coping with the consequences of natural disasters, UNESCO should strive to reduce useless overhead costs. Lines of information and responsibility in the field should be more clearly defined. UNESCO's requirement for additional resources competes with an alternative use of very scarce national resources, and must be justified on solid evidence as well as important achievements benefiting a country. Reducing overhead costs, while tightening the focus on selected areas and issues, and a determined orientation at results would help to enhance the managerial reputation of the Organization, which is a prerequisite for any future increase in the budget.

**Priorities**

5.    In general, participants welcomed the improvement brought about in UNESCO's programming by the introduction of priorities, all of which are broadly recognized as relevant, and well-tuned to the region's needs. Document 32 C/5, based on the strategic objectives expressed in document 31 C/4, should allow for further regional flexibility so as to better translate the general strategic indications into practical achievements. In some cases, subregional priorities might slightly diverge from the general framework, and should then be allowed to prevail: for example, an overarching priority like EFA will certainly need to be further focused in different ways from one subregion to another, according to strategies designed at each level by various meetings of ministers or other relevant forums. The definition of priorities should remain reasonably flexible, and be based on the broadest possible consultation of experts, in particular through National Commissions.

6.      UNESCO's priorities ought to be aligned with the MDGs, as reaffirmed in the Monterrey Consensus. This will also be the focus of the World Summit on Sustainable Development scheduled to be held in Johannesburg in August/September 2002. In the framework of the global thrust towards those goals, UNESCO's priorities might in some cases need to be even further focused, so as to allow for effective added value and critical mass: for example, coastal zones and islands could be emphasized within the broader field of water, and so could biomedicine in the field of the ethics priority. Yet the notion of priority does not easily split into a plural – multiple priorities would be a first step away from the overall goal of prioritizing.

7.      In contrast to the general satisfaction for the way in which UNESCO's Programme and Budget has moved towards a more structured presentation facilitating management and decision-making, some participants expressed concern about the negative consequences that such a thrust might have on the quality of the document itself, when assessing its intellectual quality and appeal. If UNESCO is serious about cultural diversity, then emphasis should be laid on sharing and opening up, rather than shrinking the scope of its mission in terms of limited priorities or defining action along regional differences.

8.      The notion of a right to peace should come back to the forefront of UNESCO's involvement in the culture of peace as an overarching backbone. Furthermore, normative action should be strengthened with a view to considering laws and norms not only as texts, but also as social realities. While this must feature at the national level, it is particularly relevant at the international level, where the realm of law seems to undergo a dangerous regression. The notion of peace itself, as a fundamental reference for learning to live together, should be given continued attention.

9.      The cross-cutting themes were welcomed as a promising effort to enhance intersectorality within UNESCO. National Commissions would welcome being associated with the benefits of the expected synergy from these efforts. The theme of eradication of poverty, seen as a violation of human rights, should give way to a campaign for the abolition of poverty. Such a violation deserves increased attention and should be tackled with requisite resources. Poverty is indeed a global issue which must bring all regions together, based on the conscience of a shared responsibility and the need for joint action, benefiting for example, also migrants. More generally, participants stressed that intersectorality should also be nurtured among the various priorities of the major programmes.

10.     Consultations on the C/5 document should be based on previous dispatch of the C/3 document and all other relevant evaluation material, so as to be able to usefully draw on lessons learnt.

**Decentralization**

11.     Cluster offices ought to be better staffed and equipped to meet the requirements of all concerned countries in all fields of competence of the Organization. Consolidated information should be made available to evaluate action at that level. Resources must be rationally used, and this calls for a critical mass of capacity and competence to be gathered at the level of cluster and regional offices. Decentralization remains an empty shell as long as field offices do not have sufficient capacity to really manage programmes, and the process of decentralization remains a mainly financial top-down one, driven by and from Headquarters. True decentralization begins with programmatic decentralization, flexibility and autonomy in implementation. It then calls for close and open relations between Headquarters and National Commissions.

12.     If the Organization is rigorously managed and with effective oversight, field office directors should be empowered and enabled to take responsibility for quick and flexible adaptation to changing conditions. Monitoring should allow any delegation to be kept within reasonable limits. As lines of delegation and the range of responsibilities as well as channels of communication

remain unclear for stakeholders outside the Secretariat, this should be made more transparent to all. The structure of decentralization is still too complex, hampering efficiency and effectiveness in programme delivery. It is hoped that an early evaluation of the new decentralization scheme will bring about further and expected improvements.

13.     The respective roles of Permanent Delegations and National Commissions and the Secretariat were also discussed. National Commissions offer the greatest spread of UNESCO's presence, as opposed to the reduced network of field offices. National Commissions can mobilize themselves around broader constituencies. Thus, several participants suggested that they be provided with greater resources and responsibilities, being as they are full-fledged elements of UNESCO's presence in the field. The Participation Programme is considered a major back-up for the active role National Commissions can play. However, it was recognized that a significant upgrading of the National Commissions' resources was unlikely to happen, given the survey presented to the Executive Board at its last session. It was recalled that the responsibility for executing the Programme rests with the Secretariat as one of its central tasks. In general, UNESCO's programme is and must remain basically international, has a worldwide outreach and scope, and strengthens international cooperation – before addressing specific local needs and interests.

# Executive Board

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Item **4.1** of the provisional agenda

## PRELIMINARY PROPOSALS BY THE DIRECTOR-GENERAL FOR THE DRAFT PROGRAMME AND BUDGET FOR 2004-2005 (32 C/5)

## PART I

### Analytic summary of the comments and proposals of Member States, Associate Members and intergovernmental and international non-governmental organizations

### B. SYNTHESIS OF THE VIEWS EXPRESSED BY MEMBER STATES AND ASSOCIATE MEMBERS IN THEIR WRITTEN REPLIES TO THE CONSULTATION

### SUMMARY

Part I of this document presents the results of the consultation process which was carried out on the basis of a questionnaire circulated under cover CL/3623. It is composed of three sections, which are issued separately:

Part I (A) contains the reports of the five regional consultations of National Commissions for UNESCO which were held in June and July 2002.

Part I (B) presents a synthesis of the views expressed by Member States and Associate Members in their written replies to the consultation.

Part I (C) presents summaries of the comments made by the United Nations organizations, intergovernmental organizations (IGOs) and international non-governmental organizations (NGOs).

**INTRODUCTION**

1.     In his circular letters CL/3623 of 17 May 2002 and CL/3625 of 20 June 2002, the Director-General embarked on a consultation with Member States and Associate Members, intergovernmental organizations and international non-governmental organizations on the preparation of the Draft Programme and Budget for 2004-2005 (32 C/5). The questionnaire annexed to CL/3623 was designed to solicit comments and proposals on key principles, programme priorities and core issues which should guide the elaboration of the programme and budget for the forthcoming exercise.

2.     The present document attempts to summarize the replies, comments and reactions of the 67 Member States (see list in Annex) whose submissions reached the Secretariat by 19 August 2002.

**I.     Overall issues**

3.     The questionnaire recalled that the Approved Medium-Term Strategy for 2002-2007 (31 C/4) and the corresponding Programme and Budget documents (C/5) constitute the conceptual framework for UNESCO's action, and together represent the programmatic pillars of the reform of the Organization. Some Member States welcomed the "streamlining of the contents of the programmes and the visible tendency to making them more stringent in their focus". In particular, support was expressed for the move to a more limited number of objectives and sub-objectives and cross-cutting themes. One Member State praised the Organization's "return to its core areas, education, science and culture". Several considered that further progress towards integrated results-based programming, budgeting and management should be a priority for UNESCO so that the Organization can accomplish its mission in a more effective way, focused on clear objectives and strategies. In the view of these Member States, such progress is indispensable if the key objectives should be the implementation of the United Nations Millennium Declaration of which the education goals are particularly relevant to UNESCO.

4.     In this context, the Organization's role as a clearing house, a laboratory of ideas and as a catalyst for international cooperation was highlighted. As pointed out in some replies, as an upstream agency with an ethical mandate, the Organization has since its inception developed new ideas and established new parameters for international debate and intercultural dialogue on a myriad issues falling within its fields of competence. In the view of those countries, document 32 C/5 should continue in this direction. One country considered UNESCO's role as a capacity-builder as the "paramount modality for the present and the foreseeable future", followed by standard-setting.

**II.     Budget envelope/growth rate**

5.     More than half of the Member States (57%) expressed themselves in favour of a zero-real growth of the budget for 2004-2005; about one third (35%) were in favour of a continuation of zero-nominal growth; a few recommended real growth, with one Member State suggesting an increase of 4.2% to between 10-20%. Among those countries supporting the principle of a zero-nominal growth, some referred to current restrictions to their national budget or to the current situation of the world economy which has adversely affected many countries, especially in Latin America and the Caribbean.

6.     While recognizing the difficulties the Organization has had in having to manage successive budgets based on zero-nominal growth, others felt that there was still room for further efficiency savings, *inter alia*, by concentrating on those activities that serve most effectively to achieve the strategic objectives and pursue the cross-cutting themes; by enhancing the focus in the programme,

including the Participation Programme which in the view of some countries should be more focused on UNESCO's key objectives and the needs of developing countries and countries in transition; by more efficient management of programmes and rationalization of expenditures; by adopting new working methods, such as outsourcing of activities to national and regional institutions and NGOs; and by identifying new forms of cooperation with extrabudgetary funding sources. Such measures may help to bring about a release of resources, both human and financial. Two countries suggested reviewing the working methods of the governing bodies, in particular the Executive Board, with a view to identifying possible savings. Other proposals made in this regard include: a longer term vision for human resources, in terms of the overall number of staff; reconsideration of some programme delivery mechanisms and schemes, such as the "Participation Programme" and the "Fellowships Programme" which, in the view of one country, should be reformulated and fully integrated into the delivery of priority objectives, in particular the elimination of poverty and the achievement of the Dakar Framework for Action.

7.      Several countries, including some in favour of a zero-nominal growth, indicated that they were not opposed in principle to raising the budgetary ceiling to zero-real growth, i.e. taking into account the statutory increases and currency fluctuations. It was noted, however, by a number of countries that budget questions cannot be answered in isolation but need to be related to the ongoing reform process, the overall performance of the Organization and how the additional funds would be spent, either for programme activities or for administrative purposes. For these Member States, the final decision will ultimately depend on further progress in concentrating the programme and results of the ongoing reform process. Many of the advocates of a zero-real growth wanted to see an increase in the proportion of the budget devoted to programme activities and a re-engineering of the Secretariat to reflect the new management systems.

8.      Most of the countries which addressed the issue of the structure and presentation of the budget considered that the present structure was satisfactory and that there was no need at this stage to amend it. Some, however recommended that clear linkages be established between the budget and programme objectives and results. One country, in particular, asked that all expected results include budgetary indications and thus be the subject of monitoring of both programme and budget. It expressed the view that monitoring the budget only in terms of modalities of action, while programme monitoring is focusing on results, cannot be considered as a coherent approach and should be replaced by a more integrated monitoring of results achieved. A few countries were of the opinion that allocations should be broken down by programme, subprogramme and region, in both absolute and percentage terms. For this they suggested breaking down the budget to a greater degree, specifically by identifying staff costs by subprogramme, for Headquarters and field structures; regular programme and extrabudgetary funds by subprogramme, at the global level and for each region.

## III.   Linkages 31 C/4 – 32 C/5

9.      There was no clear-cut opinion concerning the linkages between the C/4 and the C/5 documents. Some countries felt that the overall theme of the C/4 document was sufficiently well reflected in document 31 C/5 Approved but that there was room for improvement in document 32 C/5. As one country pointed out, whereas document 31 C/5 saw a vast improvement in the manner in which the themes of the C/4 document were related to the C/5 document, it is not always clear what the operational and programmatic linkages are. Some countries considered that document 32 C/5 should spell out more clearly how the priorities in each major programme contribute to the unifying themes of document 31 C/4 Approved. Others felt that the two cross-cutting themes should also be better reflected and interpreted in the C/5 document. For a number of countries, the hierarchy of themes and objectives in the Medium-Term Strategy should be adopted

as a basis for the next Programme and Budget. The successful adoption of results-based programming and budgeting was seen to be an important factor in this regard. It was also recommended that the link between the Strategy and the Millennium Development Goals (MDGs) be further elaborated, as well as links with the outcomes of major world conferences.

10. Similarly, while several countries expressed their satisfaction with the current relationship between the strategic objectives and sub-objectives of the C/4 document and the programme objectives in the C/5 document, an equivalent number of countries asked for a better linkage and articulation between the expected outcomes of the C/4 document and the expected results in the next C/5 document. For one country, the links should be much clearer, not only by referring to agreed strategic objectives, but also by showing progression between C/5 "results" and C/4 "expected outcomes". As suggested by some, improvement could be achieved by greater use of cross-referencing, coding or use of thematic icons, or appropriate matrices which would directly demonstrate the correlation. Others suggested that, in the design of future C/5 documents, regional structures be allowed a greater degree of flexibility so as to establish specific regional priorities.

## IV.    Programme prioritization

11. Practically all Member States were in favour of retaining one principal priority and a limited number of other priorities for each major programme which should lead to improved planning and express UNESCO's added value. Several Member States praised the results already achieved in programme prioritization and concentration; they further invited the Director-General to continue the process of reviewing, analysing and strategically re-orienting the programme started in document 31 C/5, taking also into account the priorities set up by other international organizations.

12. Many countries considered that the principal priorities – and to a certain extent, other priorities – identified for the current biennium could be basically maintained, bearing in mind the need to reach consolidated results, to facilitate future action, and to increase the visibility and international perception of the Organization. Some felt that the selection of new priorities should be made only after the evaluation of achieved results. Several countries supported increasing the budget of the principal priorities in document 32 C/5: some recommended a 30% increase; others considered that the resources currently available for the principal priority of Major Programme I (about 5% of the overall budget) should be substantially increased i.e. by 10% and, in the other major programmes, by 5%. In this regard, they recommended that the necessary resources be obtained by abolishing non-priority activities or regrouping some of the other priorities, as well as by mobilizing extrabudgetary resources, including from the private sector.

13. Some countries felt that too much emphasis was placed in the questionnaire on issues related to the structure and presentation of the Programme and Budget, and to the functioning of the Organization to the detriment of more substantive matters, thereby limiting contributions on the latter. Finally, a number of suggestions were made aimed at refocusing and adjusting some of the priorities, and providing new orientations and shifts in emphasis in their implementation.

14. Concerning the **principal priorities**, there was almost unanimous support for the continuation of "basic education for all" as principal and "overriding" priority for Major Programme I. The importance of "quality education" and "preventive education", especially in relation to HIV/AIDS, as well as the "implementation of EFA initiative including national plans" were more specifically highlighted. While agreeing in general with retaining "water resources and related ecosystems" as principal priority for Major Programme II, a number of Member States underlined the need to pay particular attention in this context to oceans and the work of the Intergovernmental Oceanographic Commission (IOC). Some underlined the link with sustainable development; yet others proposed

that "sustainable development" be considered as principal priority for this programme. As for Major Programme III, some countries were of the opinion that the present principal priority "ethics of science and technology", including "bioethics", should rather be considered as a "cross-cutting" or "intersectoral" priority for all major programmes. While a number of countries suggested that, rather, "human rights" be selected as principal priority for Major Programme III, others considered that as a tranversal issue "human rights" should be mainstreamed into all UNESCO's activities. Yet others suggested "poverty eradication" or "social transformations including governance and human rights" as the principal priority for this major programme.

15.    There was also strong support for retaining "cultural diversity and pluralism" as the principal priority for Major Programme IV, with due emphasis on the follow-up to the Stockholm Conference, protection of cultural and natural heritage through the World Heritage Centre (WHC), and national policies on intangible heritage. A proposal was made to consider "strengthening the links between culture and development" as principal priority, especially as regards the promotion of cultural industries and the management of sustainable anti-poverty projects directed at marginalized young people. With regard to Major Programme V, several countries recommended that the dimension of "freedom of expression" be included and highlighted in the principal priority "access to information, especially in the public domain". Emphasis was also placed on capacity-building and the development of access policies. One country stated that the programme should have a strong focus on international cooperation projects for access to traditional sources of information, including libraries, archives and community multimedia centres. Others stressed the importance of access to ICT in the classroom, distance education, as well as using ICT for "reaching the unreached" and facilitating access for marginalized and excluded groups.

16.    Concerning **other priorities** which by and large attracted widespread support from Member States, several themes/issues were mentioned as deserving particular attention or increased emphasis. The following is a non-exhaustive list of the issues raised with a view to complementing or adjusting the existing priorities by major programme:

   (a)    Major Programme I – the concept of "educating for a culture of peace" should be refocused on "quality education" and encompass "intercultural education"; more emphasis should be placed on "values education" and more visibility given to the Associated Schools Project, a key element of UNESCO's comparative advantage; technical and vocational education and training should be given more prominence; education for a sustainable future must remain a priority and be framed in line with the outcomes of WSSD; questions concerning the work, training and status of teachers should constitute another priority; multilingual education should be promoted further, as should innovations in educational practices;

   (b)    Major Programme II – "capacity-building" should include critical thinking about science as well as infrastructure development; there should be more focus on popularization of science and technology; action should focus on forecasting and management of natural disasters, including seismic risk reduction; and North/South transfer of technology constitutes a priority issue;

   (c)    Major Programme III – some countries favoured lower emphasis on social transformations and future-oriented studies; others asked for a continuation of analysis of social transformations, especially the consequences of unemployment among the younger generations on societies; for others, future-oriented studies must relate to all programmes; mention was also made of the need to promote a "culture of human solidarity";

(d)    Major Programme IV – emphasis should be placed on promoting creativity; copyright issues and cultural policies and legislation, especially in countries in transition, were also cited, as was the development of cultural industries as a factor for regional development;

(e)    Major Programme V – action should focus on strengthening communication capacities and increasing the use of ICT, especially in developing countries; media education and studies on the social impact of ICT should receive priority attention.

17.    Among the **new tasks and challenges** ahead, the consultation document referred, in particular, to the follow-up to the World Summit on Sustainable Development (WSSD-Johannesburg, 2002) and to the World Summit on the Information Society (WSIS-Geneva, 2003; and Tunis, 2005); and the preparation and implementation of EFA national plans and overall coordination to which UNESCO is expected to make a substantive contribution. Many countries considered the Organization's active participation in implementing all decisions ensuing from these conferences in its fields of competence to be extremely important. As some pointed out, it is equally important to examine the interrelationships between the various initiatives and how objectives of one might be linked to and complement another. There was consensus that EFA should be given a prominent place, followed, in the same order of priority, by mainstreaming of human rights and sustainable development.

18.    Other main tasks to be pursued for which there was also general support, included, especially in the field of standard-setting, underwater heritage, intangible heritage, bioethics, and the promotion and use of multilingualism and universal access to cyberspace, as well as the mainstreaming of human rights in all UNESCO's programmes as a follow-up to the World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance (Durban, 2001). Some countries considered that the implementation of existing normative instruments should be given priority over new normative action.

19.    In general, Member States felt that there was little room for adding new priorities to the existing ones. They considered that new tasks and challenges, including those expected from the recent and forthcoming major events, should be examined in the light of UNESCO's comparative advantages and, in the view of one country, "then be mainstreamed into existing priorities, aiming at innovative action and synergies with other actors". Among the areas where the Organization has a comparative advantage, the following have in particular been highlighted: education programmes, including existing worldwide networks (such as ASP); cultural heritage initiatives; international scientific programmes; capacity-building and ICT applications in the Organization's fields of competence; and statistics. Several countries, considering UNESCO's comparative advantage in the multilateral context and the increasing concern about terrorism at the global level, expressed the view that the Organization should devote more efforts and resources to this issue, in particular through programmes for education for a culture of peace, including tolerance and values education; understanding cultural differences; and media, peace and conflict resolution.

20.    A few countries suggested that the following topics may also benefit from more attention on the part of the Organization: the impact of globalization on societies ethical aspects of development and the development of a culture of innovation in society. All agreed that activities that do not directly serve the Organization's strategic objectives or where – due to lack of resources – UNESCO cannot make a significant impact, should be dropped.

## V.    Interdisciplinary action

21.    There was strong and almost unanimous support for the inclusion in document 32 C/5 of projects pertaining to the two cross-cutting themes of the Medium-Term Strategy, "poverty eradication" and the "contribution of ICTs to the construction of knowledge societies", which, for some Member States should be further strengthened by the outcomes of WSSD and WSIS. Many countries considered that relevant strategies were sufficiently well reflected in document 31 C/5 Approved, and recommended that specific allocations be set aside for related activities during the 2004-2005 biennium. Some suggested an increase in allocations to achieve more tangible results in these areas. Others felt that focus should be placed on education for eradicating poverty and that projects should target the marginalized and the most vulnerable societies and groups. A few countries felt that the two cross-cutting themes are insufficiently addressed in Major Programme IV. Yet others considered that in view of scarce resources, the number of projects should be reduced and better focused, especially in the Social and Human Sciences Sector. In the view of one country, the competitive process for the selection of projects in 2001 "highlighted the triple vocation of the Organization: transdisciplinarity, innovation and partnership-building".

22.    Several countries, while supporting the existing cross-cutting themes, requested that further efforts be made to devise a more global approach and ensure a coherent overall presentation of the work related to these two themes in document 32 C/5. In this context, some countries felt that the present 34 projects did not demonstrate fully the coordinated response that the Organization can provide, taking advantage of the synergies between its five sectors. One Member State suggested that the presentation be improved by having a specific section on these themes in the C/5 document and by addressing them in a "cross-cutting" way, rather than emphasizing a "vertical (sectoral) approach to horizontal issues". While also supporting the continuation of specific financial allocation for projects, a number of countries requested greater transparency in the selection process as well as wider participation of field offices in the exercise. Defining partners' contributions at the local, regional and international level was seen to be an important element in this regard.

23.    A number of countries proposed a new cross-cutting theme on "sustainable development". As suggested by one of them, UNESCO would then "have three cross-cutting strategies all of which are in areas of great significance for the future of this planet and all of which are firmly within its mandate". The following other issues were equally seen as calling for interdisciplinary and intersectoral approaches could eventually lead to intersectoral action and projects in document 32 C/5: human rights in UNESCO's fields of competence and democracy; ethics and, in particular, ethics of science; environmental education and education for sustainable development; development of information and knowledge societies; promotion of linguistic pluralism; etc. In general, and this opinion was shared by a majority of countries, there should be a stronger interdisciplinary and multidisciplinary approach in the programmes of the Organization. All programmes and main lines of actions should have the interdisciplinary dimension explicitly presented. Considering that the vast majority of the projects/programmes should be intersectoral, one country suggested to set a target of 80% for interdisciplinary action by the end of the C/4 period.

24.    The very few countries that did not support the continued inclusion of projects pertaining to the cross-cutting themes in the C/5 document considered that sectors should be able to demonstrate the added value in relation to these themes in their activities. In conclusion, there was a general feeling that to be a "relevant and effective modern organization", UNESCO needs to move quickly to the point where the "vast majority of its endeavours are intersectoral, transdisciplinary and cooperative". Cooperation between and among sectors must therefore "become part of the culture of the Organization".

## VI.    Mainstreaming issues

25.    A large majority of Member States welcomed the new approach, whereby UNESCO abandons the concept of priority themes and groups in favour of the mainstreaming approach. It was widely felt that mainstreaming is an efficient and systematic strategy, which facilitates interdisciplinary action and the enhanced orientation of major policies and programmes towards the achievement of objectives defined by the governing bodies. While most Member States expressed satisfaction with regard to the way in which the mainstreamed issues – women, youth, LDCs and Africa, as well as the culture of peace – were addressed in document 31 C/5, a few maintained a preference for the previous notion of priority groups. A few countries felt that the mainstreaming approach could be more effectively applied by explicit efforts to reduce the "competitive process" for their identification, through a consistent approach – geographical or theme based.

26.    It was considered that a regular and systematic monitoring of related activities in all programmes was indispensable to ensure an effective application of the mainstreaming approach. Moreover, many countries believed that a greater visibility of each of the mainstreamed areas should be pursued, among others through budgetary reinforcement and adaptation to regional needs, specificities and priorities. The present list of areas to be mainstreamed was considered satisfactory by most Member States. However, some countries recommended that, as a general rule, more attention be paid to the disadvantaged and excluded groups as well as the most vulnerable segments of society. A few Member States considered that Africa, which encompasses all three other groups, should receive primary attention. Others felt that more resources should be devoted to youth programmes across 32 C/5. Proposals were also made to consider other areas in the mainstreaming effort, including: strategies for sustainable development of Small Islands Developing States (SDIS), including "Focus on the Caribbean" and "Focus on the Pacific"; the needs of Afghanistan; human rights and human rights related issues; the ASPnet movement; the dialogue among civilizations; the special needs of street children and young people living in difficult situations and orphans of the HIV/AIDS pandemic.

## VII.    Regional strategies and sequencing

27.    In general, Member States were in agreement with the principle of formulating regional and subregional strategies aimed at adapting UNESCO's global strategies to local features, conditions and initiatives. At the same time, however, some countries felt that the elaboration of distinct regional strategies might weaken UNESCO's global mission and perspective. They considered that the development of interregional strategies as well as increased collaboration with intergovernmental and non-governmental regional and subregional organizations working in the Organization's fields of competence could be important to counter this risk. One country, considering particularly valuable the preparation of such strategies, gave the example of south-eastern Europe where, in the last years, the search for different partnerships with IGOs and NGOs turned out to be very fruitful.

28.    As regards the present programming sequence, Member States tend to view the time frame for reviewing the C/5 document as very tight, not allowing for a genuine assessment of achieved programme results. Proposals have been made to improve its efficiency by sending out the questionnaire well in advance of the regional consultations, in order to ensure an accurate reflection of the priorities articulated by the regions, and also by starting the consultations at the cluster, rather than at the regional level. In this context, the importance of consultations with Member States and National Commissions, "both virtual and face-to-face dialogue" was emphasized. A proposal was put forward by a few Member States for a modification of the programming cycle.

## VIII. Decentralization

29. A great number of Member States supported UNESCO's new decentralization policy, considering it to be an important tool in adapting the Organization's activities to particular regional, subregional and national needs. While some Member States argued in favour of a fixed minimum decentralization rate of 50% for each major programme, others found that the percentage of resources to be decentralized cannot be defined according to a standard rule, but should be a more flexible arrangement, depending upon the analysis of needs, delivery capacity, achievement of expected results, and the degree of success in mobilizing the entire set of actors in the field. Concern was expressed by some Member States that decentralization may reduce the capacity to implement the programme, and care should be taken not to undermine the consistency of action and underlying ideas and principles, which is expected from a global organization. Many insisted on the fact that decentralization should not "prejudice the setting of global priorities" and "lead to weakening of the global role of UNESCO", which is the most important comparative advantage of the Organization. Others considered that decentralization should be seen in a broader context, covering activities carried out away from Headquarters, and including those undertaken by National Commissions.

30. For most Member States, successful decentralization is contingent upon the availability of qualified staff, adequate funding, and smooth communication within the overall field structure. Several Member States considered that the definition of staffing and provisions for activities of offices, bureaux and institutes in the new field network structure should depend on how they contribute to achieving the expected results. Others considered that cluster offices should be strengthened with a view to fully assuming the role as "houses of expertise" and "resource centres" in the regions. One country considered that cluster offices should be fully staffed in all of UNESCO's fields of competence and particularly in the light of the needs of the Member States in that cluster. Other recommended measures included: increased use of local experts; outsourcing to national and regional institutions and NGOs; and secondment of staff.

## IX. Extrabudgetary resources

31. Almost all Member States acknowledged the present and future importance of extrabudgetary contributions from the United Nations system, bilateral donors, multilateral development banks, foundations and other civil society actors and the private sector. They are a major source of support enabling UNESCO to achieve its objectives and accomplish the necessary outreach and impact, especially at the regional and country levels. Wide support was expressed for an increased harmonization between the strategic objectives and priorities of the regular programme and budget and the activities proposed for extrabudgetary funding. Member States supported all future measures leading to increased transparency and a clearer reflection of extrabudgetary resources in future C/5 documents. Rigorous monitoring and accounting mechanisms should accompany this effort. A majority of Member States further considered that the mandated context map should be developed at the programme and subprogramme levels, providing a clear picture of interrelationships and a reduction of overlapping, also with a view to sustaining the Organization's agreed priorities. Some Member States proposed that the context map should also be developed for the regional and subregional strategies and for the cross-cutting themes.

## X. Role of National Commissions

32. Many Member States re-emphasized the critical role that the National Commissions should play in the conception, implementation and delivery of UNESCO's programmes, in accordance

with 30 C/Resolution 83 and 164 EX/Decision 7.2. Capacity-building and practical training of the staff of National Commissions was considered necessary and important in this regard, as was the definition of training modalities involving the use of the available expertise among National Commissions themselves. A majority of countries considered that further efforts should be made to strengthen consultations, collaboration, and partnerships between cluster/national offices and National Commissions in order to enhance the impact and visibility of UNESCO's actions at the regional/country level. For many, increased communication on a regular basis, when possible through electronic information networks, was seen as a key factor in achieving a successful implementation of the new scheme. For some countries, active involvement of National Commissions in programme planning and execution may be viewed as part of the decentralization drive. Others recalled that the main role of National Commissions is to advise their governments and facilitate dialogue between civil society and UNESCO. In this context, they referred in particular to Article VII of the Constitution concerning the arrangements to be made in this respect by each Member State as well as to the Charter of National Commissions.

## XI. Structure and presentation of document 32C/5

33. Most countries considered that the presentation, formulation and structure of document 31 C/5 are generally satisfactory. Some said that the current C/5 document "reflects a significant improvement over the previous biennium"; and "applauded the progress achieved in the results-based programming and budgeting approach" supported by the new management tools, in particular SISTER. Nevertheless, as pointed out, there is room for improvement, especially with regard to: the formulation of expected results, which are still too "generic and vague" and "more quantitative than qualitative"; the definition of performance indicators, possibly with a critical path, to facilitate the measurement and evaluation of expected results, and the adoption of mechanisms for performance measurement. Some countries agreed with the continuation of the present structure (by "background", "strategy" and "expected results") in each "main line of action"; one considered however that the section "background" should be replaced by "context maps" and indications of UNESCO's comparative advantages in this field.

34. The notion of flagship programmes and projects seemed to some countries somewhat confusing and of a nature which might lead to misunderstanding concerning UNESCO priorities. Others would like to see a more explicit designation of flagship projects and the selection of projects that reflect the concerns of the majority of Member States. Yet, others, while considering that there could be a scope for more flagship projects, especially intersectoral ones, felt that a proliferation of such projects will reduce the status they should enjoy.

35. In general, many countries found the structure of the C/5 appropriate. They indicated however, that future C/5 documents should better reflect C/4 documents (including strategic objectives and cross-cutting themes); present the principal priorities in the five major programmes in a clear and uniform way; and be shorter, more manageable and more user-friendly. It was also felt that the format and readability of Technical Details, which are still heavy, could be improved. As some suggested, a better system of cross-referencing was needed – one that is "eye catching". Essential background documents and annexes, including evaluation results could be submitted separately, or be made available online.

## XII. Adjustments in medium-term programming

36. There was no clear opinion about eventual adjustments to medium-term programming. A number of countries considered it difficult to envisage such adjustments at present and that the issue

should be reconsidered just before the next session of the General Conference. Others felt that the proposals they made, such as the development of a new cross-cutting theme on sustainable development, or the greater importance assumed in the past two years by issues such as the follow-up to the General Conference resolution on terrorism; the rebuilding of Afghanistan; the reconstruction of Palestinian educational and cultural institutions; and the different occurrences of cultural destruction are already key components of the rolling strategy concept.

37. Yet others felt that adjustments to the Programme and Budget made by the General Conference every two years already constitute a type of rolling strategy approach and that UNESCO's mandate and the adoption of the unifying theme (31 C/4) ideally situates it to address the challenges of today and tomorrow's world. To this end, they considered that the preparation of the biennial programme and budget has become even more important and must situate UNESCO so that it remains "forward-looking, with a clear sense of its priorities" and "organizational flexibility necessary to convert challenges into opportunities".

**ANNEX**

**Member States that replied to the consultation questionnaire
on the preparation of draft document 32 C/5
(as of 19 August 2002)**

| | |
|---|---|
| Afghanistan | Israel |
| Andorra | Italy |
| Argentina | Jamaica |
| Australia | Japan |
| Austria | Jordan |
| Azerbaijan | Lebanon |
| Bahrain | Lesotho |
| Barbados | Libyan Arab Jamahiriya |
| Botswana | Malawi |
| Brazil | Mali |
| Bulgaria | Malta |
| Burkina Faso | Mauritius |
| Cambodia | Mozambique |
| Canada | Netherlands |
| China | New Zealand |
| Costa Rica | Nigeria |
| Côte d'Ivoire | Norway |
| Cuba | Oman |
| Cyprus | Pakistan |
| Czech Republic | Peru |
| Denmark | Philippines |
| Ecuador | Portugal |
| Egypt | Republic of Korea |
| Denmark (on behalf of the Members of the European Union) | Russian Federation |
| | Saint Lucia |
| Ethiopia | Saudi Arabia |
| Finland | Seychelles |
| France | Swaziland |
| Gabon | Sweden |
| Germany | Switzerland |
| Ghana | Ukraine |
| Haiti | United Kingdom of Great Britain and Northern Ireland |
| Honduras | |
| Iceland | United Republic of Tanzania |
| India | Zimbabwe |

**Hundred and sixty-fifth Session**

Item **4.1** of the provisional agenda

**PRELIMINARY PROPOSALS BY THE DIRECTOR-GENERAL
FOR THE DRAFT PROGRAMME AND BUDGET
FOR 2004-2005 (32 C/5)**

**PART I**

**Analytic summary of the comments and proposals of Member States
and intergovernmental and non-governmental organizations**

**SUMMARY OF COMMENTS MADE BY UNITED NATIONS ORGANIZATIONS,
INTERGOVERNMENTAL ORGANIZATIONS
AND INTERNATIONAL NON-GOVERNMENTAL ORGANIZATIONS**

**SUMMARY**

Part I of this document presents the results of the consultation process which was carried out on the basis of a questionnaire circulated under cover CL/3623. It is composed of three sections, which are issued separately:

Part I (A) contains the reports of the five regional consultations of National Commissions for UNESCO which were held in June and July 2002.

Part I (B) presents a synthesis of the views expressed by Member States and Associate Members in their written replies to the consultation.

Part I (C) presents summaries of the comments made by the United Nations organizations, intergovernmental organizations (IGOs) and international non-governmental organizations (NGOs).

## I. OVERALL ISSUES

1.    Fifty-eight NGOs, one United Nations agency and one intergovernmental agency responded to the questionnaire (see annex). The World Meteorological Organization (WMO) expresses its full support of UNESCO's Programme and Budget, in particular Major Programmes I and II, and looks forward to continuing the excellent relationship that exists between WMO and UNESCO. ICCROM responded that it had been unable to consult adequately with its Council in time to meet the assigned deadline.

2.    All NGOs expressed their thanks for the opportunity provided by this Consultation to express their views on UNESCO's strategies and programmes. The responses are organized very differently according to the respondents. Some chose to follow the structure of the questionnaire. Others deliberately chose to concentrate on areas related to their core mandate. Others yet provided shorter and more general answers. Some expressed regret that the questionnaire was somewhat general in nature and did not facilitate a detailed discussion of concrete action needs or the formulation of more detailed recommendations.

3.    While NGOs tend to focus their responses on their respective fields of activity, they generally express their profound attachment to the Organization and underline the relevance of its mandate and of its fields of competence to present challenges, in particular the necessity to humanize globalization. They encourage UNESCO to retain its role of leader and coordinator in its fields of competence.

4.    All responses also evince a remarkably unanimous degree of approval for UNESCO's Medium-Term Strategy (31 C/4) – whether its unifying theme, two cross-cutting themes, three main strategic thrusts and twelve strategic objectives. NGOs generally consider that this document does reflect the main challenges faced throughout the world and that it provides a powerful tool for concentrating and re-orienting the Organization's action and partnerships.

5.    NGOs are convinced of the need to continue the reform of the Organization and expresses their support for the efforts under way, in particular the introduction and application of results-based programming, budgeting, management and monitoring. They also welcome the efforts made in the direction of intersectorality and interdisciplinarity, the trend towards regionalization and tend to favour a reasonable degree of decentralization.

6.    All respondents share one principal and recurrent concern and recommendation: the present need for UNESCO, as for all international agencies of the United Nations system, to reinforce its **partnership** with NGOs, especially INGOs, and civil society at all levels, through their greater involvement in the life of the Organization, their participation in the entire programming cycle, their contribution to the preparation of and follow-up to international conferences but also, and perhaps most importantly, through appropriate joint working partnerships at the local level with competent local NGOs and regional units of INGOs. Collective Consultations of NGOs, Joint Programme Commissions, support to the work of local units of INGOs, organization of joint meetings and events are favoured. Respondents consider that such a policy would correspond to the recognized need for a greater involvement of civil society and that it should become an integral part of UNESCO's current decentralization strategy. Many NGOs wish to be more directly involved at the different stages of the programme (formulation, implementation, evaluation). In particular, INGOs express their strong wish to be invited to participate in the regional consultation meetings. All NGOs encourage UNESCO to evaluate its activities in the light of joint cooperation.

7.    NGOs unanimously think that UNESCO-NGO cooperation should increasingly translate into greater financial allocations on joint projects (in particular those foreseen for the cross-cutting

themes) – suggestions run up to 30% of total budgetary allocations. Most NGOs consider that on many issues, especially that of poverty eradication, UNESCO's action would benefit from close, active and permanent cooperation with the recognized expertise of NGOs at the grass-roots level. NGOs suggest that this would ensure greater impact and sustainability of UNESCO's action.

8.     A central concern emanating from a majority of respondents is the need to focus UNESCO's action even more sharply on the **fight against poverty** and reinforce its action in support of those who are most in need of help: the poor (especially the extreme poor), the disadvantaged, women and girls, street children, minorities, victims of HIV/AIDS, highly indebted countries, migrants, etc. In this respect, most NGOs hail the choice of eradication of poverty both as an overall framework for UNESCO's action, as a cross-cutting theme, and as a major part of the mainstreaming approach. Many call for a redirection of existing programmes to reflect UNESCO's involvement in the struggle to eradicate poverty, especially extreme poverty, and to improve concretely through its fields of competence the quality of life and living conditions of the urban and rural poor.

9.     An equal emphasis is placed by NGOs on UNESCO's key role among all international agencies in the **construction of peace**, especially in the post-11 September context. Most insist in this respect on the role of human rights, civic and peace education; the promotion of intercultural dialogue; the support to NGOs working in that field.

## II.     BUDGET ENVELOPE/GROWTH RATE AND PRESENTATION OF THE PROGRAMME AND BUDGET

10.     Concerning the **overall growth of the budget for 2004-2005**, and while expressing full awareness of the budgetary burden placed on Member States, NGOs consider with but one exception that zero-nominal growth would impose excessive constraints on the Organization at a time when reform efforts would necessitate additional resources. They strongly support zero-real growth or real growth, in almost equal numbers. They express serious concern about the recent budgetary trend and its implications on the ability of UNESCO to fulfil its mandate and to retain its place and influence within the United Nations system.

11.     Most NGOs do not consider it necessary to improve the **structure and presentation of the budget**. However, they do favour any trend towards simplified and reader-friendly presentation of the budget in the form of synthetic tables and charts. Some wish to see budgetary reflection of intersectorality and of the principal priorities.

## III.     LINKAGES 31 C/4 – 31 C/5

12.     Nearly all respondents considered that the **links between the themes and strategic objectives in the C/4 document and the activities proposed in the C/5 document** were adequate and sufficient, and that this presentation should be maintained in the future 32 C/5.

13.     Concerning the **relationship between the C/5 document and the strategic objectives and sub-objectives of document 31 C/4**, most respondents considered it adequate. Some suggested that document 32 C/5 could usefully recall the unifying theme, the two cross-cutting themes and the three main strategic thrusts, either in the introduction, through a synoptic table, or by ensuring a direct relationship between the strategic objectives in both documents, as was done in some parts of document 31 C/5.

## IV. PRIORITIZATION – STRUCTURE OF PRINCIPAL AND OTHER PRIORITIES

(a) *Structure of principal and other priorities*

14. NGOs were in favour of selecting again in document 32 C/5 **one principal priority and a limited number of other priorities for each major programme**. A majority of respondents considered that **resource increases for priorities** should be primarily sought through the strengthening of bilateral and multilateral partnerships, in particular by increasingly exploring extrabudgetary resources, and through innovative partnerships gathering public and private sector and civil society.

15. They overwhelmingly approved the **retention of the principal priorities identified in document 31 C/5 Approved** corresponding to each major programme, i.e. basic education for all; water resources and related ecosystems; ethics of science and technology; cultural diversity and pluralism; promoting access to information, especially in the public domain. They generally considered that two years were not enough to exhaust the potential of these priorities, and that a change would be premature, particularly in view of the fact that it was too early to evaluate the achievement of existing objectives.

16. On the question of **the content, the main orientations or on the way these priorities should be selected, articulated and dealt with in the future**, several suggestions were made concerning the five major programmes:

    (a) *Major Programme I*

    - NGOs unanimously agree that **EFA** should remain UNESCO's number one priority, that it should remain a leader in the EFA follow-up and continue to devote the most important share of its resources to education in all its forms, including non-formal education.

    - A majority of NGOs identify quality **teacher training** as a most important activity in education, and the main implementation mechanism for quality education, both initial and in-service, done regularly.

    - Several NGOs consider that UNESCO should develop a target programme for the promotion of basic education for poor **girls and women** at urban and community levels.

    - Many respondents are particularly concerned at the insufficiency of efforts concerning education for **children**, particularly to face challenges such as domestic violence, child abuse, increased number of street children, child labour in harmful and hazardous jobs, sexual exploitation, drug abuse, juvenile delinquency, etc.

    - Some NGOs recommend orienting basic education in developing countries less towards survival and administration and more towards the **development of human resources** that will allow individuals to become full members of society to which it belongs.

    - **Literacy** (especially reading and writing) is considered an essential step towards basic education, and should be developed for all, from children to the elderly.

- All NGOs consider that a major task for the Organization will be to use the grass-roots experience of NGOs.

(b) *Major Programme II*

- Several NGOs consider that within the principal priority, a substantial part of the activities in Major Programme II should be re-oriented on those actions which benefit the **most vulnerable groups**, ensuring the dissemination of basic scientific knowledge to ameliorate their life through their own initiative: these include initiatives in the field of low-cost house building, water purification, environmental health improvement, reforestation, protection from natural disasters, advance information on monsoon rains and drought periods, etc. This would also include a major effort to reintroduce and develop traditional knowledge, coupled with the use of newer technology.

(c) *Major Programme III*

- Some NGOs recommend that "Improving human security …" should be broadened to include "better management of the **social environment** and not only "environment and social change".

- Other NGOs consider that additional progress should be made in the programme to bring substantive solutions to the effects of rapid social **transformations**, ensuring that globalization is directed towards sustainable social development.

- A recurrent concern is the study of human security as it relates to **migrations and immigrant populations**.

(d) *Major Programme IV*

- Many NGOs recommend promoting cultural diversity and pluralism through the reinforcement of regional, subregional and interregional cooperation.

- Several NGOs recommend that UNESCO pay greater attention to lesser studied dimensions of cultural diversity and pluralism, such as linguistic diversity and interreligious dialogue.

(e) *Major Programme V*

- Several NGOs stress the need to **develop capacity-building** for increased participation in the information society.

- Respondents recommend increased attention to the cultural and social dimensions of freedom of the press and transparency of information, as well as to the quality of information vehicled.

17.     Considering other priorities, NGOs generally ask that the other priorities be maintained without change, for the same reasons as given for principal priorities. Several NGOs, however, suggest changes in wording or emphasis, or additional fields often corresponding to their own areas of specialization:

(a) *Major Programme I* (educating for a culture of peace, science and technology education, technical and vocational education and higher education):

- Modifying "education for a culture of peace" to "human rights, civic and peace education", including the teaching of history of various cultures and societies in a spirit of peace and tolerance and the revision of teaching materials to eliminate various types of discrimination conducive to racism and xenophobia.

- literacy for all (including basic literacy, reading, information literacy and lifelong learning).

- Early childhood education.

- Non-formal and informal education.

- Concentrate activities in disadvantaged rural and urban areas.

- Develop quality education through teacher training.

- Education for sustainable development.

- Gender parity in education.

- Secondary education.

- Multilingualism.

(b) *Major Programme II* (science and technology capacity-building, improving scientific basis for environment protection and sustainable use of natural resources; promoting sustainable development in coastal zones and small islands):

- Reinforcing the scientific basis for the protection of the environment and the sustainable use of natural resources for the benefit of poor populations, who are the first victims of a deteriorated environment and who can play a key role in its preservation.

- Education with respect to water.

- Fundamental sciences, especially life sciences.

(c) *Major Programme III* (human rights; social transformations and future-oriented activities):

- Bioethics.

- Promotion of human rights, peace and democratic principles (especially within the framework of the International Decade for a Culture of Peace and Non-Violence), with active participation of NGOs, including the rights of the child and the treatment of human rights violations and in particular the rights of women).

- Follow-up of the World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance.

- A joint UNESCO/NGO permanent review of various levels of action in the field of human rights, human rights instruments, and follow-up to related conferences (Montreal, Vienna).

- The ethical dimension of development (ethics of science, bioethics, social content of development strategies) and the analysis of social transformations for a better strategy of poverty eradication, including the preparation of Copenhagen+10.

- Specific priority to the rural world and to studies on rural-urban interactions.

- Encourage democratic governance for the reinforcement of human rights and social development.

- Urban violence (prevention and treatment).

(d) *Major Programme IV* (reinforcing normative action in the field of culture and strengthening links between culture and development):

- Dialogue among cultures and civilizations/Culture, dialogue, reconciliation and peace/Intercultural dialogue.

- Promotion of arts and crafts (especially increasing the uptake of ICTs in the crafts sector and helping artisans in their use).

- Cultural tourism.

- Application of the best scientific knowledge for the preservation and conservation of the intellectual heritage, including digital material.

- Greater attention, in the perspective of development and poverty eradication, to the broad definition of culture given by Mondiacult.

- Study of minority languages and cultural heritage.

- Reinforce normative work concerning the Status of the artist and related questions (financing of the arts, support to creation, education and artistic training, art and new technologies, working conditions of the artists and creators, etc.).

- Cultural aspects of urban planning.

(e) *Major Programme V* (promoting freedom of expression and freedom of the press and helping to reinforce communication capacities):

- Freedom of information, as a priority to allow all people their fundamental right to create and acquire information and to express their views publicly; development of public radios and televisions.

- Promotion of the freedom to publish.

- Activities on the promotion and use of multilingualism and universal access to cyberspace with due regard for copyright and creativity (and copyright awareness

campaigns, and activities related to the free circulation of books in accordance with the UNESCO Florence Agreement).

- Education to ICTs, with attention to ethical consideration for the providers and users.

- Support for, and translation of, languages of lesser currency, especially in the field of writing of poetry and literature.

- Training seminars on publishing in developing economies

- Developing archival systems for digital memory.

- Enhancing interdisciplinarity between communication/information and education, sciences, health, heritage preservation.

- Education to the medias, including ethical concerns.

- Reduction of on-screen violence, and support to initiatives in favour of promoting the educational and cultural dimension of medias, especially through support to local cultures, human rights, citizenship and peace education.

- Preparation and World Summit on the Information Society.

- Increasing the means of IPDC and "Information for All".

18.  More generally, several suggestions were on other programme issues:

- Some suggestions concern **target groups** of UNESCO action. Several NGOs recommend that UNESCO support and encourage activities related to children and the rights of the child. Many support the integration of women issues at all stages of the programme, but consider that they are not sufficiently translated into concrete action. Many regret that youth is no longer inscribed in the programme. One mentions the importance of international voluntary service. Nearly all underline the need for UNESCO's action to reach the poorest and most destitute segments of populations.

- Several suggestions concern the development of possible **interdisciplinary programmes/actions**: e.g., the development of an interdisciplinary programme on the library (community, university, school, governmental) and information sectors, to disseminate information for the benefit of the broadest possible audience, contribute to education and lifelong learning and serve a major cultural role; one on languages, as inalienably linked to culture, integral to communication and to education (as beneficial to literacy in the first language).

## V.  INTERDISCIPLINARY ACTION

19.  NGOs generally agree with the need to enhance **interdisciplinary action** and increase the resources devoted to "multidisciplinary" projects, taking advantage of synergies among its five sectors based on an interdisciplinary and holistic approach.

20.  NGOs consider that the two cross-cutting themes appear sufficiently well reflected in the action envisaged in document 31 C/5 Approved. Many NGOs consider the adoption of the two

cross-cutting themes as a major step forward. They also recommend the effective integration of these themes/strategies into the Organization's programmes, in particular through (a) adequate high-level coordination; (b) the careful evaluation of projects – paying attention to issues such as multidisciplinary action, partnerships with populations directly concerned, the respect for the equal dignity of each human being, the cultural dimension of the fight against poverty, and the association of NGOs with the formulation, implementation and evaluation of UNESCO's activities; (c) a clearer articulation of cross-cutting projects within the major programmes in a spirit of true interdisciplinarity; (d) (for some NGOs) a smaller number of high-quality/high-impact projects, to ensure greater impact and visibility; (e) greater partnership with NGOs, in particular through explicit partnership in some projects of poverty eradication.

21.    NGOs generally support maintaining the inclusion in document 32 C/5 of projects pertaining to the two cross-cutting themes, and generally favour the renewed allocation of a specified amount for projects related to the two themes. However, they ask for greater involvement of INGOs.

22.    Regarding new tasks and challenges ahead, most NGOs recommend that continued priority be given to education as the backbone for just and balanced social development and as a fundamental human right. They also generally consider that, in the field of ICTs and the information society, UNESCO could focus and concentrate on championing the cause of those affected by the digital divide and on the digital needs of disadvantaged and excluded groups.

23.    Concerning new issues which could be contemplated or reinforced in which UNESCO has a comparative advantage in the multilateral context and in which it could play a constructive role, NGOs mention: peace education; the role of teachers as the key to educational change; they should have adequate resources, salaries and regular training; the transfer of teaching methodologies and student assessment techniques; the development of ICTs for the disadvantaged population (ensure dissemination and maintenance, quality and relevance of information); the role of the family for education, socialization and transmission of the values (the International Year of the Family in 2004); the right to leisure (right to rest, days off, paid holidays, standards in recreation, right to cultural participation, etc.); the degradation of urban and municipal services in most of the developing countries (including municipal service management).

24.    NGOs do not recommend the abandonment of any activities or issues/themes. They consider, however, that every UNESCO project should be examined and evaluated on the basis of its best outreach effect and how it might most appropriately be implemented in order to attain its objectives.

## VI.    MAINSTREAMING ISSUES

25.    Most NGOs agree that mainstreaming issues (women, youth, LDCs and Africa), as well as the culture of peace, were well addressed in 31 C/5 Approved. However, several NGOs consider that women issues were not sufficiently and explicitly reflected in some parts of the programme (including culture, media, issues of women's rights), and that too little attention is paid to youth throughout the programme. Others underline the importance of culture of peace and of the overwhelming needs of Africa. They also recommend a progressive approach within the project formulation cycle and a monitoring system to measure the achievement of the outputs.

26.    NGOs support UNESCO's mainstreaming approach in general, but caution that it should not weaken the realization of the priority objectives of the Organization, or lead to the disappearance of ad hoc divisions and specific budgets for the selected issues, and thus impair effective action. They recommend that the presence of the mainstreaming issues be sufficiently reflected at the level of

expected results and in the document's headings. NGOs generally ask to keep the list as it is, and to keep it short.

## VII. REGIONAL STRATEGIES AND SEQUENCING

27. NGOs generally express their satisfaction with the present programming sequence, starting with regional consultations, the subsequent elaboration and approval of a global C/5 document and the ultimate formulation and work plans for programme implementation. However, they suggest that the current procedure may be too long and complex and could be shortened. They overwhelmingly ask to become part of the consultation process, in particular INGOs. This would in their view pave the way towards a better interaction between UNESCO and NGOs, and between NGOs and National Commissions, as well as increase efficiency of programming field-level activities.

28. INGOs with a large field presence welcome the regionalization process and recommend that UNESCO undertake more joint action with their respective branches, in particular on issues such as the struggle against extreme poverty, literacy programmes, intercultural dialogue, sustainable development, human rights, etc.

## VIII. DECENTRALIZATION

29. Most NGOs express interest for decentralization and consider the decentralization rates for programme resources in document 31 C/5 sufficient. However, they see limited value in establishing fixed rates of decentralization, considering that minimum rates should always depend on the nature of the activity and the staffing capacity in each decentralized office and on strict controls on accountability and assessment of successful outcomes. Some NGOs tend to favour a 30% to 60% rate. Also, several NGOs express concern that decentralization should not weaken UNESCO's ability to conduct its international, global mandate, in particular as a laboratory of ideas and standard-setter and clearing house. They also recommend a higher degree of interaction between NGOs (particularly INGOs) and field offices.

30. The implementation of the new decentralization policy, with cluster (and national) offices is generally welcomed. Concerning the staffing and provisions for programme activities for cluster and national offices and regional bureaux, NGOs consider that the decentralization of funds (in particular through the Participation Programme) remains unsatisfactory for NGOs. They also wish to increase field-level projects with high impact and multiplier effect, by developing joint working partnerships with competent local NGOs or regional units of INGOs. Several NGOs suggest that they should be associated in the preparation of EFA national action plans.

## IX. EXTRABUDGETARY RESOURCES

31. Extrabudgetary funding is encouraged by NGOs. However, they consider that they ought to be more directly integrated into the framework of the respective major programmes, regardless of the origins of the funds. They also recommend that UNESCO should increase its support to not-for-profit actions, especially in the case of emergencies and environmental issues.

32. A context map of activities is generally welcome, although NGOs identify different levels. However, most think that the context map should be developed at the programme or subprogramme level, and integrated into regional and subregional strategies and programmes.

## X.    ROLE OF NATIONAL COMMISSIONS

33.    NGOs generally would welcome increased interaction with the National Commissions, and consider that meetings, information exchange and policy exchange should be reinforced. They consider that UNESCO Headquarters should encourage the development of relations between National Commissions and NGOs and civil society to reach a satisfactory level of interaction. Some NGOs consider that National Commissions sometimes do not sufficiently involve the NGOs. Several NGOs suggest that outside evaluations of the efficiency of National Commissions be conducted.

## XI.    STRUCTURE AND PRESENTATION OF DOCUMENT 32 C/5

34.    NGOs unanimously approve the presentation and formulation of document 31 C/5 Approved, in particular the expected results at the main line of action level. They recommend the development of this approach, with, where possible, more detailed and quantifiable goals.  NGOs also support, if possible and when necessary, a more explicit designation and presentation of flagship projects in document 32 C/5. In general, NGOs find that document 31 C/5, while extremely useful and informative, could be more user-friendly, easier to read and smaller, making it easier to disseminate.

## XII.  OTHER ISSUES

35.    Concerning possible adjustments in medium-term programming, NGOs attach great importance to UNESCO's response to the post–11 September context. In their view, UNESCO should imperatively and profoundly review its approaches to education for tolerance, the promotion of cultural pluralism, review of prejudice and stereotypes in cultural and religious fields. Intercultural dialogue should be developed, including interreligious dialogue. One NGO suggests that UNESCO should reinforce the means for the promotion of universally shared values (under Strategic Objective 2) and for the dialogue among cultures and civilizations (under Strategic Objective 8).

36.    Concerning SISTER and the monitoring of the programme, most NGOs (especially INGOs) request access to the information available. They are generally satisfied with evaluations, and recommend the development of real-time monitoring systems. Several NGOs recommend that evaluations be referred to in document 32 C/5, thereby demonstrating the link between prior action and future strategies and goals. Some NGOs ask for the development of performance indicators.

37.    NGOs agree on the importance of UNESCO's functions as identified in the Medium-Term Strategy. They recommend higher interaction with NGOs in all of these functions.

38.    Respondents also recommend the strengthening of future inter-agency cooperation and action in the United Nations system, avoiding redundancies with other agencies, and developing partnerships, alliances and other cooperative mechanisms with other intergovernmental organizations, non-governmental organizations, actors of civil society and the private sector.

**ANNEX**

**Intergovernmental organizations, international non-governmental organizations,
foundations and similar institutions which replied to the consultation
on the preparation of the Draft Programme and Budget for 2004-2005 (32 C/5)**

*United Nations organizations*

WMO – World Meteorological Organization

*Intergovernmental organizations*

ICCROM – International Centre for the Study of the Preservation and the Restoration of Cultural Property

*International non-governmental organizations*

ACISJF – Association catholique internationale de services pour la jeunesse féminine
AFAL – Association francophone d'amitié et de liaison
AIC – Association internationale des charités
ATD – Mouvement international ATD Quart Monde
Académie européenne des sciences, des arts et des lettres
AARU – Association of Arab Universities
BICE – Bureau international catholique de l'enfance
B'NAI B'RITH
CARITAS – Caritas Internationalis
CCIVS – Coordinating Committee for International Voluntary Service (CCSVI – Comité de Coordination du Service Volontaire International)
CIEO – Catholic International Education Office (OIEC – Office international de l'enseignement catholique)
CIF – Conseil international des femmes
CIOFF – Conseil international des organisations de festivals de folklore  et d'arts traditionnels
CIRTEF – Conseil international des Radios-Télévisions d'expression française
CMU/CUM – Community of Mediterranean Universities – Communauté des Universités méditerranéennes
DHAKA ASHANIA MISSION
FIAPA – Fédération internationale des associations de personnes âgées
FIEP – Fédération international pour l'éducation des parents
FIMARC – Fédération internationale des mouvements d'adultes ruraux catholiques
FIAF – Fédération internationale des archives du film
FIPLV – Fédération internationale des professeurs de langues vivantes
FMACU – Fédération mondiale des associations, centres et clubs UNESCO
IADL – International Association of Democratic Lawyers (Association internationale des juristes democrats – AIJD)
IAU – International Association of Universities
IAUP – International Association of University Presidents
IBO – International Baccalaureate Organization
ICA – International Council on Archives (CIA - Conseil international des archives)
ICEM – International Council for Educational Media (CIME – Conseil International des Médias Educatifs)
ICET – International Council for Engineering and Technology

ICJW – International Council of Jewish Women
ICSSPE – International Council of Sport Science and Physical Education
ICTM – International Council for Traditional Music
IDC – International Dance Council (CID – Conseil international de la Danse)
IFCU – International Federation of Catholic Univesities (FIUC – Fédération internationale des Universités catholiques)
IFHP – International Federation for Housing and Planning
IFLA – International Federation of Library Associations and Institutions
IFUW (FIFDU) – International Federation of University Women/Fédération internationale des femmes diplômées des universités
The International Association of Lions Clubs
IPA – International Publishers Association
ISOCARP – International Society of City and Regional Planners
ISSC – International Social Science Council (CISS – Conseil international des sciences sociales)
MIIC – ICMICA – PAX ROMANA: International Catholic Movement for Intellectual and Cultural Affairs
OMAEC – Organisation mondiale des anciens et anciennes élèves de l'enseignement catholique
OMEP – Organisation mondiale pour l'éducation préscolaire
PAX CHRISTI – Pax Christi International
PEN – International PEN
SOROPTIMIST International
UMOFC – Union mondiale des organisations féminines catholiques
UNDA – Signis
UVA – Union des Villes africaines
WAGGGS – World Association of Girl Guides and Girl Scouts
WCC – World Crafts Council
WCRP – World Conference on Religion and Peace
WCT – World Confederation of Teachers (Confédération syndicale mondiale de l'enseignement (CSME)
WFTU – World Federation of Trade Unions
WILPF – Women's International League for Peace and Freedom (LIFPL – Ligue internationale de femmes pour la paix et la liberté)
WL – World Leisure
WOSM – World Organization of the Scout Movement (Organisation Mondiale du Mouvement Scout)

United Nations Educational,
Scientific and Cultural Organization

# Executive Board

## ex

**Hundred and sixty-fifth Session**

Item **4.1** of the provisional agenda

## PRELIMINARY PROPOSALS BY THE DIRECTOR-GENERAL FOR THE DRAFT PROGRAMME AND BUDGET FOR 2004-2005 (32 C/5)

### PART II

### PROPOSALS BY THE DIRECTOR-GENERAL

### SUMMARY

The second part of document 165 EX/5 presents the preliminary proposals by the Director-General concerning the Programme and Budget for 2004-2005, i.e. the second phase of the Medium-Term Strategy (31 C/4).

This second part comprises three sections:

– Programming framework;

– Priority fields of action;

– Considerations concerning the possible budget ceiling for 2004-2005.

**I.     Programming framework**

1.     The Medium-Term Strategy for 2002-2007 (31 C/4 Approved) defines the Organization's mission and thrusts (paras. 26-29), its functions (para. 30) and a set of programming elements (paras. 31-37). It then proceeds with the promulgation of 12 strategic objectives and with the elaboration of two cross-cutting themes and strategic objectives related thereto. In finalizing the Programme and Budget for 2002-2003 (31 C/5 Approved), efforts were made to link it expressly to the provisions of document 31 C/4 Approved, as requested by the General Conference. This process of linking document 31 C/4 Approved as well as inputs from various stakeholders with the Programme and Budget documents will be continued and refined for document 32 C/5, including references to the regional strategies elaborated for the period 2002-2007. It may also be influenced by the action which the General Conference may take concerning an adaptation or revision of document 31 C/4 in the context of the rolling process. The Director-General will strive to identify better in the various strategies and activities to what extent they will contribute to other cross-sectoral and overarching challenges, such as ethical issues, human rights, EFA, sustainable development, cultural diversity and dialogue among civilizations. Furthermore, it is the intention of the Director-General to identify in document 32 C/5 clear linkages with the Millennium Development Goals (MDGs). Consideration will be given to including in the 32 C/5 tabular presentations indicating the extent to which activities already undertaken/envisaged during the 31 C/5 period and those proposed for document 32 C/5 respond to the various strategic objectives of document 31 C/4 Approved.

2.     The principal programming elements enunciated in document 31 C/4 Approved will be maintained and applied also for the preparation of document 32 C/5, namely:

- Concentration, prioritization and results-orientation;

- Flexibility;

- Excellence and innovation, including pursuit of evidence-based policies;

- Inter- and multidisciplinary action;

- Decentralization;

- Cooperation through partnerships, alliances and other linkages, including with other members of the United Nations system.

A.     Concentration of the programme

3.     Building on past accomplishments in programming reform, it is the Director-General's firm intention to continue with a further pronounced concentration and prioritization of the Organization's Programme, thereby strengthening the impact of action and optimizing the chances of achieving desired results in the context of a reinforced results-based approach. To that end, it is proposed to maintain the approach and structure of document 31 C/5 Approved, whereby for each of the five major programmes one principal priority and a limited number of other priorities will be designated. This shall permit a better organization and focusing of the Organization's activities and prevent a dissipation of effort. Indeed, **concentration of the programme and consolidation of an effective field presence will be the two major themes of the reform for the years 2003-2005.**

4.     The principal priorities chosen for document 31 C/5 Approved shall, in principle, be maintained. However, some adjustments are proposed in the formulation of the principal priorities

for Major Programmes IV and V, Culture and Communication and Information, so as to provide a clearer and sharper focus. Accordingly, the principal priorities proposed are:

Major Programme I:    Education for all and follow up to the Dakar World Education Forum;

Major Programme II:   Water and ecosystems;

Major Programme III:  The ethics of science and technology;

Major Programme IV:   Promoting cultural diversity and intercultural dialogue;

Major Programme V:    Promoting equitable access to information and knowledge for development.

5.    In document 31 C/5 Approved, these principal fields of action were assigned between 30 and 50% more than their preceding allocations (i.e. those of document 30 C/5), achieved by internal redistribution of existing financial resources. For document 32 C/5, the Director-General proposes that – while maintaining the overall budget envelope for the major programmes – within each principal priority only very specific, well-defined areas should be strengthened (i.e. over the budgetary level provided in document 31 C/5), but not the entire principal priority. By this targeted "focus within a focus" approach, a potential crowding-out of other important activities shall be avoided.

6.    As regards "other priorities", the proposals outlined below shall differ to some extent from those of document 31 C/5. They shall serve to structure and focus each of the major programmes and provide linkages to the strategic objectives of document 31 C/4. It is the intention of the Director-General to develop document 32 C/5 – in terms of financial and human investment – much clearer around three pillars – the principal priorities, the areas within the principal priorities to be reinforced through increased budgetary allocations, and the other priorities – than has been done for document 31 C/5.

7.    In this context, it should be noted that the Director-General will see to it that the contribution of each UNESCO institute and centre (category I and category II) to the relevant main lines of action will be identified and highlighted in document 32 C/5. This will assist in optimizing the energies and particular competencies of each institute/centre and ensuring complementarity and coherence of action. Each institute and centre will therefore be called upon to fully contribute to the implementation of the programme at different levels, according to its mandate and on the basis of results-based approaches (see also document 165 EX/20, para. 8). As regards the envisaged linking of financial allocations to the institutes and centres of category I with specific outputs agreed in line with UNESCO's programme objectives and priorities, it will not be feasible to conduct pertinent full-scale external evaluations of all institutes and centres in time for the completion of draft document 32 C/5. Therefore, the principle of linking allocations to the results of performance evaluations may only be applied starting with document 33 C/5 (see also document 165 EX/20, para. 10).

8.    In line with the provisions of document 31 C/4 Approved (para. 32) and subsequent relevant decisions by the Executive Board, a conscious and systematic effort will be made to mainstream the needs of women, youth, the least developed countries (LDCs), Africa and a culture of peace throughout the programme, i.e. responses to these needs will automatically be built into the design, implementation and evaluation of all programmes by each sector. By the same token, the Director-General proposes to include also in document 32 C/5 provisions in support of Afghanistan, as envisaged in document 31 C/4 Approved, which in paragraph 32 stipulates that "a small number of

countries shall be identified as the target of increased, coordinated efforts by the Organization for a specified period". This may also be taken into account during the rolling review of the Medium-Term Strategy which the General Conference may wish to undertake in 2003.

9.    The programming framework outlined in Part III of this document below sets out in more detail the proposed priorities for each of the five major programmes – education, natural sciences, social and human sciences, culture and communication and information. It aims at accomplishing a further concentration and coherence of the Organization's overall action, relate it to the strategic objectives of document 31 C/4 Approved and formulate meaningful results to be attained by the end of 2005. In drawing up the Draft Programme and Budget, the Secretariat will proceed on the basis of a zero-base programming approach, whereby all past and ongoing programmes and activities will be assessed as to their continued relevance or the possibility of their eventual discontinuance.

B.    Intersectorality

10.    To foster intersectoral action, especially pertaining to the two cross-cutting themes (CCT) of document 31 C/4 Approved (i.e. Eradication of poverty, especially extreme poverty and The contribution of information and communication technologies to the development of education, science and culture and the construction of a knowledge society), the Director-General proposes to continue with the innovation introduced in document 31 C/5 Approved, namely the earmarking of a certain amount of regular programme resources for CCT projects, including a specific allocation for projects to be carried out by junior staff. These projects shall again be selected on the basis of a competitive bidding process at the Secretariat level, involving both Headquarters and field offices, but modified to take into account the lessons learned from the first round preceding document 31 C/5 and revised to allow for closer linkages with strategic objectives and for testing of innovative approaches and delivery modalities in various areas. Also, some projects begun during document 31 C/5 will need to be carried on throughout document 32 C/5, as will be determined through a collegial evaluation carried out by the ADGs.

11.    Beyond projects related to the cross-cutting themes, it is the intention of the Director-General to highlight and present in document 32 C/5 other types of intersectoral action with a view to enhancing both results and visibility. This will be particularly the case in UNESCO's follow-up to major United Nations conferences. Furthermore, the potential of field offices to contribute to intersectoral action and to advance innovative approaches will also be more systematically tapped.

C.    Overall budget distribution

12.    As regards the overall distribution of programme funds among the five major programmes, the Director-General proposes to maintain by and large the relative allocations of document 31 C/5 among the five major programmes and the UNESCO Institute for Statistics (UIS) for the preparation of document 32 C/5. With respect to the allocation of funds between programme and administrative/operational purposes, the Director-General intends to achieve – within the framework of the budget ceiling proposed below and despite the large-scale statutory increase of staff costs – a slight increase in the level of programme resources in order to underline the programme orientation of UNESCO's activities, especially at the field level.

13.    A major area of attention will be decentralization, which the Director-General considers a major area of the reform requiring priority attention during the biennium. To buttress the viability of the field network and enhance delivery in the field, consideration will be given to strengthen the field establishment. This implies filling existing gaps in the field post structure, especially with a view to enhancing the programme delivery capacities at the field level and to attain expected

results. In preparing document 32 C/5, the level of indirect costs for field offices shall also be better assessed and presented.

14.    With respect to the Participation Programme (PP), the Director-General suggests that it be maintained at the same level as in document 31 C/5. However, in response to suggestions made at regional consultations and by some governments, the Director-General has the intention to review current regulations and guidelines, in particular with a view to earmarking a portion of the PP resources for regional and interregional activities and to introducing modalities that might allow a closer correspondence between the principal and secondary priorities of the various major programmes and activities to be funded under PP requests. Similarly, the Director-General intends to propose a set of more restrictive guidelines for requests presented by countries members of the OECD Development Aid Committee (DAC), to the effect that these requests would be admissible only if they benefit developing countries.

15.    In the light of requests by many delegations for an increase in fellowship funds, the Director-General also intends to review the budget level provided for fellowships, a major tool for capacity-building in Member States, provided by all the sectors of the Organization. In doing so, he shall take into account the deliberations which the Executive Board will have on the subject at its 165th session (see also document 165 EX/INF.6).

D.    Programme and Budget structure and presentation and other related issues

16.    Judging from document 31 C/5, there is a need to reinforce and improve the quality of the formulation of expected results, both of a quantitative and qualitative nature. To obtain and arrive at clearer and operationally more meaningful formulation of results in document 32 C/5 for each main line of action, a further series of workshops for programme managers will be offered at Headquarters and in the field. This will help establish a solid foundation for skills in results-based programming, budgeting, monitoring and reporting, including for the statutory reports to the Executive Board (EX/4 documents) and the C/3 documents.

17.    At present, C/5 documents provide an indication as to the amount of programme resources to be decentralized for each subprogramme. In this instance, "decentralization" denotes the amount of regular programme funds planned to be decentralized to UNESCO field offices. At present, the rate of decentralization varies considerably among major programmes. The Director-General will strive to raise the present levels in those major programmes where it is particularly weak, while bearing in mind the content and the nature of issues involved and the capacity of field offices to handle and implement both regular and extrabudgetary resources. Strengthening UNESCO's field presence, as mentioned in paragraph 13 above, is expected to contribute to an improved decentralization performance. A different, yet related issue is whether and how other activities entailing a different type of decentralization (such as from Headquarters units to national institutions or individuals in the field or to field offices in an ad hoc manner, the Participation Programme, funding of National Commissions activities and capacity-building, or activities by scientific programmes at national levels) could be more explicitly reflected in document 32 C/5. The objective should be to capture better the real extent of decentralization of the Organization's activities.

18.    Another issue requiring examination pertains to the presentation of extrabudgetary funds. Currently, the C/5 document provides information about the level of extrabudgetary funds envisaged for each main line of action. The amounts indicated represent a composite figure combining extrabudgetary resources already in hand, resources pledged in signed donor agreements as well as resources anticipated or hoped for, which however may never materialize or materialize only at a later date. Thus, the Director-General, in the interest of transparency and clarity, proposes to adopt a revised procedure, whereby the amount of extrabudgetary resources indicated in

document 32 C/5 will be limited to the total amount of extrabudgetary funds already received for a particular main line of action plus the funds firmly pledged in signed donor agreements.

19.    More generally, as stated in document 31 C/4 Approved (para. 39), extrabudgetary resources, which constitute an increasing portion of UNESCO's resource base, must become an integral part of UNESCO's programming and they must be firmly targeted on the strategic objectives of document 31 C/4 Approved and the priorities identified for document 32 C/5. The Director-General will therefore ensure that extrabudgetary resources provided and offered will be in full consonance with the priorities of each major programme and pertinent strategic objectives. Information to that end will be included in the programme and budget document. Likewise, the Director-General intends to integrate a context map of the various partners for each major programme and their programmes and subprogrammes, indicating the respective roles and contributions of UNESCO and all partners involved.

20.    The Director-General believes that the time may have come where the entire range of the nine programme delivery mechanisms listed in document 31 C/5 which UNESCO has traditionally employed, need to be reviewed and renewed. In such an endeavour, each modality will be assessed from the viewpoint of efficiency related to its objectives and the degree of results relevance and responsiveness. Furthermore, it will focus on the potential of technology-enhanced capacity-building efforts across all programme sectors and an intensified delivery of programmes at the country level, utilizing the field network and encouraging civil society, NGO and private sector involvement. With a results-based system in place, the management and implementation of the programme, entrusted to the Director-General, should ideally only be measured by the degree to which expected results have been realized – and less by objects of expenditure. The deployment of various modalities in the pursuit of the expected results – currently expressed in the "object of expenditures" section of the technical annexes – might eventually become unnecessary on condition that for all main lines of action satisfactory expected results as well as performance indicators are formulated.

21.    The new budget will also need to take into account the implications of the intensified participation and involvement of UNESCO in United Nations system cooperation and activities, such as the United Nations Development Group (UNDG) and the Chief Executive Board (CEB) and its subsidiary machinery as well as in the coordinated pursuit of MDGs. Active participation of field offices in UNDG-related field-based activities and the provision of appropriate training for all staff will be areas for particular attention in preparing document 32 C/5.

22.    Another aspect to be addressed in document 32 C/5 will be the maintenance of the Organization's buildings, responding in particular to 162 EX/Decision 7.8. The Director-General is submitting document 165 EX/34 for consideration by the Executive Board and the results of the Board's deliberations will be reflected in the preparation of document 32 C/5.

## III.    PRIORITY FIELDS OF ACTION

23.    The purpose of the proposals that follow is to identify for each major programme the principal and secondary priorities, as well as other fields of action on which it is proposed to focus the Organization's efforts in 2004-2005, as described in section I above.

**MAJOR PROGRAMME I – EDUCATION FOR ALL THROUGHOUT LIFE**

24.     Throughout the new programme, particular attention will be given to education for girls and women, for poor and disadvantaged groups, out-of-school children, children with special needs, people in rural areas, ethnic minorities, regions in conflict and reconstruction. UNESCO's action in education will continue to be highly decentralized.

25.     Emphasis on the quality of education will be reinforced across the whole programme, notably as regards curricula, contents, methods, learning environment and learning outcomes. Policy analysis and research, the sharing of information and innovative practices, monitoring and advocacy will be reinforced, in particular through the EFA Monitoring Report, the EFA Observatory and the High-Level Group on EFA. These and other EFA mechanisms will encourage policy dialogue. Work will explore and address the implications of globalization and commercialization on education systems and learning at all levels, in particular higher education. The programme will promote education for peace, democracy and intercultural understanding as a key contribution to harmonious global interdependence and the reduction of conflicts. In stressing the contribution of education to improving the quality of life and development, special attention will be given to technical and vocational education and to enhancing lifelong learning.

26.     The programme will reinforce the partnerships and networks on which its effectiveness depends. This means strengthening global and field-level inter-agency cooperation as well as cooperation with bilateral and multilateral partners, NGOs, CSOs and the private sector. UNESCO will develop global education networks, in particular by strengthening the Associated Schools Project Network, by networking to popularize science and technology education, by sustaining UNITWIN links and UNESCO chairs and by reinforcing the UNEVOC network in support of technical and vocational education.

27.     Achieving a higher level of programmatic integration and synergy between Headquarters, field units and the education institutes (IBE, IIEP, UIE, IITE, IESALC, IICBA), UNEVOC and CEPES is a priority. In addition, intersectoral cooperation will help develop the interdisciplinary approaches required for work on issues such as languages, sustainable development, human rights, textbook review and revision and distance education.

**Principal priority**

28.     **Basic education for all:** The programme will be structured around the two key areas of EFA activity, i.e. implementing the EFA Framework for Action (this includes the six EFA goals, beginning with the two goals that are also Millennium Development Goals) and supporting the EFA international strategy (which includes working collaboratively with other United Nations agencies at the national and regional level to implement the Millennium and EFA goals). Within this principal priority, there will be a larger budget allocation to support UNESCO's specific contribution to the implementation of the Framework for Action, notably:

    (a)    *Promoting the right to education.* This will include: supporting policy and legislation, especially in the field of primary education; contributing to the expansion of early childhood and family education; ensuring free access to primary education for all; adapting general secondary education to the challenges of the twenty-first century.

    (b)    *Ensuring equal opportunities for all in primary and secondary education.* This will include: supporting girls' education and the United Nations Girls Education Initiative (UNGEI); promoting girls' access to and retention in primary and secondary education

of quality; adapting general secondary education to the challenges of the twenty-first century.

(c) *Promoting lifelong learning through literacy and non-formal education*. This will include: developing the life-skills programmes required by contemporary societies; mainstreaming non-formal education; developing technical resources for non-formal education; supporting community learning for development; promoting lifelong learning through distance education and e-learning. Special attention will be given to the United Nations Literacy Decade (2003-2012) for which UNESCO is the lead agency and which will be a flagship programme within EFA.

(d) *Improving the quality of education*. This will include a broad range of issues, from the relevance of curricula and the appropriateness of the learning environment to learning outcomes. Special attention will be paid to human rights education (see "other priorities"). UNESCO will contribute to improving the learning environment, in particular through: education for sustainable development (as an outcome of the World Summit on Sustainable Development) and science and technology education; developing effective approaches for education in multilingual environments and encouraging multilingual education; preventive education for HIV/AIDS (see also para. 33) and other diseases and the FRESH initiative, as a key pillar for EFA (see "other priorities"). Actions will be undertaken to improve the quality of education outcomes by measuring learning outcomes; making the teaching-learning process more effective; strengthening school management; contributing to international quality assurance, accreditation and the recognition of qualifications, with particular emphasis on higher education.

29. Action in support of the international EFA strategy will be based on three pillars:

(a) Supporting international, regional and national mechanisms (planning and implementing of EFA at national level; supporting education in countries in crisis and reconstruction; facilitating regional and subregional mechanisms and forums; mobilizing funds with the World Bank and donor agencies);

(b) Communication and advocacy (organization of the EFA Working Group and High Level Meetings; promotion of EFA in E-9 countries; enhancing public advocacy for EFA among the media, parliaments, and public opinion; disseminating information on EFA);

(c) Monitoring and evaluation (support to the EFA Monitoring Report and the EFA Observatory at UIS; evaluating the effectiveness of EFA strategies).

**Other priorities**

30. **Training of teachers and educational personnel.** Action to expand and improve teacher education as a critical factor in the achievement of the EFA goals will be a priority. This means support to: the professional development of teachers and facilitators; the training of teachers at scale using distance learning and ICTs; improving the status of teachers; supporting the professional development of other educational personnel. The results of a survey of teacher education in sub-Saharan Africa will guide measures to expand and reinvigorate teacher-training institutions in that region, and a joint ED/CI task force will develop and implement approaches for the application of distance education and ICTs to teacher training, both pre-service and in-service, at scale.

31.    **Human rights education.** Human rights education, which contributes to the promotion of peace, pluralism and creative diversity, will be a priority. This will be achieved by ensuring that contents and methods include the values of human rights, peace, democratic participation, tolerance, non-violence, intercultural dialogue and international understanding, by supporting their mainstreaming in national education systems, and by ensuring relevant training of education personnel and dissemination of good practices. Mechanisms will be set up to produce guidelines for the improvement of textbooks and other learning materials.

32.    **Preventive education against HIV/AIDS and other diseases.** Education for a healthy lifestyle, in support of the fight against HIV/AIDS and other diseases, is an integral part of EFA and a priority concern for the education programme. In cooperation with all other sectors and with UNAIDS co-sponsors it will seek to expand preventive education through innovative formal and non-formal education and networks. This will be informed by knowledge of the social and cultural contexts of the pandemic in order to reach a diversity of students, institutions and communities. Assessing the impact of the pandemic on educational capacities will continue. The Focusing Resources on Education and School Health (FRESH) initiative programme will remain a key programme for EFA.

33.    **Technical and vocational education for citizenship and the world of work.** UNESCO will promote TVE as a key instrument for allowing individuals to escape poverty by giving them the skills and knowledge required for the world of work. It will help young people and adults, especially in developing countries and from disadvantaged groups, to take advantage of the skills they already have and to develop other skills through the acquisition of key competences during general education. Good TVE means flexible access to learning and training throughout life. This will be achieved, in particular, through the implementation of the "Revised Recommendation Concerning Technical and Vocational Education (2001)". The UNESCO-UNEVOC International Centre will play a key role in this respect. There will be close cooperation with ILO.

## MAJOR PROGRAMME II – NATURAL SCIENCES

34.    The Natural Sciences Sector will focus its activities around three pillars: the principal priority, a set of second priorities, and a group of intersectoral activities. These three pillars are characterized by their inter- and multidisciplinary nature, their interconnectedness, and their importance for global sustainable development. As a result, what is outlined below is designed to be translated into implementation of parallel and synergistic programmes and activities during the biennium, both at Headquarters and in the field.

**Principal priority**

35.    **Water and ecosystems:** UNESCO enjoys system-wide recognition in this area and by virtue of its intersectoral approach has a distinct comparative advantage. This will include a continuation of UNESCO's lead role in the World Water Assessment Programme. Within this principal priority, greater attention and budgetary reinforcement is proposed to be given to ecohydrology and the role of water in contributing to the resilience of ecological systems, including their socio-cultural aspects. This requires enhanced synergies between the international and intergovernmental programmes.

**Other priorities**

36.    **Capacity-building in the basic and engineering sciences, and in the formulation of science policies** as a pre-requisite for the advancement, sharing and application of knowledge in the

pursuit of sustainable development. This involves: developing institutional capacities, networking and human resource enlargement in science, particularly in the developing countries and those in the process of transition; pursuing an integrated approach to science education for a sustainable future at all levels and in both the formal and informal settings; promoting the public understanding of science, in particular among the youth; improving teacher training; and integrating the ethical and human rights components of science into curricula. Capacity-building measures in the science policy arena will emphasize subregional and regional approaches.

37. **Protection of the environment and sustainable use and management of natural resources:** focus will be placed on the follow-up to the World Summit on Sustainable Development and promoting linkages between the work of the intergovernmental and international programmes of UNESCO (IGCP, IHP, IOC, MAB and MOST) as well as with the CSI platform.

38. In this sustainable development-related framework, activities during the biennium will give priority to:

- increased emphasis on interdisciplinary cooperation among the programmes;

- the provision of sound scientific information for policy-relevant advice and decision-making;

- the use of space and in-situ observation in the context of global observing systems; and

- the reduction of human vulnerability to natural and technological disasters in urban areas.

39. Special intersectoral and multidisciplinary initiatives will be developed with a view to reinforcing cooperation in the areas of:

- the ethical and human rights dimensions of scientific research;

- local and indigenous knowledge; and

- biological and cultural diversity, especially as it relates to better conservation and management of biological diversity.

## MAJOR PROGRAMME III – SOCIAL AND HUMAN SCIENCES

**Principal priority**

40. **Ethics of science and technology:** Emphasis will be placed on the promotion of reflection and exchanges at the international level with a view to identifying principles and norms which can serve as guidelines for scientists, political leaders and the general public as they grapple with delicate problems raising fundamental questions. The International Bioethics Committee (IBC) and the World Commission on the Ethics of Scientific Knowledge and Technology (COMEST) provide a recognized frame of reference for such efforts and will pursue their debate on scientific and technological progress and its ethical consequences. Support will be given to the development of research and to educational action. In an effort to focus its activities, UNESCO will be helping Member States elaborate and adopt instruments to enable the relevant international norms and principles to be incorporated into their legislation and will be fostering and leading a wide-ranging public debate on these issues. In line with this principal priority, budgetary assistance for the creation of national ethics committees and their activities will be reinforced.

**Other priorities**

41.     **Fostering the application of human rights:** The proposed action will be aimed at producing, in UNESCO's fields of competence, and in collaboration with the Office of the United Nations High Commissioner for Human Rights, knowledge which will contribute to the work of the Organization's Member States, other United Nations agencies, NGOs and national committees for the protection of human rights. To that end, UNESCO will support and mobilize institutional and research networks, guided by the principle that poverty constitutes a denial of human rights; it will endeavour to promote and monitor the realization of human rights, and ensure the follow-up of activities related to the promotion of human rights education (in conjunction with Major Programme I).

42.     **Revitalizing philosophical reflection and the human sciences:** This will involve strengthening UNESCO's capacity to contribute to the debate on future trends through an enrichment of philosophical debate and more systematic use of the findings of the human sciences in relation to humankind and civilizations. For this purpose, UNESCO will support research and highlight its contributions, in particular through the International Council for Philosophy and Humanistic Studies (ICPHS) and the International Social Science Council (ISSC); it will undertake diversified activities targeting citizens, youth and professional circles, so that the greatest possible number may have active access to philosophical debate and to knowledge of the historical, intellectual, anthropological, ethical and moral context in which it is evolving; it will prepare and disseminate a World Report every two years.

43.     **Enhancing knowledge of social transformations:** in line with the MOST Programme, and taking into account the results of its evaluation, the emphasis will be on research and its use for social change, notably from the angle of support for the corresponding scientific community, especially in the developing countries, on the collection and dissemination of best practices and the adaptation of recognized examples with a view to their possible replication, and on the transformation of knowledge into workable tools in the light of contextual analyses for which there will be recourse to local expertise.


## MAJOR PROGRAMME IV – CULTURE

**Principal priority**

44.     **Promoting cultural diversity and intercultural dialogue:** The development of all the programmes will be inspired by a common goal – the implementation of the UNESCO Universal Declaration on Cultural Diversity. This principal priority will encompass the following:

- Protect and promote intangible cultural heritage with focus on protection and revitalization of the intangible heritage (traditional culture, oral traditions, languages), finalization of normative action to protect this heritage and the promotion of innovative modalities to ensure its transmission;

- Protect and enhance cultural and natural physical heritage as a symbol of past civilizations, an instrument for peace and reconciliation and a factor for development, in particular through the implementation of the World Heritage Convention, with emphasis on under-represented geo-cultural areas and enhanced promotion of sites reflecting multiple cultural identities;

- Encourage intercultural dialogue, also in the context of the United Nations Global Agenda for the Dialogue among Civilizations, foster the understanding of interactions between cultures and civilizations and the recognition of plural and diversified identities.

Within this principal priority, budgetary reinforcement is proposed to be accorded to intangible heritage, the world's cultural and natural physical heritage and the follow-up to the Declaration.

**Other priorities**

45. **Support to creativity:** Creativity is an essential component not only of the spiritual but also of the material and economic life of individuals and peoples. To that end, UNESCO will continue to encourage renewed and creative production of new cultural forms, whether traditional or modern, folk-based or experimental, which will constitute tomorrow's heritage. Involving training initiatives both in formal and informal artistic education, and promotion of the arts, its action will be particularly oriented towards young people, especially from underprivileged backgrounds, and will also concentrate on the improvement of the status of the artist in contemporary societies.

46. **Development of cultural industries:** In line with UNESCO's strategic proposals for the World Summit on Sustainable Development, contribute to counter the risks of a standardized "world culture", and fight poverty through the development of small and medium-size cultural enterprises in developing countries and in those in transition; drawing on the experience gained through the ongoing Global Alliance for Cultural Diversity, promote public/private partnerships in the areas of book, music, cinema and audiovisual, multimedia, crafts and design industries, constituting sources of direct and indirect employment opportunities; provide training opportunities and assist Member States in the design of national, regional and global policies and institutional infrastructure in this area, including copyright protection and the prevention of piracy.

47. **Cultural policies:** revisit national cultural policies to improve cultural management, assist Member States in the assessment of their potentials and gaps, including the development of culturally responsible tourism; train cultural managers, elaborate cultural indicators – in cooperation with the UNESCO Institute for Statistics (UIS) – and analogue tools for policy assessment as well as collect and disseminate best practices in cultural policies and provide support to culturally relevant, interdisciplinary events.

## MAJOR PROGRAMME V – COMMUNICATION AND INFORMATION

48. In the context of globalization, UNESCO's core missions to promote "the free exchange of ideas and knowledge" and to "maintain, increase and diffuse knowledge" have never been more relevant. ICTs open up new horizons for creating inclusive knowledge societies through the exchange of knowledge and education, and the promotion of creativity and intercultural dialogue. They also bring about new challenges for freedom of expression, which is an essential condition for sustainable development, democracy and peace.

49. Working towards the achievement of the Millennium Development Goals, and the objectives set out in document 31 C/4 Approved, UNESCO's strategy involves enhancing synergies with partner initiatives (UN ICT Task Force, Global Knowledge Partnership, World Summit on the Information Society, regional initiatives such as NEPAD), building upon the Organization's own intergovernmental and international cooperation mechanisms (IFAP and IPDC).

50. In line with the concept of a "global public good", for which a strong public domain of information and public service broadcasting are essential, the programme concentrates on two main

areas: promoting equitable access to information and knowledge for development, and promoting freedom of expression and the development of communication.

51.     Establishing intersectorality as a strong strategic element, the programme focuses on harnessing ICTs for education, in line with the goals of "Education for All", and on promoting the expression of cultural and linguistic diversity in the media and cyberspace, in keeping with the Universal Declaration on Cultural Diversity. It also focuses on human rights and on the dissemination of innovations in science and technology. Furthermore, as the "lead sector" for the cross-cutting theme on ICT, the Communication and Information Sector will reinforce synergies between its own programmes and cross-cutting projects.

52.     The strategy of enhancing convergence between communication and information in conceptualizing and implementing the programme, initiated in documents 29 C/5 and 30 C/5, will be pursued, particularly in establishing common principles in both areas, establishing joint training programmes, sharing content development and working towards the same target groups for enhancing social inclusion.

53.     Strong emphasis will be put on using programme modalities that contribute to achieving a greater impact on development at grass-roots level.

54.     Through document 32 C/5, Major Programme V seeks to achieve outcomes related to the strategic objectives of document 31 C/4 Approved, as follows:

- Impact of communication and information on development reinforced;

- Freedom of expression, media independence and pluralism promoted;

- Access to information and knowledge for education, the sciences, culture and communication enhanced;

- Opportunities for education through ICTs strengthened;

- Expression of cultural diversity facilitated.

**Principal priority**

55.     **Promoting equitable access to information and knowledge for development:** As compared to document 31 C/5, which also had "access to information and knowledge" as "principal priority", a new emphasis is being placed on "information and knowledge" as a lever for "development" and "participation". It is one area in which the Organization can make a substantive contribution, especially in the context of the preparation and follow-up of the forthcoming World Summit on the Information Society (WSIS).

56.     This principal priority will be articulated around the following three main thrusts:

   (a)     **Fostering digital opportunities and social inclusion:** Efforts will focus on promoting supportive principles, policies, and research; strengthening capacities and increasing community access to information in the public domain, by developing and supporting multimedia centres, telecentres, libraries, archives, and other information service providers; and enhancing public service broadcasting and other traditional media. Special emphasis will be placed on reaching specific target groups – such as women, youth, indigenous peoples, and groups with special needs, such as people with

disabilities, or disadvantaged people living in extreme poverty – through innovative modalities. This area shall benefit from an increase in budgetary resources over document 31 C/5.

(b) **Harnessing ICTs for education:** New approaches will be devised aimed at promoting Education for All through media and information channels and at enhancing synergies between Major Programmes I and V. Action will also focus on promoting ICT-enhanced learning and empowering people through information, media and IT literacy.

(c) **Promoting the expression of cultural and linguistic diversity through communication and information:** Action will aim at fostering supportive principles, policies and research; at encouraging the production and dissemination of culturally diverse and multilingual contents at the local, regional and international levels; and at preserving information as heritage.

**Other priorities**

57. **Promoting freedom of expression and the independence and pluralism of the media:** foster supportive principles, policies and research; promote press freedom, freedom of expression and democratic governance; promote independent media in conflict situations.

58. **Supporting communication development:** build capacities for media professionals and institutions through training, technical cooperation and advisory services; and support the media's role in sustainable development.

## IV. CONSIDERATIONS CONCERNING THE POSSIBLE BUDGET CEILING FOR 2004-2005

59. Having analysed a broad range of factors and the views expressed by Governments and by National Commissions during the regional consultations, the Director-General has concluded that it would be in the best interest of the Organization if the budget were established on the basis of zero-real growth compared to document 31 C/5.

60. Following a period of two successive budgets based on zero-nominal growth, during which the capacities of the Organization have effectively been reduced in real terms, the Director-General believes that the exigencies of the process of revitalization and extensive reform of the Organization justify the adoption of a zero-real growth budget. This would help preserve the purchasing power of the budget level approved for document 31 C/5 in real terms for the 32 C/5 period.

61. The Director-General is fully conscious that in the present economic circumstances prevailing in many regions, many governments will not find it easy to countenance a zero-real growth approach. Moreover, undoubtedly the onus will be on the Secretariat to "earn" the new approach through effectiveness and efficiency of management and operations, combined with significant improvements in programme execution, a higher delivery rate and a sharper focus on results and their attainment. The Director-General is indeed committed to ensuring that the performance of the Secretariat will live up to these requirements. Whatever the level of resources available, the Director-General is also committed not to increase the number of staff at the Director and higher grades, but is considering an increase in the provisions for young professionals so as to further rejuvenate the Organization's human resource base.

62. In that context, it may be recalled that since November 1999 the reform process has been successfully pursued for which no additional resources were provided by Member States. This

process is ongoing and becoming increasingly complex and demanding, especially as regards the full implementation of the novel decentralization process. It should not be slowed down for want of financial resources.

63.     Moreover, there are other factors and developments with an inherent need for the commitment of higher resource levels, such as the new management tools introduced during the 30 C/5 and 31 C/5 periods and the expansion in certain programme areas mandated by the General Conference, in particular cultural diversity, sustainable development, dialogue among civilizations, poverty and ethics.

64.     As Member States have approved in 2001 and 2002 even real growth budgets for the United Nations and other intergovernmental organizations, it is hoped that given the situation outlined above, Member States of UNESCO will agree with the Director-General that maintaining for the third consecutive time a "zero-nominal growth" (which means, de facto, a real decrease in resources) would place the Organization in a very difficult situation. Such a "nominal growth budget" would represent a reduction equivalent to some 320-340 established posts, which would certainly lead the Organization to a situation that would imply management of crisis rather than implementation of reforms.

65.     As is explained in Part III of this document on "Budgeting techniques and preliminary technical estimates", a full application of zero-real growth would require a budget level of some US $597 million. The Director-General, however, is conscious that many Member States have financial difficulties of their own. That is why he would be willing to consider that document 32 C/5 be based on a global budget estimate of US $576 million representing a 5.8% increase in nominal terms over document 31 C/5. This reduced level would provide only for a partial incorporation of actual increases in staff costs during 2002-2003 and those anticipated for 2004-2005 as well as increases in the costs of goods and services during both biennia. The Director-General would undertake to absorb within document 32 C/5 the balance in the amount of some US $21 million of increases that should be taken into account if the principles of zero-real growth were fully applied.

**Executive Board**

**ex**

**Hundred and sixty-fifth Session**

Item **4.1** of the provisional agenda

**PRELIMINARY PROPOSALS BY THE DIRECTOR-GENERAL FOR
THE DRAFT PROGRAMME AND BUDGET FOR 2004-2005 (32 C/5)**

**PART III**

**BUDGETING TECHNIQUES AND PRELIMINARY TECHNICAL ESTIMATES
FOR 2004-2005 (32 C/5)**

**SUMMARY**

Part III of document 165 EX/5 contains:

– A general description of the methods and techniques to be
employed in the preparation of the Draft Programme and Budget
for 2004-2005 (32 C/5) in line with 31 C/Resolution 68;

– A technical estimate of the budgetary requirements that would be
necessary for 2004-2005 if Member States were to decide to
maintain the same purchasing power of the 2002-2003 approved
budget (**Zero Real Growth Budget**). These requirements take
into account statutory increases which have already occurred, as
well as those that are expected to occur by the end of the present
biennium based on the present trends and economic indicators.

– Proposal by the Director-General on the budget ceiling for 2004-
2005 (32 C/5)

## I. BUDGETING TECHNIQUES AND METHODOLOGY

1. The General Conference, in 31 C/Resolution 68 took "note with appreciation of the fact that the budgeting techniques applied in the preparation of document 31 C/5 were in accordance with 30 C/Resolution 80", and invited "the Director-General to continue to apply the same budgeting techniques in the preparation of document 32 C/5, subject to any modification or improvements that may be recommended by the Executive Board or the Director-General at a future session of the Board".

2. The budgeting techniques referred to above, which the General Conference has invited the Director-General to continue to apply in the preparation of document 32 C/5, are the following:

| | | |
|---|---|---|
| (i) | **Constant dollar principle** | In application of the constant dollar principle, the budget estimates in document 32 C/5 (2004-2005) will be compared with the approved budget for 2002-2003 at the same exchange rates. The budget does not take into account currency fluctuations. |
| (ii) | **Treatment of currency fluctuation** | The preliminary estimates for 2004-2005 are expressed at the constant dollar rate of US $1 to € 0.869, hence expenditure in euros against the budget will be recorded at this constant dollar rate. In order to account for the differences arising from the translation of expenditure incurred in euros during the course of the financial period at varying operational rates of exchange as compared with the constant dollar rate, a separate **currency clearing account** shall be maintained. |
| (iii) | **Treatment of inflation through:** | |
| | • **Estimate of new budget base through recosting** | Cost increases which have already occurred or are likely to come into effect during the current budget period (2002-2003) will be taken into account by the recosting exercise, in accordance with the method approved by the Executive Board and ratified by the General Conference, in order to estimate the new budget base for the following biennium. The methodology is explained in paragraph 5 below, and the preliminary estimates are shown in the table under paragraph 8. |
| | • **Anticipated cost increases** | Projections on statutory and other increases anticipated for 2004-2005 are shown and explained in paragraphs 9-11 below. |

| (iv) | **Zero-base budgeting** | This technique is described as "the elaboration of budget proposals for the ensuing biennium from scratch as opposed to incremental budgeting wherein the new proposals are obtained by adding to and/or subtracting from the current budget base". The process of **zero-base budgeting** permits a clearer definition of priorities and better value for money assessments, particularly as concerns the modalities of action chosen. |
|---|---|---|
| (v) | **Application of budget standards** | The budget standards, which correspond to the average biennial costs of each grade of the established posts for 2004-2005, are utilized for the estimate of the staff costs budget of document 32 C/5. For the calculation of statutory increases in staff costs occurring during 2002-2003, these budget standards are updated based on actual expenditure trends in 2002-2003 and other latest data available. |
| (vi) | **Adjustment for staff turnover and recruitment delays** | As was the case in document 31 C/5, the full costs of staff for 2004-2005 are reduced by **3%** in order to take into account staff turnover and recruitment delays (**lapse factor**). All posts are therefore budgeted at 97% only, implying that should there be no vacant post throughout the biennium, UNESCO would overspend the budget by more than 3%. |
| (vii) | **Programme analysis by principal modality of action** | This analysis will be provided for each subprogramme in the technical details and recapitulated in an Appendix. Special effort will be made in assessing the budget by modality of action in light of the results-based management (as described in document 165 EX/5, Part II.) |
| (viii) | **Presentation of extrabudgetary resources** | The estimated amount of the extrabudgetary resources will be limited to the total amount of such funds already received for each Main Line of Action in addition to the funds firmly pledged in signed donors' agreements. These will be recapitulated in the relevant Appendices. |

3.    Further to the above budgeting techniques already applied, the Director-General proposes to show in document 32 C/5 a holistic situation of the estimated resources of the organization by presenting a summarized table with budgetary amounts for each of the Regular Budget (GEF), Other Proprietary Funds (OPF) and Programme Fiduciary Funds (PFF), of which the latter two funds represent the extrabudgetary funds.

## II.    METHODS OF ESTABLISHING THE TECHNICAL ESTIMATES

4.    It should be recalled that the purpose of a Zero Real Growth Budget is to maintain the same purchasing power in real terms as the total budget for 2002-2003. This document shows the increase which is necessary to obtain that objective for 2004-2005. The Director-General would remind Member States that the nominal increase in the budget appropriation would only allow the Organization to maintain the same level of activity, i.e. zero volume increase, and would not provide any new resources. Indeed the Zero Real Growth Budget protects the Organization from any reduction in volume, which would occur in the case of zero nominal growth budget where the budget is maintained in absolute value.

5.    For the purpose of establishing the technical estimates for the Draft Programme and Budget for 2004-2005 representing **Zero Real Growth Budget** compared with the approved budget for 2002-2003, the methodology employed for calculating the cost increases arising from statutory and other factors during 2002-2003 is summarized in two steps below, in conformity with the techniques already approved by the General Conference in 31 C/Resolution 68:

(i)    **Statutory and other increases occurring in the present biennium 2002-2003** are calculated by item of expenditure based on in-depth analysis of the increases that have already occurred and on the most precise information available concerning the evolution of salary indices and consumer prices for the remaining period of the biennium in order to estimate the budget base for 2004-2005;

(ii)   Based on the budget base for 2004-2005, **"Anticipated Cost Increases" in 2004-2005** are projected in accordance with the best information available to the Secretariat concerning salary indices and consumer prices and their impact on the various elements contained in the proposed appropriations. These estimates will be shown under **Part IV** of the budget, the use of which is subject to the prior approval by the Executive Board.

## III.    CALCULATION OF THE TECHNICAL ESTIMATES FOR PARTS I-III

6.    In order to provide this session of the Board with a preliminary technical estimate of the Draft Programme and Budget 2004-2005, statutory and other cost increases that will occur in 2002-2003 and in 2004-2005 have been calculated on the basis of the current budget structure, taking into account the following current data and information available to the Secretariat:

**Staff Cost:**

(i)    the latest scale of base salary (March 2002 for the Professional and higher categories, and January 2002 for the General Service category);

(ii)   the latest scale of pensionable remuneration (November 2001 for the Professional and higher categories, and January 2002 for the General Service category) for the purpose of estimating the Organization's contribution to the Pension Fund;

(iii)  the Organization's contribution to the Medical Benefit Funds at the current rate;

(iv)   post adjustment classifications for Professional staff at Headquarters and field duty stations according to the most up-to-date indices;

(v)    other allowances: family allowance, education grant; assignments grant, housing subsidy, mobility/hardship allowance, separation payments, travel, residential security,

etc., based on the average expenditures during the first seven months of 2002 for each category of staff, as well as on the expenditure patterns of the previous biennia;

(vi) Any other reliable information on the future statutory increases foreseen to come into effect by the end of the present biennium with regard to base salary scale, post adjustment indices, pensionable remuneration scale and other staff entitlements;

**Goods and services:**

(vii) economic indicators concerning evolution of prices, such as "Bulletin Mensuel de Statistique" (INSEE, France), "International Financial Statistics" (IMF), "Economic Outlook" (OECD), etc.;

(viii) the most precise information available within the Secretariat concerning the evolution of prices and cost increases that have impacted and are expected to affect the Organization in reality.

7.    In respect of the Zero Real Growth budget, the calculation of the new budget base for 2004-2005 biennium takes into account the following:

| | |
|---|---:|
| 31 C/5 Approved | $544,367,250 |
| Regularization of the absorption required during the execution of the programme in 2002-2003 as per Appropriation Resolution for document 31 C/5 Approved | $11,034,300 |
| Total approved budget 2002-2003 before reduction required to be absorbed | $555,401,550 |
| Additional amount required to restate the total approved budget for 2002-2003 at December 2003 prices for the purpose of establishing the new budget base for 2004-2005 | $17,806,750 |
| New Budget base for 2004-2005 at the price level of December 2003 | $573,208,300 |

8.    On the basis of the above, the indispensable requirements to maintain the purchasing power of the approved total budget for 2002-2003 with a view to establishing a Zero Real Growth Budget have been established as follows:

**Estimation of Budget Base for 2004-2005 (32 C/5)**

| Item of expenditure | 31 C/5 Approved 2002-2003 (price level of 31/12/2001) | Requirements for a Zero Real Growth budget base | Budget Base for 2004-2005 (32 C/5) (price level of 31/12/2003) |
|---|---|---|---|
| **Parts I - III** | $ | $ | $ |
| **(a) Staff salaries and allowances** | | | |
| Basic salaries | 192 374 000 | 13 721 300 | 206 095 300 |
| Post adjustment | 36 961 700 | (487 600) | 36 474 100 |
| **Net remuneration** | **229 335 700** | **13 233 700** | **242 569 400** |
| Pension fund contributions | 46 704 300 | 4 364 800 | 51 069 100 |
| Contribution to the MBF | 8 145 900 | 458 500 | 8 604 400 |
| Family allowance | 7 352 100 | 232 200 | 7 584 300 |
| Mobility and hardship allowance, Separation payments, Assignment grants, Education grant, Language allowance, etc., Travel and transportation costs | 28 002 700 | 2 387 000 | 30 389 700 |
| Reserve for reclassifications | 1 500 000 | 88 300 | 1 588 300 |
| **Subtotal, Staff costs** | **321 040 700** | **20 764 500** | **341 805 200** |
| **(b) Goods and services** | | | |
| Personnel services other than staff | 18 584 300 | 893 400 | 19 477 700 |
| Official travel and DSA | 15 481 700 | 1 521 900 | 17 003 600 |
| Contractual services | 47 670 600 | 1 634 600 | 49 305 200 |
| General operating expenses | 19 409 500 | 744 600 | 20 154 100 |
| Supplies and materials | 5 243 400 | 330 200 | 5 573 600 |
| Acquisition of furniture and equipment | 6 324 600 | 411 300 | 6 735 900 |
| Financial allocations | 29 918 400 | 1 025 900 | 30 944 300 |
| Contracts with NGOs (framework agreements) | 6 405 400 | 219 700 | 6 625 100 |
| Other contributions | 17 775 800 | 609 500 | 18 385 300 |
| Indirect costs | 13 667 700 | 468 600 | 14 136 300 |
| Renovation of Headquarters premises | 6 292 500 | 215 800 | 6 508 300 |
| Other expenditure | 11 896 100 | 1 903 200 | 13 799 300 |
| **Subtotal, Goods and services** | **198 670 000** | **9 978 700** | **208 648 700** |
| **(c) Participation Programme** | **22 000 000** | **754 400** | **22 754 400** |
| **Part IV (Anticipated Cost Increases)** | **13 690 850** | **(13 690 850)** | **-** |
| **TOTAL** | **555 401 550** | **17 806 750** | **573 208 300** |

## IV. ANTICIPATED COST INCREASES (Part IV)

9.      The preliminary estimate for the Budget Base Parts I to III shown above is based on the expected price level as at 31 December 2003, estimated through in-depth analyses of the increases that has already occurred and by use of best information concerning the evolution of salary indices and consumer prices for the remaining period of the present biennium 2002-2003. The cost increases due to statutory and other factors anticipated to occur during the course of the programme implementation **in 2004-2005**, have not been included in the estimates of the budget base under Parts I to III. In line with the approved budgeting techniques, these will be provided separately under **Part IV** of the budget, the use of which is subject to the prior approval by the Executive Board based on the actual cost increases occurring during the biennium.

10.     This **Part IV** is estimated at **$24,077,300**, and takes into account also an amount of $9,709,600 for an overall increase of 5.7% in the base salary scale for the biennium 2004-2005. The increase in the base salary scale is presently under review by the ICSC (International Civil Service Commission) and is expected to come into effect in January 2004. **This amount of $24,077,300 under Part IV combined with the Budget Base of $573,208,300 gives the preliminary estimate of the total budget of $597,285,600 (Parts I to IV) for 2004-2005, built on the assumption of Zero Real Growth.**

11.     The following table summarizes the estimates made in respect of "Anticipated Cost Increases" (Part IV):

## PART IV (Anticipated Cost Increases)

| Item of expenditure | Proposed Budget Base for 2004-2005 (32 C/5) (Parts I-III) (price level of 31/12/2003) | Anticipated cost increases in 2004-2005 | | |
|---|---|---|---|---|
| | | HQ | Field | **Total** |
| | $ | $ | $ | $ |
| **(a) Staff salaries and allowances** | | | | |
| Net remuneration | 242 569 400 | 8 027 800 | 2 556 600 | **10 584 400** |
| Pension fund contributions | 51 069 100 | 2 708 500 | 856 600 | **3 565 100** |
| Contribution to the MBF | 8 604 400 | 525 000 | 174 100 | **699 100** |
| Family allowance | 7 584 300 | 167 400 | 14 200 | **181 600** |
| Mobility and hardship allowance | 3 880 600 | 0 | 408 300 | **408 300** |
| Separation payments, Assignment grants, Education grant, Language allowance, etc. | 21 099 100 | 905 800 | 333 600 | **1 239 400** |
| Travel and transportation costs | 5 410 000 | 79 800 | 84 600 | **164 400** |
| Reserve for reclassifications | 1 588 300 | 69 800 | - | **69 800** |
| **Subtotal, Staff costs** | **341 805 200** | **12 484 100** | **4 428 000** | **16 912 100** |
| **(b) Goods and services** | | | | |
| Personnel services other than staff | 19 477 700 | 540 400 | 47 800 | **588 200** |
| Official travel | 17 003 600 | 761 900 | 482 000 | **1 243 900** |
| Contractual services | 49 305 200 | 669 800 | 594 600 | **1 264 400** |
| General operating expenses | 20 154 100 | 544 100 | 34 000 | **578 100** |
| Supplies and materials | 5 573 600 | 234 800 | 27 100 | **261 900** |
| Acquisition of furniture and equipment | 6 735 900 | 264 400 | 62 400 | **326 800** |
| Financial allocations | 30 944 300 | 674 200 | 119 400 | **793 600** |
| Contracts with NGOs (framework agreements) | 6 625 100 | 150 200 | 19 700 | **169 900** |
| Other contributions | 18 385 300 | 242 600 | 228 900 | **471 500** |
| Indirect costs | 14 136 300 | 41 400 | 321 100 | **362 500** |
| Renovation of Headquarters premises | 6 508 300 | 166 900 | - | **166 900** |
| Other expenditure | 13 799 300 | 350 800 | 3 100 | **353 900** |
| **Subtotal, Goods and services** | **208 648 700** | **4 641 500** | **1 940 100** | **6 581 600** |
| **(c) Participation Programme** | **22 754 400** | - | **583 600** | **583 600** |
| **TOTAL** | **573 208 300** | **17 125 600** | **6 951 700** | **24 077 300** |

## V.  SUMMARY OF THE PRELIMINARY ESTIMATE BASED ON ZERO REAL GROWTH

12.     In summary, the above budget estimate for 2004-2005 (32 C/5) resulting from applying the principle of Zero Real Growth, i.e., **$597,285,600**, represents a nominal increase of $52,918,350 compared with the 31 C/5 Approved of $544,367,250. However, if compared with the budget of $555,401,550 before absorption, the same budget estimate of $597,285,600 represents an increase of $41,884,050, or 7.5%.

## VI.  PROPOSAL BY THE DIRECTOR-GENERAL

13.     The Director-General would like to emphasize to Member States that the above increase is the estimated requirement needed to enable UNESCO to function correctly at the same level of activity as in 2002-2003 before requiring him to absorb some $11 million. **Nevertheless, conscious that many Member States have financial difficulties of their own to accommodate this nominal increase, the Director-General would be willing to consider a budget ceiling of $576,000,000 for the 2004-2005 biennium (32 C/5).** This budget ceiling represents a nominal increase of some $31.6 million, or 5.8%, compared with document 31 C/5 Approved. *(Ref: document 165 EX/5 Part II, section IV.)*

14.     If Member States decide to adopt this revised budget ceiling of **$576,000,000**, it would mean that the Organization will be required to absorb an amount of some $21.3 million during the course of the 2004-2005 biennium. **The Director-General would seek to realize this absorption primarily under the staff costs.** An absorption of $21.3 million would represent a reduction of resources equivalent to approximately 120-140 established posts. It should be recalled that a zero nominal growth budget ($544.4 million) would represent an absorption of $52.9 million, a reduction of resources equivalent to 320-340 established posts. Such result of a zero nominal growth would certainly lead the Organization to a critical situation and, as already mentioned, imply management of crises rather than implementation of the reform process.