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**PRELIMINARY PROPOSALS CONCERNING  
THE DRAFT MEDIUM-TERM STRATEGY FOR 2002-2007 (31 C/4)  
AND THE DRAFT PROGRAMME AND BUDGET FOR 2002-2003 (31 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 a consultation document circulated under cover CL/3554 (a copy of which is reproduced in document 160 EX/INF.4). 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 between May and July 2000.

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 United Nations organizations, intergovernmental organizations (IGOs) and international non-governmental organizations (NGOs).

## A. REGIONAL CONSULTATIONS

This document presents the reports of the five regional consultations of National Commissions for UNESCO on the preparation of the Draft Medium-Term Strategy for 2002-2007 (31 C/4) and the Draft Programme and Budget for 2002-2003 (31 C/5). A total of 168 National Commissions (Africa: 42; Arab States: 17; Asia and the Pacific: 38; Latin America and the Caribbean: 33; Europe: 38) as well as a representative of one Member State which does not have a National Commission participated in these consultations.

The regional reports are presented in the following order:

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## **CONSULTATION OF NATIONAL COMMISSIONS OF THE LATIN AMERICA AND THE CARIBBEAN REGION**

**Sucre, Bolivia (29 May-2 June 2000)**

1. The participants to the Consultation stressed the relevance and continuing validity of UNESCO's mandate and reaffirmed their commitment to the reform process being undertaken by the Organization with the aim of increasing its capacity for action in response to the challenges posed at the dawn of the new millennium. For this to happen, the Consultation expressed the view that there is a need to enhance efficiency and transparency in the functioning of the Organization. It was also suggested that increased support should be given to the National Commissions in order to achieve UNESCO's ideals and objectives at the local level. The Organization should draw up guidelines aimed at strengthening cooperation links between field offices and National Commissions so that field offices may respond more adequately to the priorities set by national government authorities. The delegates agreed that the Organization should increase its presence in the region through its regional and subregional offices. This would enable UNESCO to enhance its role as an intellectual and cooperation forum, using an action strategy centred on regional plans in its fields of competence. It was considered that, from this perspective, the regional and subregional offices have an essential coordination role with the National Commissions.

2. The Consultation also underlined the need to give prominence to the Organization's work by making it more visible. It expressed the view that, at a time when high value is placed on applying a cost-benefit analysis to all human activities, the cost to humanity of UNESCO's "non-presence" would be enormous.

3. Finally, the Consultation expressed its firm support for the urgent request for assistance made by Ecuador to the Director-General, urging him to avail himself of UNESCO's ethical authority to draw the attention of the other United Nations agencies to the situation in Ecuador, in order to prepare an emergency aid plan for Ecuador.

### **A. Stakes and challenges at the dawn of the twenty-first century**

4. The Consultation of National Commissions for UNESCO expressed its agreement with the trends set out in Part II and Annex of document 159 EX/39, which describe the challenges and problems UNESCO must respond to in the twenty-first century.

5. Particular emphasis was placed on the problems of increasing poverty, exclusion, inequality and the fragility of democracy in the region. It was also stressed that UNESCO should help to include the human being at the core of the debate around globalization, emphasizing respect for cultural diversity.

6. UNESCO's intellectual role enables it to meet the challenges of the twenty-first century and offer a critical alternative perspective to the hegemony of a single way of thinking, which is one of the potential risks of the globalization process.

### **B. Principles and fields of action**

7. The Consultation expressed its agreement with the fundamental principles set out in the Consultation document and in document 159 EX/39, especially as regards the Organization keeping within its core mandate, setting its priorities according to the extent to which they

contribute to building peace in the minds of men through cooperation in education, science, culture and communication. This mission implies promoting and protecting human rights and fundamental freedoms, justice, tolerance, mutual understanding, solidarity and human dignity, as defined in UNESCO's concept of the culture of peace.

8. The Organization's work should also tend to give priority to obtaining concrete and visible results that are consistent with its strategic objectives. In this context, it was suggested that particular emphasis be placed on promoting respect for cultural diversity and intercultural learning, taking full advantage of the use of scientific knowledge and new ICTs.

9. UNESCO should step up its active participation in the common efforts undertaken within the United Nations system, avoiding duplication and at the same time reaffirming its leadership in its own areas of competence. In this connection it was stressed that measures should be taken to enable National Commissions to play an active role within Member States in their relations on cooperation for development with multilateral and bilateral donors and other international partners.

10. To fulfil its objectives, it is essential for the Organization to strike a balance between action at the global and local levels and between reflection and action.

### **Priority fields of action**

11. The Consultation reaffirmed that the priority fields of competence of UNESCO are education, sciences, culture and communication.

12. The need for work to be structured around the criteria established by the major world conferences and reports was put forward, and follow-up of these reports and conferences was considered a priority.

13. The following priority fields of action were stressed:

#### Education

- (a) Reaffirming the crucial importance of the follow-up to the Dakar Forum.
- (b) The fight against illiteracy.
- (c) Access to basic education and staying in school.
- (d) Lifelong education.
- (e) Reform of secondary education.
- (f) Transforming higher education in the context of globalization.
- (g) Education in values.
- (h) Quality of education; formulation of comparative indicators.
- (i) Education reform process and education management information systems.
- (j) Teacher training and the status and condition of teachers.

- (k) Science and technology education.
- (l) Education for migrant populations.
- (m) Technical and vocational education.
- (n) Non-formal education and distance education.
- (o) Changing the culture in the classroom to combat violence in school.

### Culture

- (a) Protection and preservation of the tangible and intangible cultural and natural heritage.
- (b) Cultural diversity and promotion of pluralism and multilingualism in the face of globalization.
- (c) Inter-generational conflicts.
- (d) Racism.
- (e) Follow-up to the World Report on Culture and Development and formulation of national cultural policies.
- (f) Standard-setting instruments (e.g. underwater heritage and intangible heritage).
- (g) Promotion of cultural industries and cultural tourism.
- (h) Completion of the general histories and their inclusion in school curricula.

### Sciences

- (a) Science and technology ethics.
- (b) Strengthening social science components in the region.
- (c) Development of science and technology policies.
- (d) Protection of fragile ecosystems.
- (e) Popularization of science and technology.
- (f) Preservation, research and promotion of indigenous knowledge and bio prospecting.
- (g) Updating of skills in the marine sciences and protection of the marine environment
- (h) Prevention of natural disaster, preparedness and mitigation of damage.
- (i) Protection and development of coastal zones.

### Communication

- (a) Universal access to information and new technologies.
- (b) Freedom of expression, freedom of the press and responsible media.
- (c) Development of national policies in the area of information and communication technologies (ICTs).
- (d) Development of community radio/media.
- (e) Eliminating violence in the media and the cyberspace.

14. As far as eradicating poverty is concerned, it was stressed that UNESCO should play a catalytic role vis-à-vis its partners taking into account the intellectual and interdisciplinary nature of its actions.

### **Interdisciplinarity**

15. It was stressed that an interdisciplinary approach must be applied in all the Organization's areas of competence, since this is essential in UNESCO's work and represents one of its comparative advantages. The main topics are those set out in the Consultation document. Particular emphasis should be placed on: the negative impact of globalization, especially in less developed countries; managing ethnic, cultural and linguistic diversity; the transformation of urban centres; and the use of ICTs at the service of education, science and culture.

16. Interdisciplinary projects in selected themes should be few, possible to evaluate and limited in time within the framework of the Medium-Term Strategy.

### **C. Functions and roles**

17. The importance of all the functions and roles described in the Consultation document was reaffirmed, especially considering the challenges for the twenty-first century. The need to make express mention of UNESCO's role as a catalyst in its own fields of competence was put forward. In addition, it was considered necessary to develop and strengthen partnerships at the international, regional and national levels in order to enhance the scope and impact of the Organization's actions.

18. With regard to the "intellectual watch" function, it was considered that the term "watch" was not the most appropriate, and it would seem to be more relevant to speak of an "intellectual forum" and "ethical reference". Participants stressed the importance of strengthening the intellectual forum function at the regional level, bearing in mind that it is essential to promote the formation of a critical mass capable of becoming a point of reference for decision-making in the region. The importance of human and social sciences was stressed here, but their development in the region is believed to have weakened. It was suggested that there is a need to reinforce the capacity to generate an intellectual critical mass in the region, in particular on the basis of the work of existing scientific networks, and UNESCO Chair networks. In this regard, it would be appropriate to focus the themes of UNESCO Chairs on contemporary challenges. It was also suggested that UNESCO's role in providing expertise

and advice for formulating policies and programmes should be redefined with a new strategy and be closely linked to the intellectual forum function.

19. In this context, the themes of ethics and science, globalization, cultural diversity and pluralism, and access to new communication and information technologies in particular, were highlighted.

20. The importance of the ratification of existing standard-setting instruments by those Member States who have not yet done so was stressed. In its standard-setting work, UNESCO must play a leading role in creating a space for political negotiations to achieve the consensus needed to apply international standards. The need to develop the Organization's standard-setting role with regard to the use of cyberspace was also put forward.

21. As far as the clearing-house role is concerned, it was pointed out that there is a need to promote greater linguistic diversity, particularly with respect to the Organization's own documents.

22. The modality of work which best contributes to national capacity-building is participation by Member States in training programmes and projects. The UNESCO Fellowships Programme must be strengthened by adopting innovative strategies to enhance its impact.

23. Cooperation for development was considered to be a priority because it promotes collaboration and solidarity, reinforces the Organization's presence in the field and translates into practice what has been defined by its intellectual functions, enriching them through feedback. It was pointed out that the Organization's current structure is not designed to promote this function, and it is therefore necessary to adopt a new cooperation for development strategy. UNESCO should double its efforts to promote mechanisms for horizontal cooperation between countries. This will enable Member States to take maximum advantage of technical capacities that the Organization can muster.

### **Priority groups**

24. The Consultation expressed the opinion that UNESCO should direct its efforts towards all excluded groups, without setting precise geographic priorities but paying particular attention to less developed countries. The following groups were specifically mentioned: teachers, indigenous groups, ethnic groups, girls and women, displaced persons and young males in the Caribbean.

### **UNESCO's partners**

25. The participants agreed with the effort made by the Organization to cooperate more closely with the "new" partners described in the Consultation document.

26. The need to intensify UNESCO's cooperation with non-governmental organizations was reiterated, avoiding the duplication of activities and creating synergies that can also promote the visibility of UNESCO itself.

27. The role of the National Commissions was debated at length. Their role as the Organization's principal partners was reaffirmed. Participants regretted that not much progress had been made in setting up the regional network of National Commissions approved

by the General Conference. The Consultation underlined the need to devise strategies to establish regular coordination of the work of the National Commissions and link their work with that of the field offices.

28. The need to revitalize the work and review the functioning of the National Commissions was also highlighted. The evaluation of the National Commissions should include not just their activities but also their links with the UNESCO partner ministries, take an inventory of their human and material resources, and analyse their relationships with both Headquarters and the field offices. It was stressed that Headquarters should establish the mechanisms needed to proceed with such an evaluation.

29. Finally, concern was also expressed about the absence of the National Commissions in the coordination mechanisms used by the institutions of the United Nations system. UNESCO was asked to exercise its influence in this area and to arrive at a better definition of the role of the National Commissions within the national structure.

### **Decentralization**

30. The Consultation reaffirmed the need to give new impetus to the Organization's decentralization process and expressed its satisfaction with the measures proposed by the Director-General in this area, as part of the reform process.

31. It was emphasized once again that the respective functions of the field offices and the National Commissions should be carefully defined and it is necessary to reinforce cooperation between them, particularly with regard to consultation on the programme and its implementation.

32. Participants expressed their wish for the regional offices to strengthen their presence at the national level and their relations with the National Commissions.

33. The Participation Programme accounts for much of UNESCO's work in the field. The Consultation considered that the next step should be to evaluate the criteria used to assign responsibilities and make project formulation more rigorous, with the help of the Secretariat. It also expressed the opinion that clearer mechanisms should be developed by the Secretariat for monitoring and evaluating the projects submitted to the Participation Programme and that encouragement and priority should be given to subregional and regional projects.

## **D. Structure of the Draft Medium-Term Strategy and the Draft Programme and Budget**

### **Nature and scope of the Medium-Term Strategy (C/4)**

34. The Consultation chose to adopt a relatively short and operationally flexible general policy document outlining the major objectives and strategies that the Organization is setting itself. Some participants opted for a document setting out more precisely the strategies and the results to be achieved.

35. Participants thought that until profound changes take place in the Organization's working structures and methods and those of its governing bodies (General Conference, Executive Board), it would seem advisable not to change the six-year period covered by the Medium-Term Strategy document.



36. The C/4 document should be a document that includes programmes corresponding to UNESCO's fields of competence and a limited number of interdisciplinary programmes related to transverse issues. The sectors should be maintained as the reservoir of expertise, cooperating and working in an intersectoral way. There can be no interdisciplinarity if there are no disciplines.

37. UNESCO's initiative of drawing up the next Medium-Term Strategy around an analysis of the main trends towards change worldwide that could influence its areas of competence was felt by the Latin America and Caribbean region to be appropriate, and the trends identified in document 159 EX/39 were considered relevant and worthy of support.

38. Although these trends are present in Latin America and the Caribbean, the regional debate about them pointed up certain particular areas of emphasis considered to be priority. These are as follows:

- (a) Strengthening democracy (with reference to authoritarian enclaves and factional powers, expanding and intensifying democratic institutions).
- (b) Democratization of society, with the aim of achieving greater social cohesion and integration, with reference to the following aspects, among others:
  - redefining citizenship in such a way as to ensure that new demanded and/or expressed rights have institutional counterparts;
  - overcoming old and new forms of exclusion;
  - restructuring social actors to achieve greater citizen participation and reinforce civil society;
  - defending and achieving equality in sociocultural realities that demand to be recognized, where equality is understood to be a reduction in social disparities and therefore implies a redistribution process;
  - redistributing income in response to the persistence and aggravation of poverty.
- (c) Overcoming the economic patterns of so-called "structural adjustments" to give way to integral long-term development models that are stable, viable and sustainable and also multisectoral, an indispensable condition for more complete involvement in the international economy.
- (d) Respect for cultural diversity.
- (e) Attention to vulnerable groups, developing flexible proposals that are adaptable to different needs (education, health, employment, prevention of natural disasters).
- (f) Equity and equality in access to knowledge and its dissemination. There is a need to form a critical mass that can be applied to solve our most pressing development problems by making an effort to develop social, scientific and technical thought.

### **Presentation and structure of the biennial programme and budget for 2002-2003**

39. It was felt more appropriate for the C/5 document to keep a mixed structure that presents both major programmes and transdisciplinary themes. This enables structures and means of implementation to be flexible, allocating specific responsibilities by sector at the work plan level. The document should include follow-up to the Focus on the Caribbean project and should also present regional and subregional strategies placing emphasis on the most urgent activities for each cluster of countries.

40. The participants expressed the need to maintain the same structure of major programmes established in document 30 C/5, which are as follows:

- (a) Lifelong education for all.
- (b) Science at the service of development.
- (c) Cultural development: heritage and creativity.
- (d) Towards a communication and information society for all.

One representative expressed his country's interest in the social sciences being included as a new major programme.

41. Emphasis should be placed on the following transdisciplinary themes:

- (a) Poverty eradication.
- (b) The impact of globalization on developing and less developed countries.
- (c) Ethics of science.
- (d) Culture of peace.
- (e) Good governance, democracy and citizen participation.
- (f) MOST programme.
- (g) Small islands and coastal regions.
- (h) Management and use of water resources.
- (i) Universal access to education and knowledge.
- (j) Natural disaster prevention culture.

42. One representative stated that the transdisciplinary programme "Towards a culture of peace" needs to be properly evaluated so that it can be considered in a more operational context in document 31 C/5.

43. There was general agreement that UNESCO should get more involved in regional and subregional integration processes in its areas of competence, recognizing the different integration mechanisms as partners and bolstering the programme's budget performance at the field office level.

44. With regard to the measures to be taken to ensure the effective implementation of activities, it was recommended that the Organization should make it possible to take actions aimed at encouraging horizontal and multilateral cooperation, in order to take advantage of the strengths of the region's different countries in UNESCO's areas of competence. In this regard, the leading role that regional and subregional offices should play was stressed, in particular by maintaining regular contacts with the National Commissions and with other competent authorities of the countries.

#### **E. Priorities under the biennial programme for 2002-2003**

45. The Consultation expressed itself in favour of UNESCO achieving greater balance in the proportion of budgetary resources accorded to each field of action. It was not possible to arrive at an exact percentage for each field. However, it was proposed that 15% of the programme budget be earmarked for the transdisciplinary themes/projects.

46. It was also felt to be appropriate to achieve greater balance between the allocations for natural sciences and social sciences.

Nevertheless, a significant number of representatives expressed the opinion that UNESCO should continue to concentrate its greatest efforts on the field of education.

47. It was underlined that priority activities must reflect the previously defined priority fields of action.

#### Education

- (a) Follow-up to the Dakar Forum and the Santo Domingo Forum:
  - the fight against illiteracy;
  - access to basic education for all and staying in school;
  - lifelong education;
  - education in values;
  - introduction of new technologies (with emphasis on distance education);
  - early education;
  - inclusive education.
- (b) Education reform, particularly in the secondary education sector.
- (c) Evaluation of the quality of education.
- (d) Transforming higher education in the context of globalization and its relation to the other levels of education, with an emphasis on teacher training.
- (e) Science and technology education at all levels.
- (f) Technical and vocational education.

- (g) Management of performance (indicators project in Latin America and strengthening of CREMIS).
- (h) CARNEID and Associated Schools projects.

### Sciences

- (a) Promotion of the guidelines on scientific ethics agreed at the Budapest World Conference.
- (b) Promoting an integrated view, conception and action in natural sciences, social sciences and humanities.
- (c) Promoting a new vision and culture of water with intersectoral and interdisciplinary action and vision.
- (d) Promoting the defence of natural heritage, especially in the field of biodiversity.
- (e) Democratization of the scientific agenda in globalization processes.
- (f) Definition of strategies and policies by Member States to address the issue of the privatization of science and its outputs.
- (g) Definition and implementation of scientific policies and institutions based on the development of science and technology, prioritizing the most vulnerable States and areas in the region.
- (h) Fostering the equitable transfer and sharing of scientific knowledge.
- (i) Democratizing and popularizing science, and democratic participation in defining priorities on the science and research agenda.
- (j) Regional and subregional dissemination and adaptation of the Santo Domingo and Budapest science conferences, prioritizing opinion formers and decision-makers.
- (k) Protection and enhancement of coastal zones and the marine environment.
- (l) Natural disaster prevention measures and reconstruction.

### Culture

- (a) Formulation of new cultural policies (follow-up to the Stockholm Action Plan).
- (b) Cultural diversity, promoting pluralism and fostering intercultural dialogue.
- (c) Protecting and preserving heritage: cultural and natural, tangible and intangible, water and underwater.
- (d) Promotion of traditional and popular cultures.
- (e) Culture and development: cultural industries, intellectual property rights; cultural tourism.

### Communication

- (a) Universal access to information and new technologies.
- (b) Cyberethics: ethical and legal aspects of information technology.
- (c) Infostructure development.
- (d) Strengthening the transverse role of information and communication (and the corresponding technologies) in UNESCO's fields of competence.

48. It was felt that the action plans approved in the major world and regional conferences hosted by the Organization, which include the priority tasks to be carried out and specific responsibilities for UNESCO, should be the main input for the Organization's work in the future. In each priority area, activities were given the following order of importance:

### Education

- (a) Follow-up to the World Education Forum, Dakar, and Santo Domingo:
  - the fight against illiteracy;
  - basic education;
  - lifelong education;
  - education in values;
  - introduction of new technologies with emphasis on distance education;
  - early education;
  - inclusive education.
- (b) Reform of secondary education.
- (c) Evaluation of the quality of education.
- (d) Transforming higher education in the context of globalization and its relation to the other levels of education, with an emphasis on teacher training.

### Sciences

- (a) Promoting the guidelines on scientific ethics agreed at the Budapest World Conference.
- (b) Promoting an integrated view, conception and action in natural sciences, social sciences and humanities.
- (c) Promoting a new vision and culture of water with intersectoral and interdisciplinary action and vision.
- (d) Promoting the defence of natural heritage, especially in the field of biodiversity.

- (e) Democratization of the scientific agenda in globalization processes.
- (f) Definition of strategies and policies by Member States to address the issue of the privatization of science and its outputs.
- (g) Definition and implementation of scientific policies and institutions based on the development of science and technology, prioritizing the most vulnerable States and areas in the region.
- (h) Fostering the equitable transfer and sharing of scientific knowledge.
- (i) Democratizing and popularizing science, and democratic participation in defining priorities on the science and research agenda.
- (j) Regional and subregional dissemination and adaptation of the Santo Domingo and Budapest science conferences, prioritizing opinion formers and decision-makers.

#### Culture

- (a) Formulation of new cultural policies.
- (b) Cultural diversity, promoting pluralism and fostering intercultural dialogue.
- (c) Protecting and preserving tangible and intangible, cultural and natural, water and underwater heritage.
- (d) Promotion of traditional and popular cultures.
- (e) Culture and development: cultural industries.

#### Communication

- (a) Universal access to information and new technologies.
- (b) Cyberethics: ethical and legal aspects of information technology.
- (c) Infostructure development.
- (d) Strengthening the transverse role of information and communication (and the corresponding technologies) in UNESCO's fields of competence.

49. UNESCO should adapt its functions to the priorities identified. These functions include its role as an intellectual forum, a laboratory of ideas and an ethical point of reference, its standard-setting work, its essential analysis function, and in particular its work as an organization providing advice and expertise for the design and implementation of policies, programmes and projects.

50. The forms of action proposed are: advisory services and technical assistance; pilot projects; transfer of knowledge and use of expatriate human resources; dissemination of best practices; identification of centres of excellence.

51. The major problems and themes that should be subject to a transdisciplinary approach are the following:

- (a) poverty eradication;
- (b) water resources management;
- (c) good governance and participation;
- (d) ethical problems in science and technology;
- (e) universal access to science and technology;
- (f) environment and development in coastal zones and small islands;
- (g) natural disaster prevention and preparedness;
- (h) small Member States.

## **CONSULTATION OF NATIONAL COMMISSIONS OF THE EUROPE REGION**

**Bled, Slovenia (11-14 June 2000)**

1. The discussions were opened with a presentation of the Consultation document prepared by the Secretariat. The work of the Task Force on UNESCO in the Twenty-First Century was then presented by Mr Michel Agnaieff, Chairperson of the Task Force, who recalled that the Executive Board had requested the Director-General to take into account the Interim Report, submitted to it at its 159th session, in the preparation of the C/4 and C/5 documents. The debates in plenary which followed those presentations reflected vigorous, resolute support for the reform policy initiated by the Director-General of UNESCO. It was stressed in particular that UNESCO must adapt to the new context of international cooperation, whose key feature was the emergence of actors from civil society. The disparities in the development level of different countries, sometimes linked to the process of globalization, should lead UNESCO to contribute effectively, within its spheres of competence, to the struggle against poverty and exclusion. Finally, ethical concerns must be at the core of the Organization's activities.

2. The Interim Report of the Task Force on UNESCO in the Twenty-First Century prompted a positive response. Participants felt that it would be a useful tool for the renewal of UNESCO's programmes, provided that the proposals it contained could be translated into concrete forms of action.

3. The discussions also focused more specifically on sections A, B, C and D of the Consultation document. The many proposals formulated were taken up and explored in detail by the working groups, which examined the document in its entirety and submitted their conclusions for approval in plenary meeting. The part of the report that follows aims to sum up the observations and recommendations formulated in plenary, and those put forward by the working groups.

### **A. Stakes and challenges at the dawn of the twenty-first century**

4. Participants took note of the main trends highlighted in the consultation document and in the Interim Report of the Task Force (159 EX/39, Part II).

5. However, they highlighted more particularly a number of key features of those new issues and challenges:

the phenomenon of globalization, in all its forms, which called for responses of an ethical nature geared in particular to the promotion of cultural diversity;

the information and communication revolution, which entailed a radical updating of traditional approaches in matters of information exchange and the transfer of knowledge;

worsening poverty, inequality and exclusion. UNESCO's contribution to the concerted efforts of the United Nations to reduce those evils should not be confined to the field of education, but must also turn to account its unique role in the social and human sciences, as well as in the fields of culture, science and communication.



6. There were frequent allusions during the discussions to progress in science and technology, **population-related phenomena**, environmental problems and threats to peace, security and human rights.

7. Participants vigorously urged that UNESCO take a bold approach to major world issues. They felt that seeking a consensus at all costs, which did not foster intellectual debate, should not be the rule within the Organization. Such issues, which did not concern UNESCO alone, still less only one of its sectors, should serve as a starting point for the formulation of its programmes. The Organization's activities could then be grouped together around such federative concepts as citizenship, combating exclusion, and cultural pluralism. That would enable greater coherence and visibility to be given to activities that were at present dispersed.

8. Basically, UNESCO must be able to monitor how the modern world was evolving, to evaluate the impact of such trends in its fields of competence, and to adapt thereto, while at the same time bearing in mind the ethical reference that was at the core of its mandate.

## **B. Principles and fields of action**

9. The validity of UNESCO's Constitution, and the relevance of its mission today, were fully confirmed, particular stress being placed on the intellectual and moral solidarity of humankind: being true to its mandate was the principle that must guide all renewal of the Organization.

10. The aim at present must be to undertake, on the basis of those principles, a radical overhaul of approaches and methods of action. The key criteria that should guide such a renewal might be broadly modelled upon those contained in the Task Force's Interim Report (159 EX/39).

11. Moreover, participants highlighted the fact that UNESCO did not act alone, and that its relations with the other international agencies must be seen in terms of cooperation. That principle must enable its action to be better focused and significantly to increase its effectiveness. The "comparative advantages" criterion available to the Organization must also contribute to the selection of those areas in which UNESCO's action had genuine "added value".

### **Priority fields of action**

12. The participants felt that UNESCO should assert its role as lead agency in all aspects of ethics and standard-setting relevant to its fields of competence. Moreover, education in the broad sense of the term, was frequently identified as a pre-eminent field of action, provided that UNESCO played an innovatory role and did not remain content to reproduce existing models.

13. More specifically, the following fields of action were mentioned: lifelong education; human rights education; cultural and artistic education; environmental education; promotion of cultural and linguistic diversity; preservation of the cultural heritage; ethics in science and information; access to information and sharing of knowledge (the list is not being strictly exhaustive). Particular mention was also made of follow-up activities to world conferences.

14. Some participants chose to refer to the priority fields of action mentioned in Part III of document 159 EX/39, while pointing out certain *lacunae* relating to cultural policies and to the international development of higher education.

15. In any case, it was emphasized that UNESCO's role as lead agency could be judged only on the basis of results obtained, and that UNESCO did not a priori enjoy any monopoly position. Cooperation must therefore be the rule. The Organization must have an active policy of partnership with the other organizations, even at regional level: for example, complementarity with the Council of Europe was mentioned notably in the field of cultural policies and cultural heritage, or for specific projects such as "Education for democratic citizenship", or the European Year of Languages. As regards the United Nations system, the example of technical and vocational training (in cooperation with ILO) and that of human rights education (in cooperation with the United Nations High Commissioner) were also cited.

16. Participants felt that UNESCO should prune its programmes very substantially, and abandon or temporarily shelve activities of lesser priority - priorities needing to be weighted and staggered by time. They nevertheless considered that, in the absence of reliable evaluation data, it was almost impossible at that stage of the Consultation to specify precise fields of action. It was nevertheless proposed that, in order to take account of the limited resources of the Organization, some programmes could be allocated reduced resources, and implemented essentially by other agencies (World Intellectual Property Organization in the case of copyright, for example). That could be a temporary measure that would not preclude such programmes being more substantially endowed in the future.

17. Furthermore, the new programming principles should make for rigorous, systematic evaluation. As an immediate step, it was proposed that the number of publications be reduced (some participants suggesting in particular, subject to the conclusions of the current evaluation, that the various world reports published by UNESCO be limited to a single report), and that the prizes awarded by the Organization be rationalized.

### **Interdisciplinarity**

18. Participants were unanimous in considering that interdisciplinarity (some wished to add the terms "multidisciplinarity" and "transdisciplinarity") was not only a basic requirement for grappling with the complexity of the modern world, but an invaluable asset to the Organization, in view of the extensiveness of its sphere of competence. It should be capable of making the most of that "plus"; in other words, transdisciplinary approaches must gradually become the rule in the design and implementation of its programmes.

19. That necessary trend must naturally be attended by a vigorous effort to decompartmentalize the Organization. The ideal means of doing so would be to set up intersectoral projects, designed for a limited period and geared to a proper timetable of implementation. Endowed with specific financial resources of their own, such projects would be the subject of evaluation at each major stage in their execution.

20. Apart from those featured in the Consultation document, several examples were proposed: basic education, science education (within the framework of the follow-up to the Budapest conference), intangible heritage, impact of information and communication technologies, etc. As a general rule, the major world problems upon which UNESCO might choose to focus should be approached from an interdisciplinary standpoint.

## **C. Functions and roles**

21. There was unanimous agreement concerning the relevance of the functions outlined in the Consultation document; however, it was made clear that those functions must be coherently interconnected, and adjusted flexibly in accordance with the nature of each activity.

22. More specifically, the following observations were formulated:

### **(i) Forum and “intellectual watch”**

That was an essential function, corresponding to an area in which the expectations of the intellectual community were highest, and where UNESCO was more particularly required to show boldness and imagination. The themes to be considered corresponded very closely to the issues and challenges outlined in Part A, but it was vital that UNESCO’s thinking be continuously geared to the evolution of social issues worldwide. That presupposed that UNESCO remain open to the entire intellectual community, to professional bodies and to NGOs.

As part of its standard-setting action, UNESCO must give priority to the implementation of existing instruments. International debate on the difficulties encountered in applying some of those instruments should be particularly encouraged.

### **(ii) Clearing house**

Having regard to its limited resources, UNESCO should rely on existing networks, that it had helped to create, for the purpose of disseminating specialist information. Moreover, the methods of gathering statistical data needed to be radically renewed through the use of new technologies.

### **(iii) National capacity-building**

UNESCO could not do everything. It should not therefore provide direct support to national institutions, but rely rather on existing networks, in particular that of the UNESCO Chairs. The Fellowships Programme should be developed and rationalized, taking account of bilateral and multilateral partnerships. Finally, the Organization’s action in the sphere of cooperation for development should be focused on assistance in national policy-making.

## **Priority groups**

23. The approach that consisted in singling out priority groups was deemed to be wholly inadequate. In particular, young people should not form a target group, but should be integrated into the activities and the very life of UNESCO. In point of fact, the fight against poverty and exclusion embraced all such groups as defined.

24. Participants made a point of reaffirming, in the most vigorous terms, that equality between the sexes must be a basic concern and principle of action, one that permeated all UNESCO’s thinking, its programmes and its activities.

## **UNESCO's partners**

25. Participants were unanimous in challenging certain forms of words in the Consultation document: Member States and their National Commissions were not partners of UNESCO; they were an integral part of the Organization and must be treated as such. The concept of "new partners" was considered extremely vague, and it was stressed that establishing partnerships at national level, in particular with parliamentarians, should be undertaken in liaison with National Commissions. In order to enable the latter to play a mobilizing role as catalysts, their relations with the Secretariat (whether at Headquarters or in the field) should be improved, and their involvement in programme implementation significantly strengthened. The Secretariat should also foster cooperation among National Commissions, particularly at interregional level.

26. With regard to relations between UNESCO and the other agencies of the United Nations system, participants considered that the principle of complementarity and rational division of labour should prevail, and that synergies should be strengthened around common issues (see Part A of the report). Many participants felt that relations between UNESCO and regional organizations, such as the Council of Europe, or subregional organizations such as the European Union, should be strengthened through a more active approach taken by the Organization.

27. Moreover, the Organization should adopt a more effective and coherent strategy for cooperating with NGOs, and seek from them - but also from other public, academic and private partners - skilled services and expertise, with all the appropriate flexibility. In its resolute progress towards a strategy of "getting things done", UNESCO must ensure that it retained control over the activities that it entrusted to outside agencies, and that it was able to select those agencies as effectively and reliably as possible.

## **D. Structure of the Draft Medium-Term Strategy and the Draft Programme and Budget**

### **Nature and scope of the Medium-Term Strategy (C/4)**

28. Participants clearly stated that the C/4 document should be fully consonant with the desire for new approaches voiced during the discussions. To that end:

The C/4 document should be a general policy document. It should be brief, clear and readable, and should set out objectives and the targets to be attained in the medium term. It should map out main lines of action and serve as a reference for the three C/5 documents which constituted its concrete implementation, and which must possess the same qualities of rigour and sobriety.

It should contain a recapitulation of the undertakings made within the framework of major world conferences by the United Nations system and of the obligations and cooperative actions which result therefrom for the Organization.

It should be a "rolling plan" type of document, in the sense that the objectives assigned to the Organization could be revised in accordance with international developments and the assessment of the results achieved at the end of each biennium.

It should serve as a reference tool for the various actors in international life, who would thus be encouraged to cooperate with UNESCO with a view to attaining common objectives.

Finally, it should be structured essentially in terms of the transverse themes, while indicating the contribution to be expected from the various UNESCO programme sectors.

### **Presentation and structure of the biennial Programme and Budget for 2002-2003**

29. Broad agreement was reached in favour of a combined structure in the layout of the next C/5 document. Presentation by major programmes should be maintained, insofar as the different sectors corresponded to UNESCO's permanent missions and constituted, as it were, the Organization's reserves of expertise. However, that structure should be supplemented by a thematic approach, corresponding to intersectoral projects with fixed time-limits.

30. It was recalled that all programming should be geared to achieving results, and should permit evaluation of programme implementation. Some participants considered that the C/5 document should contain indications regarding activities that could be conducted in cooperation with National Commissions, or with other international organizations. It was also proposed that in order to facilitate decision-making by the governing bodies, the C/5 document might present choices between different forms of programme implementation, together with precise budget indications.

31. The wish was also expressed that region-wide intersectoral projects be presented in the next C/5 document, with precise indications of the resources earmarked.

### **E. Priorities under the biennial programme for 2002-2003**

32. The participants firmly declined to discuss the question of the distribution of resources, feeling it to be, in the absence of any evaluation factor, irrelevant. They recommended that, on the contrary, budgetary choices be made as an outcome of programming decisions. Several participants made a point of highlighting the importance of the social and human sciences, the budget allocation for which should not be neglected.

33. Finally, participants expressed the view that the priority fields of action in the C/5 document should correspond to those identified under the Medium-Term Strategy.

## **CONSULTATION OF NATIONAL COMMISSIONS OF THE ARAB STATES REGION**

**Cairo, Egypt (19-22 June 2000)**

### **A. Stakes and challenges at the dawn of the twenty-first century**

1. The participants agreed that although the challenges specified in the document have a direct impact on all societies and consequently have major repercussions on UNESCO's role and fields of competence, some were more closely linked to the Arab region and should be considered in the preparation of the Draft Medium-Term Strategy and the Draft Programme and Budget. Those were as follows:

#### **Challenges facing the Arab region**

1. Effects of globalization.
2. Water scarcity, distribution and usage, desertification and aridity.
3. Widening of the gap between developed and developing countries.
4. Access to information and new technologies.
5. Environmental and nuclear pollution.
6. Poverty.
7. Effects of the blockades (with the reservation of the representative of Kuwait).
8. Democracy and governance.

### **B. Principles and fields of action**

2. The participants reaffirmed the importance of the intellectual and ethical role of UNESCO, which is its distinctive feature, and believed that it should be maintained. By assuming this role, UNESCO would also be contributing through education, science, culture and communication to the promotion of a common understanding among peoples.

3. They emphasized, however, that further efforts should be exerted to create a better equilibrium in UNESCO's action between the intellectual and theoretical aspect on the one hand and field application on the other. Efforts should in addition focus on the protection of the cultural and linguistic diversity of the different societies. They agreed on the need for strengthening coordination with other specialized international organizations to ensure complementarity and avoid duplication.

4. The participants also emphasized the need to increase the effectiveness of the Organization's methods and procedures for the realization of the outlined objectives, and ensure a better attainment of the targets set. A close control of administrative expenditure, which still continues to draw on a major part of the Organization's resources and budget, should be maintained.

5. The participants then reviewed UNESCO's four fields of competence, defining priorities of action in each. They stressed the need to abide by the resolutions adopted by international and regional conferences concerning challenges, noting in particular the Arab Regional Conference on "Education for All: Year 2000 Assessment" (Cairo), the World Education Forum (Dakar), the World Conference on Science (Budapest), the Intergovernmental Conference on Cultural Policies for Development (Stockholm), the World Conference on Higher Education (Paris) and the Second International Congress on Technical and Vocational Education (Seoul).

6. They then agreed on the following priorities:

#### Education

- (a) Compulsory basic education and the quality thereof.
- (b) Literacy, adult and continuing education.
- (c) The use of informatics technology in education and scientific and technological literacy.
- (d) Developing methods of education and distance education.
- (e) Adequacy of university education and its efficiency.
- (f) Emphasis on the academic and applied aspects of higher education.
- (g) Development of technical education and linkage to labour market.
- (h) Promoting international and regional cooperation in the field of higher education by means of reinforcing the UNITWIN/UNESCO Chairs Programme.
- (i) Providing educational opportunities to persons with special needs and to the talented at the different levels of education.

#### Sciences

- (a) Developing science education at the university by using information and communication technology.
- (b) Reinforcing and building up national capacities for the design and implementation of policies related to science and technology.
- (c) Supporting and encouraging the participation of women in scientific activities.
- (d) Promoting and consolidating the popularization and dissemination of science.
- (e) Directing science for peaceful and developmental purposes and linking it to the natural and social environment.
- (f) Promoting and reinforcing the ethics of science.

- (g) Encouraging the production and exchange of scientific knowledge and narrowing the knowledge gap.
- (h) Consolidating and developing the human and social sciences and study of the impact of social transformations.
- (i) Promoting and reinforcing partnerships between universities and industry.
- (j) Development and encouragement of scientific research.

### Culture

- (a) Reaffirming the cultural identity of peoples.
- (b) Ensuring the restitution of illicitly appropriated cultural property and implementation of the relevant international conventions.
- (c) Laying down the ethical criteria associated with cultural production.
- (d) Disseminating information on world heritage and civilizations through international media networks.
- (e) Encouraging national capacities for the establishment of a database on cultural achievements and tangible and intangible cultural properties.
- (f) Developing cultural industries.
- (g) Inscription of more Arab monuments and sites on the World Heritage List and ensuring the protection of monuments and sites already inscribed.
- (h) Use of the Arabic language in UNESCO publications.

### Communication

- (a) Helping developing countries to acquire the latest information and communication techniques and establish the capacity-building necessary for their management and use.
- (b) Expansion of and easier access to public domain information.
- (c) Strengthening national capacities for participation in information production and not just its use.
- (d) Expansion of the use of information and communication technology in all UNESCO's fields of competence.

### Interdisciplinarity

The participants observed that UNESCO, within the framework of the United Nations, was characterized by multidisciplinary. However, its action for a long time has been based on sectoral programmes. Therefore, they considered that interdisciplinary projects deserved more attention.



Although education is UNESCO's main field of competence, the objectives of the Organization were achieved through its links with the cultural, social and economic environment. For example, literacy programmes could only achieve a response if they corresponded to the economic, social and cultural needs of the learners.

They were of the opinion, therefore, that programme concentration (and the accompanying concentration of financial resources) obliged UNESCO to increase intersectoral cooperation in its interdisciplinary programmes.

### **C. Functions and roles**

The participants considered that international cooperation in the intellectual field was still UNESCO's main mission. However, considering that the issue of "functions and roles" was not so much linked to the principles on which UNESCO's action was based as to the ways and means of carrying out these functions, there was a need to ensure an equilibrium between intellectual action and field implementation.

They reaffirmed that that required recourse to national and regional expertise to reinforce the partnership between national and regional institutions, cooperation in the field of development with the partners concerned and UNESCO's effective presence in the Member States.

In that respect, the participants also recommended "cooperation for development" within the framework of the Organization's programmes and projects.

### **Priority groups**

The participants were of the view that the principle of "priority groups" should not be maintained and instead the relevant programmes and issues should be emphasized within the sectoral programmes. Such programmes could be developed and adjusted if need be.

### **UNESCO's partners**

In its efforts to maintain direct relations with national partners and "new partners" and taking account of the fact that the allocation of roles between National Commissions and regional offices and between National Commissions and non-governmental organizations was not clearly defined, the real role of the National Commissions was being undermined. The participants, therefore, reaffirmed that the Organization should continue to consolidate its relations and cooperation with all international organizations and maintain cooperation with its traditional national partners and new partners through the National Commissions. UNESCO should also undertake the necessary measures to activate the role of the National Commissions.

### **Decentralization**

The participants were of the opinion that this issue should be reviewed to ensure its effectiveness. Also, its role and area of action should be defined and a clear and appropriate budget should be allocated. Each field unit should undertake the preparation and implementation of regional, subregional and national programmes. Such programmes should be clearly defined and implemented by experts.

The relationship between field units and Headquarters should be re-examined as it required further clarification, or even a complete review, should be undertaken with a view to ensuring that these units were provided with the tools necessary for their successful functioning.

#### **D. Structure of the Draft Medium-Term Strategy and the Draft Programme and Budget**

##### **Nature and scope of the Medium-Term Strategy (C/4)**

The participants were of the opinion that the C/4 document should be:

- a relatively short general policy document outlining the major objectives that the Organization is setting for itself with clearly defined targets that are easy to understand;
- a document that could be adjusted every two years if need be, taking account of the development of the international situation, the type of changes and the results achieved with regard to UNESCO's objectives and lines of action;
- a document defining UNESCO's missions and lines of action and giving indications of anticipated implementation stages in order to facilitate cooperation with all potential partners;
- a document of a mixed structure combining the major programmes and transdisciplinary issues.

The participants believed that the Medium-Term Strategy could cover a period of six years with three programme-and-budget periods, allowing for comparison between actual implementation and the initial vision and the introduction of adjustments as necessary.

##### **Presentation and structure of the C/5 document**

The participants were of the view that the C/5 document was essentially a tool for action providing guidelines for Member States. As such it should be practical, free of complexities and clear in its programmes and objectives. They proposed that the document should be:

- of a mixed structure based on the traditional major programmes - education, sciences (natural, social and human sciences), culture and communication - and on transdisciplinary themes.

Each major programme should be divided into two sections: one of activities with international scope and the other of activities having regional, subregional or national scope. The implementing units should be specified and the budget allocated for that purpose should be defined. The participants were of the view that in order for the UNESCO Secretariat to use the SISTER system in presenting the C/5 document, it was necessary to ensure that Member States (and in particular the National Commissions) had a full understanding of the way that system works.

**E. Priorities under the biennial programme for 2002-2003**

Participants examined the documentation dealing with programme priorities and proposed that the following percentages of the programme budget be allocated to the four sectors of UNESCO:

	%
Education	38
Science	30
Culture	15
Communication	17

The participants recommended that the priorities previously established for the four major programmes be considered when preparing the programmes and projects contained therein. A regional and subregional strategy for the required activities should be included in the C/5 document.

At the closing of the meeting, the participants recommended that a cable of thanks be sent to H.E. Minister of Higher Education and Minister of State for Scientific Research. They also expressed their deep thanks and appreciation to the Arab Republic of Egypt and to the Director-General of UNESCO, as well as to the UNESCO Cairo Office and the Egyptian National Commission for UNESCO for their generous hospitality as well as for their tireless efforts to ensure the success of the consultation meeting.

The representative of Morocco issued an invitation to hold the next meeting of the Arab National Commissions in Morocco.

In the name of God, the Merciful and the Compassionate

**RECOMMENDATIONS**  
**of the Meeting of National Commissions of the Arab Region**

*held on the margin of*

*the Director-General's Consultation Meeting  
of National Commissions for UNESCO of the Arab Region  
on the preparation of the Draft Medium-Term Strategy (31 C/4)  
and the Draft Programme and Budget for 2002-2003 (31 C/5)*

**Cairo, Arab Republic of Egypt**

22 June 2000

In the light of the proposed policy of the Director-General of UNESCO on decentralization (159 EX/5) and of the progress report on the work of the Task Force on Decentralization presented by a Member of the Task Force, Mr El Fateh Hamad, Director of UNESCO New York Office, and considering that these documents were not the object of discussion, the representatives of the National Commissions, at their meeting held on the margin of the Consultation Meeting, decided to examine ways of activating the role of National Commissions enabling them to carry out their functions effectively.

The participants discussed the role of National Commissions and called upon the Director-General of UNESCO to undertake the necessary measures with a view to activating the role of the National Commissions, considering that they are the Organization's essential partners in the Member States, by means of:

1. Holding periodical meetings (biennially) to prepare the Organization's programmes before the convening of the General Conference.
2. Implementing the principles of the Charter of the National Commissions to avoid the marginalization of their role in implementing UNESCO's programmes and emphasizing the importance of cooperation with UNESCO Offices through legitimate channels.
3. Undertaking the necessary measures to activate the role of the Standing Committee of National Commissions for UNESCO.
4. Coordinating between UNESCO and the concerned regional organizations in the Arab region to avoid duplication of activities in the implementation of their strategies.
5. Providing UNESCO's Permanent Delegates and Executive Board Members in the Arab States with the Report of the Cairo Consultation Meeting.

## CONSULTATION OF NATIONAL COMMISSIONS OF THE AFRICA REGION

Windhoek, Namibia (26-30 June 2000)

1. The discussions in plenary focused primarily on the nature of the reform of UNESCO. It was emphasized that the Organization's ultimate purpose, as defined in its Constitution, remained fully valid, in particular vis-à-vis the profound transformations currently taking place within a context of ever-accelerating globalization that was in danger of leaving some regions, including Africa, on the sidelines. The importance of UNESCO's contribution to peace and development in Africa was particularly emphasized, at a time when conflicts, the spread of extreme poverty and the AIDS pandemic called for a strengthening of the Organization's action. By virtue of its ethical and standard-setting mission, the Organization must indeed give proof of greater boldness in tackling the underlying causes of conflicts.

### **A. Stakes and challenges at the dawn of the twenty-first century**

2. Participants took note of the main trends highlighted in the Consultation document, and urged the need to grade the impact of such trends upon Africa at a time when it was imperative for the continent to reverse the flow in order to move from the consumer stage to that of producer, and to be able to benefit fully from the positive features of globalization. Peace and development were the main issues at stake at the dawn of the twenty-first century.

3. They were more particularly concerned to highlight a number of marked trends that affect the continent in particular, as well as other regions:

extreme poverty, exclusion and worsening inequalities;

the persistence of armed conflicts between and within States and the need to ensure that the values of a culture of peace prevail;

population problems, in particular those created by the urban development boom;

new forms of illiteracy;

globalization: the dangers of multi-speed development, sociocultural standardization, accelerating privatization;

the need to harness human resources more effectively, at a time when there was no let-up in the brain-drain from the continent;

access to and use of the new technologies.

4. Other issues raised included the HIV/AIDS pandemic, environmental deterioration and the need to strengthen democratic governance.

5. Participants highlighted the need for UNESCO to commit itself more radically in its fields of action, by better targeting its objectives while at the same time establishing more effective means of cooperation with the other agencies of the United Nations system and with those created under the Bretton Woods Agreement. In that context, the ethical role of the Organization and its mobilizing and anticipatory functions should be strengthened, as should

its action on behalf of the most disadvantaged and most vulnerable countries. That would serve to enhance the Organization's visibility and its credibility.

## **B. Principles and fields of action**

6. Participants vigorously reaffirmed the contemporary relevance of UNESCO's Constitution, its contribution to peace and security - in particular in matters of prevention and non-violent settlement of conflicts - and its role of intellectual, strategic and ethical watch.

7. They also stressed that, in undertaking its reform, UNESCO must give proof of more creativity in order to ensure greater and more effective cooperation with all the United Nations agencies working to promote development.

8. The following were some of the principles highlighted that should underlie the choice of its fields of action: solidarity, equity and equality among Member States, with particular attention to regions and countries in which problems are most acutely felt; flexibility and openness to change; broader consultation; commitment to wide-ranging actions having a tangible and lasting impact. Particular prominence was given to the need to formulate regional strategies that drew more upon the capacities actually available in the regions.

9. Among the criteria adopted, mention should be made of the following: conformity with the Organization's essential mission; continuing focus on pre-established, clearly defined priorities, and proper management of available resources.

10. Cultural factors should be taken into account in all the Organization's fields of competence.

### **Priority fields of action**

11. Participants highlighted the importance of UNESCO's ethical role, its function in providing advice and expertise, including within the scope of its cooperation with other agencies of the United Nations system. It was also essential that UNESCO, which had devoted much effort to devising strategies designed to provide solutions to development problems and to establishing a lasting peace, follow up and effectively implement the strategies, guiding principles, recommendations and action plans to be given concrete expression at global, regional and national levels. The need to ensure effective follow-up of the undertakings given at the major conferences, such as MINEDAF VII, the World Education Forum, the World Conference on Science, the Intergovernmental Conference on Cultural Policies for Development, or within the framework of the objectives of the *OAU Decade for Education*, was very strongly stressed by a majority of participants.

12. More specifically, the following fields of action were mentioned as being those in which UNESCO should assert its role as lead agency, and develop its cooperation with other agencies and partners: basic education for all as a fundamental human right (including the relaunching of literacy programmes; combating poverty; capacity-building in science and technology; technical and vocational education; the environment; upgrading and development of the tangible and intangible heritage; and access to information and communication technology. Fund-raising was a crucial factor in responding to these various challenges.

13. Capacity-building and the creation of centres of excellence should be priority features of all the Organization's major programmes. Support should be given in particular to the activities of the International Institute for Capacity-Building in Africa (Addis Ababa).

14. Finally, participants expressed the view that UNESCO should, within its spheres of competence, focus its action on the following priority fields:

#### Education

Lifelong education for all, with particular emphasis on early childhood education, basic education, literacy and post-literacy.

Development of science and technical education at secondary level.

In-service training for teachers and key literacy personnel.

Technical and vocational education.

Special education, in particular in countries in conflict or post-conflict situations.

Adult education and non-formal education.

Higher education (and in particular distance learning).

Educational policy-making, research, management and planning.

Information services relating to education systems.

Educational guidance and counselling services for women and girls.

#### Natural sciences

Promotion of research and formulation of science policies.

Renewable energy sources, in particular the World Solar Programme (solar villages).

Establishment and strengthening of science and technology education centres.

Continuation of the five intergovernmental scientific programmes (MAB, IHP, IOC, IGCP and MOST) in an interdisciplinary context.

Partnerships between science and industry.

Training of science and technology teachers, in particular at secondary level.

The ethics of science.

Application of biotechnologies.

### Social and human sciences

All participants stressed the importance of the social and human sciences for the Organization's action. Some speakers considered that the social and human sciences should be the subject of a separate major programme. The following priorities were selected:

Promotion of peace, human rights and democracy;

Training for women to enable them to play a more active role in development;

Continuation of the MOST programme;

Anticipation and future-oriented research.

### Culture

Priority should be given to the following themes.

Promotion of cultural diversity.

Capacity-building for cultural policy-making, preservation and protection of monuments, museum development, preservation of the cultural heritage, oral traditions, the intangible heritage and historical archives.

Acknowledgement of the cultural dimension of development.

Cultural industries.

Support for the preparation of applications for inclusion of sites on the World Heritage List, including expressions of the intangible heritage.

Promotion of national languages and mother tongues.

Affirmation of cultural identities within the context of intercultural and interreligious dialogue, at both national and international levels.

More thorough exploration of the role of cultural factors in the prevention and treatment of AIDS.

### Communication and information

The following priorities were singled out:

Encouraging access to, and use of, the new information and communication technologies by all.

Democracy and freedom of expression.

Promotion of media pluralism and independence.

Training of personnel and establishment of centres of excellence.

Teacher training in the use of the new technologies.



The ethics of cyberspace.

Strengthening of virtual universities for Africa.

### **Interdisciplinarity**

15. Participants were unanimous in considering that interdisciplinarity was a fundamental requirement for coming to terms with the complexity of the modern world. Stress was placed on the importance of the social and human sciences and of philosophy in helping to understand the major global problem areas. Transdisciplinarity should become the rule both in programming and in the implementation of the Organization's programmes.

16. With regard to the major themes and/or issues where such a transdisciplinary approach should be favoured, the following suggestions were made:

culture of peace, including all its components, most notably education and training for peace, human rights, tolerance and citizenship;

human development within the context of globalization;

education for learning to live together;

combating poverty;

combating HIV/AIDS;

democratic governance and participation;

preservation of the environment (water management; arid and semi-arid zones; small island States);

problems specific to small Member States;

universal access to information and knowledge; use of information and communication technologies; development of distance learning;

management of social transformations;

the ethics of science and technology;

protection of the heritage; pluralism and cultural diversity;

culture of maintenance.

### **C. Functions and roles**

17. The participants all clearly reaffirmed the relevance and complementary nature of the functions described in the Consultation document. The consensus which emerged was that UNESCO should continue to perform its traditional roles and functions, while ensuring that they were consolidated. It became clear that, in view of the nature of the problems arising throughout the world, and particularly in Africa, UNESCO should reaffirm its specific role: to "construct the defences of peace", and to mobilize ideas, social actors and partners. In that

context, some participants emphasized the key role that the Organization should play as the facilitator and promoter of a dialogue for peace. In addition, UNESCO should strengthen its monitoring and evaluation roles.

18. The following observations and suggestions were formulated in regard to these various functions.

### **Intellectual watch and ethical reference forum**

19. A key function for UNESCO, which should endeavour to promote thinking geared to action. Among the major themes and issues upon which UNESCO should focus in the coming years, the following were singled out:

the right to “educational intervention” (access to education for marginalized groups);

the issues generated by new scientific and technical discoveries;

the links between education and development;

environmental issues (biodiversity of planetary ecosystems, natural disaster reduction, oceanographic resources, etc.);

the information society; universal access to cyberspace; the impact of information and communication technologies;

privatization and its effects upon the Organization’s fields of competence;

globalization and solidarity; the impact of globalization on development.

20. Within the framework of its standard-setting action, UNESCO must, as a matter of priority, ensure the effective application of existing instruments; in particular, it was vital to continue, while at the same time broadening, the work initiated in bioethics and the ethics of science and technology. It was proposed that UNESCO adopt “persuasive” measures to promote the effective application of existing instruments in Member States, in particular through information and awareness-raising campaigns; more extensive involvement of National Commissions; increased mobilization of parliamentarians and the various partners; strengthening of follow-up and evaluation mechanisms; and the development of “intermediary partnerships” involving regional organizations such as OAU.

### **Clearing house**

21. UNESCO should endeavour in particular to encourage and facilitate access to the Internet and to existing global, regional and national networks.

### **National capacity-building**

22. Developing human resources through fellowships, workshops, seminars, UNESCO Chairs, and backstopping of national and regional institutions and centres of excellence, was a priority for the region. The development of cooperative networks, the distribution of textbooks, prototypes and teaching aids in the various languages, and training and demonstration pilot projects were among the forms of action that best served to strengthen national capacity-building. More specifically, UNESCO should provide assistance to Member

States for the implementation of intersectoral and inter-agency projects, making use of innovatory strategies.

### **Cooperation for development**

23. Participants considered that activities relating to cooperation for development, and particularly assistance in formulating national policies, programmes and projects, should be given a predominant place in the Organization's overall action.

### **Priority groups**

24. Maintaining the four priority groups (Africa, women, youth, and least developed countries) was deemed to be essential. Some participants wished to add to these four two further priority groups: the disabled and the elderly.

25. With regard to the priority given to Africa, it was essential to take account of the diversity of the situations that obtained today at regional, subregional and national levels and that must be reflected in a strategy based on the countries' needs. The priority given to women and youth should be reflected in a transversal approach focused on targeted projects that were properly funded from extrabudgetary resources. Moreover, all these groups should be more closely involved in the programming and implementation of the programmes and actions that concerned them.

### **UNESCO's partners**

26. Participants made a point of emphasizing that National Commissions were not partners, but were an integral part of UNESCO.

27. The importance of the role of National Commissions, as defined in Article II of the Charter of National Commissions for UNESCO, was stressed by all participants. With a view to ensuring greater synergy between National Commissions and field offices, it was suggested that cooperation protocols be prepared that would also serve to enhance National Commissions' capacity for action and negotiation vis-à-vis other organizations of the United Nations system and extrabudgetary funding sources.

28. As regards relations with new partners, particular stress was placed on the importance of mobilizing all the social actors on behalf of the Organization's ideals, in particular parliamentarians and mayors.

29. Relations between UNESCO and the other organizations of the United Nations system, in particular those concerned with development, must be improved. Particular attention should be paid to improving coordination, at the appropriate levels, of the reform processes in which many agencies were currently involved.

30. Establishing partnerships with intergovernmental, regional and subregional organizations such as OAU, SADC, Indian Ocean Commission, IGAD, ECOWAS and CEMAC should also help to strengthen the impact of UNESCO's action.

**D. Structure of the Draft Medium-Term Strategy and the Draft Programme and Budget**

31. The C/4 document should be a short, future-oriented, rolling plan type of document, indicating the major objectives to be pursued and the overall outcomes to be achieved in each of the Organization's fields of competence during the period 2002-2007.

**E. Priorities under the biennial programme for 2002-2003**

32. The presentation by major programmes should be maintained, with the possible inclusion of a major programme for the social and human sciences designed to give a "human face" to the Organization's programmes as a whole, and to enhance its contribution to the establishment of a culture of peace.

33. Consequently, the budget allocation for the social and human sciences should represent 10% at least of the total budget. By and large, participants considered that the current apportionment of resources between the various fields of action should be maintained. They nevertheless felt that, in view of the priorities identified, the resources allocated to the major programme devoted to communication and information should also be increased.

34. The transdisciplinary projects should be geared to the topics listed in paragraph 16 of this document.

**Decentralization**

35. Mr Stephen Hill, Chairperson of the Task Force on Decentralization, presented the work of that group set up by the Director-General in December 1999. He then recalled the discussions held on that topic at the 159th session of the Executive Board (May 2000) and the results of his recent meetings on the subject with the permanent delegates.

36. Participants expressed their gratitude to Mr Hill for his clear and detailed account. Many of them questioned him on the nature and content of the current consultations between the Secretariat and the permanent delegates, Member States and National Commissions concerning the proposed subregional groupings of field offices, particularly those in sub-Saharan Africa. They expressed much disquiet concerning the proposed new groupings under consideration, and felt that they should be reviewed in order to take account of existing subregional agreements in sub-Saharan Africa, agreements that took account of geographical, economic and political factors. Regional integration and cooperation would thereby be considerably enhanced.

37. Participants also felt that the reform process under way should lead to a reduction in expenditures - a reduction not reflected in Mr Hill's presentation - and that the savings thereby achieved should be allocated to programme activities. They also emphasized that the current inquiry into decentralization should lead to a clear enunciation of the roles, terms of reference and functions of the field offices and the interactions between them and the National Commissions, whose role should be strengthened. In addition, they made a point of stressing the need to ensure an equitable distribution of resources among all Member States served by the field offices.

38. At the conclusion of their deliberations, the participants adopted the Declaration on the Need for a Dialogue for Peace, the text of which is given below.

## **DECLARATION ON THE NEED FOR A DIALOGUE FOR PEACE**

WE, THE PARTICIPANTS IN THE CONSULTATION OF NATIONAL COMMISSIONS FOR UNESCO OF SUB-SAHARAN AFRICA ON THE PREPARATION OF THE DRAFT MEDIUM-TERM STRATEGY AND THE DRAFT PROGRAMME AND BUDGET FOR 2002-2003, HELD IN WINDHOEK, NAMIBIA, FROM 26 TO 30 JUNE 2000:

1. DEEPLY CONCERNED BY THE FACTORS OF TENSION, ARMED CONFLICTS AND NEW FORMS OF VIOLENCE THAT ARE JEOPARDIZING PEACE IN CERTAIN REGIONS OF THE WORLD, PARTICULARLY IN AFRICA, AND THAT ARE SO MANY IMPEDIMENTS TO THE ACHIEVEMENT OF UNESCO'S IDEALS,
2. REAFFIRM OUR COMMITMENT TO THE ESTABLISHMENT OF A LASTING PEACE IN ALL REGIONS OF THE WORLD, THROUGH THE PROMOTION OF A CULTURE OF PEACE;
3. LAUNCH A SOLEMN APPEAL TO OPT FOR THE PATH OF DIALOGUE IN ORDER TO BRING ABOUT A DEFINITIVE RETURN TO PEACE IN AFRICA AND IN THE WORLD, THIS BEING THE PRECONDITION FOR UNITY BETWEEN PEOPLES AND THE GUARANTEE OF INTERNATIONAL UNDERSTANDING, GENUINE HUMAN SECURITY AND HARMONIOUS DEVELOPMENT;
4. CONSIDER THAT UNESCO'S MANDATE TO "CONSTRUCT THE DEFENCES OF PEACE IN THE MINDS OF MEN" REMAINS VALID, AND THAT THE ORGANIZATION MUST REDOUBLE ITS EFFORTS IN THIS REGARD;
5. DECLARE OUR UNFAILING COMMITMENT TO ENSURING THAT ALL OUR ACTIONS AT NATIONAL, REGIONAL AND INTERNATIONAL LEVELS ARE GEARED TO BRINGING ABOUT A CULTURE OF PEACE.

DONE AT WINDHOEK  
30 JUNE 2000  
THE PARTICIPANTS

## **CONSULTATION OF NATIONAL COMMISSIONS OF THE ASIA AND THE PACIFIC REGION**

**Tashkent, Uzbekistan (10-12 July)**

### **A. Stakes and challenges at the dawn of the twenty-first century**

1. While expressing their general agreement with the challenges and trends identified in Section A of the Consultation document, delegations highlighted the crucial importance for the region of the problems associated with globalization, the increasing gap between the rich and the poor, the have and have-nots, the know and know-nots, aggravation of poverty, marginalization and exclusion, the threat to the preservation of cultural diversity and identity, and ethical issues linked to scientific development and information society, with civilization shifts and increasing violence and the threat to security. Delegations considered that the 10 trends in document 159 EX/39 are relevant and should be taken seriously by the Organization in developing its action. These trends offer both challenges and opportunities.

### **B. Principles and fields of action**

2. The delegations expressed their unanimous agreement with the continuing validity of UNESCO's mandate, as expressed in the Consultation document, but requested that the mandate be made more visible to guide UNESCO's programmes and cooperation with partners. They agreed with the intellectual and ethical functions of the Organization, recognizing however the need for these functions to be articulated through concrete actions. Concerning the balance to be reached between reflection and action, they considered that future reflection should focus on the best ways to meet Member States' needs in capacity-building and "cooperation for development".

3. Action should be carried out in close cooperation with all relevant United Nations agencies, civil society and other partners to avoid duplication of efforts and to maximize the impact of the Organization's action. Monitoring and evaluation should be an integral component of all programmes.

4. Renewal within the Organization was considered crucial to achieving its dual mandate as an intellectual forum and as an operational organization. Flexibility, a willingness to adjust the focus when new developments are apparent, and processes of inclusion are essential for UNESCO to fulfil its mandate effectively.

### **Priority fields of action**

5. The Organization must strengthen international solidarity through collaboration and cooperation with all potential partners, international, regional and national, if it is to be effective in its intellectual and ethical roles. The major World Conferences and Commission reports give the action plans for the years to come. Their effective follow-up is a particular focus for Asia and the Pacific. They should become the major thrust for the Medium-Term Strategy. Focus on the Pacific is a significant priority in this region.

6. UNESCO is a standard-setter, an organization for exchange of information, a capacity-builder and able to network in its areas of competence. The Organization needs to clarify and strengthen its cooperation for development activities with all potential partners. UNESCO has a leadership role to play in informing and mobilizing its partners in achieving its objectives.

7. UNESCO needs to elaborate a framework for management of information and its dissemination. Representatives reiterated the importance of formulating strategies and solutions to promote better understanding, extending the clearing-house function and developing a holistic approach to standard-setting.

8. Following lengthy deliberation, the delegates identified the following priorities, in a random order, in each of UNESCO's fields of competence.

#### Education

- Follow-up to the Dakar Framework for Action - Education for All (encompassing lifelong, early childhood, quality, distance education, non-formal education and emphasis on the education of women and girls, rural populations, marginalized groups and elimination of illiteracy).
- Quality of education and learning achievement.
- Peace, human rights and values education.
- Information services for education and application of information and communication technology to education.
- Policy formulation, planning and management processes in education.
- Teacher education and teacher mobility.
- Technical and vocational education.
- Long-term fellowships for higher studies.

#### Sciences

- The follow-up to the World Conference on Science should form the basis for action and for formulating science and technology policies.
- Ethical considerations in science and technology to ensure human development. Science in the service of humanity with emphasis on biodiversity, intellectual property and indigenous knowledge.
- Science education, scientific literacy and popularization of science.
- Strengthening the teaching of sciences and engineering in higher education.
- Applications of science and technology to poverty eradication. Strengthening links between the natural, and the social and human sciences.
- Strengthening environmental scientific programmes, and rational use of natural resources; and the World Solar Programme.
- Ensuring access to information in science.
- Joint research in science and global environment.

### Culture

- Promotion of living cultures (creativity, development of cultural industries, copyright).
- Dialogue among civilizations (e.g. follow-up to the Silk Roads project).
- Intangible heritage.
- World Heritage Convention: promotion and protection of cultural and natural heritage.
- Linguistic and cultural pluralism.
- Development of cultural policies.
- Eco- and cultural tourism and cultural development.

### Communication

- Universal access to information and communication technologies - overcoming the digital divide.
- Infoethics and cyberethics.
- Development of professional media.
- Free flow of information and freedom of expression.
- Multilingualism and multiculturalism in cyberspace.
- Access for women through the medium of communication technology.
- Using information and communication technologies to communicate with people with disabilities.

### **Interdisciplinarity**

9. There was general agreement that the Organization should strengthen the application of interdisciplinary and intersectoral approaches in all domains of UNESCO's competence. Certain themes were identified as particularly suitable for transdisciplinary treatments:

- Security through water resources management.
- Poverty eradication.
- Sustainable energy management.
- Prevention, mitigation and rehabilitation after natural and ecological disasters.
- Information and communication technologies underpinning development (have and have-not nations).



- Promotion of sustainable consumption patterns.
- Transboundary biosphere reserves.
- Protection and promotion of indigenous knowledge.
- International understanding for living together.

### **C. Functions and roles**

10. Participants agreed on the Organization's role as an intellectual forum. There was unanimous agreement that capacity-building was also central to the Organization's mission, and that it should concentrate on cooperation for development as set out in the Consultation document. This was considered crucial to the development of approaches suited to the needs and concerns of Member States.

11. UNESCO is an intellectual forum of ideas with an ethical dimension; it has a standard-setting role and as a catalyst it is a leader in its fields of competence. In its clearing-house role it is important to engage in information exchange as well as disseminating information. In its capacity-building role it is important to emphasize cooperation for development activities with all potential partners in its fields of competence. It is the most effective modality with which UNESCO can put into practice the principles it advocates. It is most important to collaborate with, and involve civil society and national expertise. The suggested approach was identifying the needs and concerns of the region from the people, and then finding the most appropriate strategies to respond to them and forging partnerships for their effective application.

### **Priority groups**

12. There was general agreement that the current approach to identifying priority groups was not adequate. In view of the growing impact of globalization, priority should be given to youth, women, least developed countries and marginalized groups, and UNESCO's action should address their special needs. In this connection, the following groups were identified as additional priorities: South Asia, small island States, rural populations and indigenous people.

### **UNESCO's partners**

13. It was agreed that given its mandate UNESCO cannot achieve its objectives without partners. Partners are crucial for UNESCO to mobilize resources, to promote UNESCO's visibility, and to enhance its efficiency as well as the impact of its action. Therefore, UNESCO should be proactive in seeking partnerships at international, regional and national levels and forging cooperative arrangements with them for joint and collaborative action in Member States.

14. Appropriate modalities of cooperation with the private sector should be developed in order to enhance its participation in achieving UNESCO's strategic objectives.

15. National Commissions having official status as reflected in the Constitution of the Organization and in the specific mandate entrusted to them by the General Conference, should be considered as an integral part and not as a partner of the Organization. They have a critical role in the design, implementation and evaluation of programmes and believe they should be more involved in programme development. They should also actively participate in

developing local partnerships and UNESCO's links of cooperation with local and national partners should be established through the National Commissions.

16. The partners recognized were: non-governmental organizations; United Nations agencies, international and regional and subregional intergovernmental organizations; government and local government authorities; private sector, multilateral donors and foundations; and the mass media to enhance the Organization's visibility.

### **Decentralization**

17. Mr Stephen Hill, Chairperson of the Task Force on Decentralization, gave a presentation on the progress of its work. Delegations participated in debate on the proposals. They were fully supportive of the consultation process, and believed that effectiveness would be improved so long as the downsizing did not result in loss of people, expertise and resources. Strong representations were made for administration and budget functions to be located in the regions and for the involvement of National Commissions. Appointment of competent personnel was a key to the success of the decentralization reform.

18. The commitment to decentralization was supported. It would contribute to strengthening consultation between the field office and National Commissions in the design, implementation and evaluation of programmes. Comprehensive subregional offices serving the 16 Member States of the Pacific and the eight Member States of SEAMEO and ASEAN were favoured.

### **D. Structure of the Draft Medium-Term Strategy and the Draft Programme and Budget**

#### **The nature and scope of documents 31 C/4 and 31 C/5**

19. The two options were discussed. Consensus emerged that document 31 C/4 should be simple, precise, relatively short and expressed in readable language. It should set out the vision, objectives and strategies and be results-oriented. A structure based on major issues was preferred.

20. There was preference for a "rolling plan" covering a period of six years, with opportunity for adjustment every two years by the General Conference if necessary in view of rapid changes and new developments. Continuity was regarded as important and results should be communicated to National Commissions during the term of projects as evaluations were made.

21. The consensus was that it should be a "mixed" document made up of both transdisciplinary and sectoral programmes and be the basis on which regional and subregional offices would formulate their biennial programmes.

22. Document 31 C/5 should be a technical and detailed document which should include programme details, expected outcomes and results, a budget for the programme, evaluation and reporting details. Interdisciplinary, intersectoral approaches should be adopted wherever possible. Cross-referencing to document 31 C/4 would help to identify those programmes requiring regional, subregional and national involvement and to make the linkages. Delegations believed the basic outline of document 30 C/5 was appropriate and the Focus on the Pacific was an important subregional element. Document 31 C/5 should contain regional and subregional strategies as in document 30 C/5 covering each field office cluster.

23. In opting for an interdisciplinary intersectoral approach the themes already identified were reiterated. Additionally, the priorities in Focus on the Pacific were endorsed.

Focus on the Pacific has two parts:

- A special interdisciplinary project *Human development for sustainable living in the Pacific*; and
- *Sectoral priorities* in Education for all throughout life; Sciences in the service of development; Cultural development: heritage and creativity; Communication, information and informatics; Towards a culture of peace (see Annex for details of Focus on the Pacific).

### **UNESCO's visibility**

24. UNESCO's visibility was a key issue for delegations who were concerned that UNESCO's credibility is at stake when its endeavours are not recognized publicly. Specific strategies are required within document 31 C/4 to ensure that plans of action can be developed and adopted by UNESCO Headquarters, regional offices and National Commissions. Enhancing visibility requires relevant, inspiring activities which capture media attention and create opportunities. Topical debate raises the profile and should not be avoided.

25. Strategies suggested included: formulating a public relations strategy for the mass media; ensuring that visibility-enhancing projects such as the world heritage project, culture of peace, prizes, goodwill ambassadors and anniversaries get maximum coverage; maximizing opportunities for the use of communication technologies to transmit information; making publications available in local languages to attract attention particularly of youth and women; mobilizing corporate funding; using the partners and the National Commissions and field offices effectively.

### **E. Priorities under the biennial programme for 2002-2003**

26. There was general agreement that education, sciences, culture and communication should continue as the fields of competence of UNESCO. Increased efforts should be made to apply intersectoral and interdisciplinary approaches in the programming and implementation of actions, so that over time interdisciplinary approaches will become the norm.

27. No consensus was reached regarding the distribution of resources among the different fields of competence. Resources can only be distributed once the objectives and strategies have been determined.

28. Nevertheless, it was considered that education should be the first priority and, in view of the impact of globalization, culture and communication should receive a higher allocation of resources. In addition, an appropriate percentage of the total programme resources should be earmarked for interdisciplinary projects.

## **Priorities for action**

### Education

- Basic quality education for all.
- Quality education.
- Technical and vocational education and training.
- Non-formal and adult education.
- Teacher education.
- Educational assessment and achievement.
- Values and citizenship education.

### Sciences

- Follow-up to the World Conference on Science.
- Ethical considerations in science.
- Basic science teaching.
- Rational management of natural resources.
- World Solar Programme.

### Social and human sciences

- Poverty eradication and MOST programme.
- Peace, democracy and human rights.
- Ethical issues.

### Culture

- Culture and development.
- Natural and cultural heritage.
- Intangible heritage.
- Linguistic and cultural pluralism.

### Communication

- Access to information and communication technology.
- Ethics in the media and communications.
- Cultural diversity and identity in cyberspace.

## **Annex**

### **Recommendations of the Pacific working group**

#### **Priorities under the biennial programme for 2002-2003**

The Pacific identified two sets of priorities:

#### **I. Focus on the Pacific**

The Pacific endorsed the continuation of the existing priorities in Focus on the Pacific, as articulated in both the special interdisciplinary project and in the sectoral lists.

#### **Special project: Human development for sustainable living in the Pacific: Priorities**

1. Full National Commissions' capabilities.
2. Improved knowledge of Pacific urban drift and its impact on rural and urban living.
3. Continuation of youth leadership programme.
4. Development of a culture of maintenance thorough extended life-skills learning opportunities.
5. Increased conservation of traditional and natural heritage.
6. Mainstreaming of indigenous science and technology.
7. Extension of village sustainable living project.
8. Increased education programmes in the use of media and information technologies.
9. Capacity-building and training for population and sustainable development.

#### **Sectoral priorities:**

#### **Education for all throughout life**

- A. Increased support for national efforts to improve in-school literacy levels.
- B. Increased support for pre-service and in-service teacher education.
- C. Increased support for national efforts to reconstruct education systems.
- D. Improved management of primary and secondary schools.
- E. Increased support for national efforts to revise curriculum and assessment policies for and practices in primary and secondary schools.

## **Sciences in the service of development**

### *Hydrology*

- A. Strengthened Pacific water resources research.
- B. Dissemination of knowledge about management of water resources.

### *Marine science*

- C. Extension of Pacific national policies for management of ocean resources.
- D. Increased training and teaching materials for improved management of ocean resources.

### *Management of social transformations*

- E. Establishment of a network of social scientists.
- F. Development and dissemination of knowledge about poverty, exclusion and empowerment in the Pacific.

## **Cultural development: the heritage and creativity**

### *Culture preservation and maintenance*

- A. Increased support for national efforts to promote vernacular languages.
- B. Development of UNESCO Pacific history study.
- C. Development of inventory of Pacific intangible heritage.
- D. Increase in the number of Pacific Member States who have signed the World Heritage Convention.

### *Intercultural dialogue*

Strengthened network of cultural leaders.

## **Communication, information and informatics**

### *Information on and access to appropriate communication and information technology*

- A. Improved national infrastructure to access and produce local, national and international information.
- B. Increased training opportunities for specific target groups such as information officers.
- C. Increased connectivity between different information dissemination systems such as radio, television and the Internet.

*Development of libraries, archives and information services*

- A. Mobilization and empowerment of information professionals to enable them to take advantage of new communication technologies.

**(The previous Transdisciplinary project) - Towards a culture of peace**

*Associated Schools Project*

- A. Strengthened network of ASP National Coordinators.
- B. A strengthened ASP flagship project.

*Dissemination of messages for a culture of peace*

- A. Increased awareness of the concept and implications of a culture of peace.

**II. Follow-up to world conferences**

Participants strongly felt that the Organization should place emphasis in the next C/4 and C/5 documents on the follow-up to and implementation of the recommendations of major international conferences, such as:

- the [Dakar] International Education for All Forum (especially non-formal and lifelong learning opportunities, early childhood education and the development of values education);
- the [Seoul] Second International Congress on Technical and Vocational Education (especially capacity-building);
- the [Hamburg] Fifth International Conference on Adult Education (in particular the training of literacy workers and the development of systems of delivery);
- the [Paris] World Conference on Higher Education in the Twenty-First Century: Vision and Action (with emphasis on access and distance delivery modes);
- the [Budapest] World Conference on Science (especially science education, to include science teachers education and the development of science curriculum materials, natural disasters awareness and preparedness, the utilization of indigenous and local knowledge for sustainable development);
- the [Stockholm] Intergovernmental Conference on Cultural Policies for Development (in particular eco-tourism, cultural tourism and the development of cultural policies).

They also felt that UNESCO should capitalize on the conceptual advances of the Delors and the de Cuéllar Commission Reports.

In considering the follow-up to world conferences participants stressed the importance of meeting new and emerging challenges, such as those facing youth, and of ensuring access to, and use of, information and communication technologies for the sharing of knowledge in all areas of UNESCO's mandate.

**Hundred and sixtieth Session**

160 EX/5 Part I (B)  
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Item 5.1 of the provisional agenda

**PRELIMINARY PROPOSALS CONCERNING  
THE DRAFT MEDIUM-TERM STRATEGY FOR 2002-2007 (31 C/4)  
AND THE DRAFT PROGRAMME AND BUDGET FOR 2002-2003 (31 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 consultation document circulated under cover CL/3554 (a copy of which is reproduced in document 160 EX/INF.4). 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 between May and July 2000.

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).



1. In his circular letter CL/3554, the Director-General invited Member States and Associate Members, as well as intergovernmental and international non-governmental organizations to transmit to him their comments and proposals concerning the preparation of the Draft Medium-Term Strategy for 2002-2007 (31 C/4) and the Draft Programme and Budget for 2002-2003 (31 C/5).

2. The present document is a synthesis of the views, comments and proposals of the 48 Member States (see list attached) whose replies had reached the Secretariat by 15 August 2000.

### **I. Stakes and challenges at the dawn of the twenty-first century**

3. All the respondents indicated their agreement with the stakes and challenges outlined in the consultation document and, while expressing different points of view, confirmed their support to the reform process undertaken by the Organization.

4. Almost all of the 48 replies received acknowledged the aggravation of poverty as the most serious of the current and foreseeable problems which will require a re-orientation of UNESCO's programmes and priorities. While several Member States linked this problem with inequalities of access to education, others considered that globalization, the advances in science and technology and the information and communication revolution are the core of the increase of poverty and exclusion. Most of them remarked that the stakes and challenges mentioned in the consultation document are closely interlinked, and it was pointed out that these are to a certain degree the negative consequences of a market economy which seems to have become the preponderant "ideology" in an important part of the world. In this context, one of the respondents acknowledged a "loss of ethical values in society", and affirmed that human activity needs to be set in a framework of higher values.

5. A number of answers underlined the threat that globalization may imply with regard to cultural diversity and pluralism. Concern was expressed as to the growing lack of esteem for identity, language, customs and traditions undergone by some countries, while contempt for other cultures and nationalities grows in others. In this connection, it was suggested that UNESCO's programmes in the field of intercultural dialogue should focus on technical assistance rather than on emblematic or academic activities. It was also proposed that UNESCO should further rely on the conclusions reached by the World Commission on Culture and Development and the World Commission on Education in the Twenty-first Century, since both have set good examples of focusing on aspects of globalization that open up new avenues for UNESCO's action.

6. Several replies linked the problems relating to population growth and massive urbanization with those of poverty and inequalities of access to education. One of them argued that the loss of esteem for the land and the abandonment of rural areas for urban centres is the consequence of the weakening of the agricultural sector with the consequent deterioration of the natural environment.

7. A variety of opinions were expressed concerning the impact of the new information and communication technologies. Some of them cautioned that they could widen the gap between the developed and the developing world and lead to new inequalities, furthering the development of those countries which are already well-advanced in science and technology, education, economic reforms, modern organization and ways of thinking. However, another

respondent, while confirming this digital divide, expressed confidence in the new prospects for enhancing the wealth of cultural and linguistic diversity and to accessing knowledge and information without frontiers and in real time. It called for an analysis of the so-called knowledge gap which should include a review of existing tools and networks linking the so-called info-poor countries and regions to global exchange of information and knowledge.

8. Because of the respondents great concern about environmental degradation and its relationship with the challenges set by the new world trends, it was largely considered that UNESCO should contribute to build up sustainable human development throughout all its activities. It was also mentioned that one of the key words of the future will be “water” and stressed in this connection the importance of the ethical aspects of the work on energy, fresh water, outer space and information technology.

9. Several Member States felt that the programme of the Organization has become so fragmentary and diverse that it has affected its image and visibility, making it difficult to gain support for its work. One answer suggested that UNESCO should refocus its work on its four fields of competence by defining two themes: the promotion of education for human rights (where education for sustainable development should be given great importance) and the promotion of education as a human right, assuming that these are the most important preconditions for peace.

10. It was underlined that while the direct provision of development aid from richer to poorer nations have been steadily decreasing, the sphere of privatization and commercialization in the fields of education, science, culture and communication is rapidly expanding. Consequently, an increasing number of people, left out of the market opportunities, will look forward to the international and multilateral mechanisms of assistance, and international organizations may lose their credibility if these mechanisms are of little avail. Therefore, it was emphasized that the political role of UNESCO vis-à-vis its Member States in mobilizing greater funds for action in the field is as important as its intellectual and ethical leadership.

11. Concerning the governance-related challenges implied by the relative weakening of the role of the State and the development of civil society, a Member State considered that the international community has not reached a common understanding on this issue, and proposed that emphasis should rather be placed on the improvement of the relationship between sovereign States, regional organizations and international institutions in order to handle effectively the issues of peace, security and human rights.

12. Several comments were made with regard to the contribution of UNESCO to international peace and security according to its constitutional mandate. One of them expressed concern for the increase of civil wars and armed conflicts, and requested that the side effects of the problem of refugees caused by them (particularly in Africa) be clearly featured in UNESCO’s programmes, stressing that they threaten the achievement of basic education for all and hamper the struggle for building a culture of peace in the minds of human beings.

13. It was also proposed that the identification of problems should be accompanied by an analysis of the most appropriate problem-solving action, adding that a variety of confidence-building mechanisms have emerged in UNESCO’s fields of competence, such as cooperation in educational reform and revision of curricula and textbooks, school networks, intercultural

dialogue both between and within Member States, the various existing cooperative networks in the sciences, in higher education, of media professionals and on human rights issues. It was also commented that progress towards peace can be made only by the support and participation of Member States and their peoples and that the real issue is not the balance between reflection and action but the matching of both.

14. Among the main problems and challenges mentioned were:

illiteracy and new forms of illiteracy;

lifelong education in a rapidly evolving world and in the context of information explosion;

gender-related problems and the need for reliable and comprehensive gender-specific data to guide decision-making;

youth and criminality;

HIV/AIDS, malaria, tuberculosis: integrated efforts with UNAIDS and WHO;

combating racism and xenophobia;

intellectual and religious extremism;

Intercultural East-West dialogue (example: the Silk Road);

the arts and all forms of spiritual expression;

cultural conflicts linked with South-North migrations;

the impact of external debt on poor countries;

consequences of the new trend of deindustrialization;

food safety;

bioethics and the human genome.

## **II. Principles and fields of action**

15. The views expressed on the principles and key criteria that should guide the renewal of UNESCO and accommodate its action to the issues and challenges identified, thoroughly converged on the Organization's role and mission and on the need for management reform and programme.

16. Most of the proposals concerning UNESCO's renewal called for modern management practices based on accountability, monitoring and evaluation, transparency and interdisciplinarity. Several respondents identified decentralization as a possibility to renew the organization and one suggested that a limited number of regional and subregional offices is essential to avoid duplication and unnecessary bureaucracy. Streamlining the administrative channel from Headquarters to Member States using appropriate information technology, said

another, will right-size the Organization and reduce administrative costs. Several other ideas on managerial reform were offered:

A different Executive Board, smaller in number, would be more efficient than the present one. The introduction of a rotating membership would ensure the involvement of all Member States in the work of the Board;

Reorganization of the General Conference to ensure more dialogue and real debate and more active participation by the ministers concerned;

Development of an ICT policy, involving external expertise if necessary, for the work of the Secretariat, its relations with Member States, the General Conference and the Executive Board;

Development of flexible mechanisms to adapt to rapid changes in a highly unstable world;

Redressing the present imbalance between reflection and action, between conferences, meetings and publications on the one hand, and pilot or mobilizing projects on the other.

17. With regard to programming, many advised the need for concentration and focusing of activities where UNESCO has a comparative advantage. However, one Member State requested assurance that programmes and activities of interest to developing and least developed countries are not compromised. It was generally recognized that the complex problems faced by the Organization call for an interdisciplinary approach in the majority of its activities.

18. It was also felt that UNESCO should search for new modalities allowing an active participation of Member States in planning issues. To this end, more effective participation of Member States in international conferences, meetings and round tables for assessment of prevailing issues and problems, as well as the strengthening of National Commissions, were called for.

19. Concerning the Organization's cooperation with traditional and new partners, the most essential principle, according to several Member States is to avoid overlapping with other international organizations. It was also mentioned that cooperation with other IGOs (within or outside the United Nations system) and NGOs needs to be strengthened. The importance of new partnerships with the private sector was largely commented on, and one respondent suggested that it is within UNESCO's mandate, to develop effective approaches and mechanisms to influence other institutions whose role is critical in directing societal development, such as financial and economic institutions. Therefore, the Organization should strengthen its efforts to work with the private sector ensuring the appropriate links with the civil society.

## **II.1 Priority fields of action**

20. The vast majority of the replies identified **Education for All** as the main priority field of action. Within the field of education, the different priorities mentioned included: education for human rights, peace and democracy; learning to live together; education for pluralism and multiculturalism; education for sustainable development; gender equality; distance education through information technology; rural education; education for marginalized groups; technical

and vocational education; teacher training and retraining, especially in science education; elaboration and distribution of teaching/learning materials; and higher education. With regard to distance education, one respondent suggested that the forthcoming Medium-Term Strategy should foresee the launching of a satellite for distance education in all fields and the creation of a network or an international body for literacy and adult education which would broadcast its programmes through it.

21. With regard to the **Sciences**, the most frequent mentions referred to the ethics of science and technology (with particular references to scientific research on the human genome and to the proliferation of genetically altered food), the conservation of natural heritage and the management of social transformations. One of the proposals put forward concerned further elaboration on an intergovernmental mandate for science and the social sciences based on the five scientific programmes (IHP, IOC, IGCP, MAB, MOST). Other priorities listed were: indigenous knowledge, culture of maintenance, women in science and eco-tourism.

22. In the field of **Culture**, the main priorities evoked concern the promotion of cultural and linguistic pluralism and diversity. Intangible and underwater heritage, intellectual property issues and a coherent worldwide approach to the World Heritage Convention were also mentioned.

23. Within **Communication**, the principal priority retained was universal access to information and knowledge, with particular emphasis on universal access to cyberspace. Other priorities would be training and capacity-building, and lifelong learning, particularly for professionals in commercial and non-commercial mass media (including cyber media, cinema, broadcast and live performances).

24. With regard to the fields of action where UNESCO, while keeping its specific role, should develop its cooperation with other partners, the following examples were given: education for all with UNDP, UNICEF and the World Bank; science programmes with UNEP (aiming at the transformation of relevant activities into a new inter-agency programme funded by the United Nations Global Environmental Facility and private sources); follow-up to the Stockholm Conference, particularly on the renewal of cultural policies, with the World Bank, the Council of Europe and the European Union.

25. The association of the ASP network with European school networks in cooperation with the Council of Europe and collaboration with the Council's projects "Education for Democratic Citizenship" and "European Year for Languages" were also suggested. Other eventual cooperation schemes would include further coordination on human rights education with the Office of the United Nations High Commissioner for Human Rights and the development of an international programme for technical and vocational education and training together with the International Labour Organization. Finally, it was suggested that environmental education issues should be jointly coordinated by the Education and Science Sectors on the basis of the experience and advice of the five intergovernmental scientific programmes and the Associated Schools Project.

26. With regard to those fields of action which might be given up, several Member States stressed that this should only be the result of a detailed and comprehensive evaluation of the Organization's impact in the field concerned. Nevertheless, some of the respondents identified areas or activities where UNESCO's work should be reduced, mainstreamed or given up for the sake of programme concentration. Among these are the following:

activities concerning the environment where UNEP is the agency in charge;

UNESCO Chairs and UNITWIN;

population policies and programmes (which should be transferred to UNFPA);

activities relating to physical education and sport (which should be left to the International Olympic Committee);

sunset-close for the Educational Institutes;

pornography on the Internet;

normative action in the field of copyright (which should be handed over to WIPO);

the Secretariat of the World Solar Programme should be transferred to one of the lead agencies of the programme, allowing UNESCO to concentrate exclusively to education and training in the field of renewable energy resources;

reduction of the current world reports to only one which should be complementary to the UNDP Human Development Report;

reduction of the number of advisory committees, panels and other consultative bodies.

27. The mainstreaming and integration of culture of peace activities into the major programmes was widely welcomed. Furthermore, one of the respondents underlined the need for evaluating the impact of intergovernmental programmes such as the IGCP. In this context, another one preferred the creation of a new programme on water resources management to the current activities carried out in the framework of IHP.

## **II.2 Interdisciplinarity**

28. There was a consensus among the respondents that the complex stakes and challenges outlined call for an interdisciplinary approach. The subjects for which a transdisciplinary approach involving all fields of competence should be preferred in the years ahead are the following: poverty eradication; water resources management; ethics of science and technology; universal access to information; education for all; democratic governance; environmental management; environmental education; culture of peace; indigenous knowledge; human rights education; management of environmental resources; world heritage; cultural and linguistic diversity; management of natural catastrophes; social justice; labour in changing frontiers; norms concerning media behaviour and responsibility; and gender issues.

## **III. Functions and roles**

29. Most of the replies confirmed the validity of the functions and roles outlined in the consultation document, placing particular emphasis on the standard-setting work and on the intellectual forum role of the Organization. While reaffirming UNESCO's intellectual and ethical role, a few Member States stressed the fact that the Organization must acknowledge the political dimension of its work, and one of them stressed the need to shift from the traditional ethical mandate to become actively involved in successful implementation of technical aid and development assistance in Member States, adding that the real challenge is to translate principles into action.

30. One of the respondents stressed the need for encouraging public debate on the difficulties encountered in the implementation of normative instruments. In this context, UNESCO can build up on its own experience and achievement in the field of monitoring press freedom through journalists and media associations. It was also recalled that the Organization should adopt strategies towards the effective implementation by Member States of ratified normative instruments.

31. Several Member States called for greater relevance and quality in UNESCO's clearing-house function. One of them stressed that its development and consolidation should be based on an assessment of users' feedback. Many expressed the need for country-specific databases and analysis for policy formulation at the country level, and underlined in this connection the importance of the work of the UNESCO Institute for Statistics in the development of new data and indicators and the improvement and use of comparative international statistics.

32. In the view of several Member States, the best contribution to national capacity-building is the preparation of special programmes involving exchange of experience, training for specialists and pilot projects. Several of them highlighted the following among the forms of action that best contribute to national capacity-building: reporting and evaluation mechanisms; support for research for informed policy-making; human resource development (particularly training in negotiation skills, for fund-raising, and for conflict resolution); professional exchange programmes and strategic twinning of universities.

33. One of the respondents recalled that action should be adapted to the specific circumstances of each country or region and that any action undertaken should aim at promoting sustainable development. Another respondent, while asserting that capacity-building at the local level is needed to safeguard basic requirements for survival, felt that except concerning EFA, UNESCO is generally not the best placed organization to lead in the implementation of capacity-building and should rather concentrate on fostering appropriate partnerships for effective local delivery.

### **III.1 Priority groups**

34. Divergent views were expressed concerning priority groups. While several Member States opted for maintaining this notion, many others argued that the principle of priority groups leads to duplication and should be abandoned and replaced by an overall conceptual framework specifying the Organization's contribution to international efforts in poverty eradication, marginalization and reaching the unreached.

35. The proposals contained in the different replies to the consultation design a wide spectrum of priority groups. Along with the current groups (with special emphasis on youth), many other groups were mentioned (such as particularly talented creators, the aged, or young disadvantaged males). It was also suggested that the two Focus projects (Focus on the Caribbean and Focus on the Pacific) be placed among the priority groups.

36. A few of the replies received, combining both points of view, considered that the principle of priority groups, should it be maintained, should further focus on UNESCO's contribution to poverty eradication. One of them said that the priority groups should be determined by activity, such as girls in rural areas for basic education or rural women for literacy programmes.

### **III.2 UNESCO's partners**

37. As an essential part of UNESCO's partnership strategy, all respondents stressed the need for strengthening technical assistance to National Commissions and one of them remarked that to enhance work with them, they must feel that they receive constant attention from Headquarters. Another reply recommended the use of information and communication technology to increase UNESCO's catalytic role and stepping up cooperation with National Commissions. To this end, others added, UNESCO should provide National Commissions with increased resources. It was also requested to establish regulations and procedures with respect to communication, so that both Headquarters and field offices should channel information and correspondence via National Commissions and Permanent Delegations and avoid communicating directly with Ministers, NGOs or individuals. One respondent believed that National Commissions should be more active in identifying national counterparts for programme implementation. In this connection, one of the replies put forward the proposal to revise the status of National Commissions in order to fully integrate them in the Organization.

38. In view of the limited resources of the Organization, it was generally recognized that there is a pressing need for reinforcing partnerships with other United Nations organizations and international and national NGOs in order to streamline resources, avoid duplication and maximize impact. One respondent proposed to further cooperation with the development banks, the World Bank in particular, and with other funding agencies of the United Nations system (UNICEF, UNDP) to be able to execute relevant projects in the fields of education and cultural heritage. It was added that the level of expertise of the Secretariat has to be substantially raised in order to make UNESCO a competent specialized agency again and thus an attractive partner for banks and funding agencies.

39. Several Member States believe that cooperation with other NGOs or institutions in the United Nations system should be built on the principle of division of labour and creation of synergies. One of them stressed that UNESCO should strengthen its role as an upstream intellectual agency within the United Nations system and that any downstream development activities should be carried out by other funding United Nations agencies. It was proposed that the Secretariat should identify and adapt examples of current best practices from analogue organizations. UNESCO should be active in approaching the EU, OECD and OSCE said another, as well as the World Bank. It was also deemed necessary to examine together with WTO the impact of world trade liberalization on UNESCO's fields of competence. In this context, it was suggested that the increase of development costs imposed on the Third World by the agreements concluded under the auspices of WTO on the protection of intellectual property such as patents and copyright should be examined. It was also proposed that UNESCO should seek to attract value-added inputs from groups such as the OPEC, their regional counterparts or the mining multinationals, with fund-raising purposes.

### **III.3 Decentralization**

40. With regard to decentralization, several Member States considered that the structural and operational efficiency of the weaker National Commissions should be strengthened, in order to allow a part of the programme to be implemented by them. However, others believed that cooperation with national and international partners lies primarily within the responsibility of the Secretariat.



41. It was generally considered that the visibility of the Organization needs to be increased at the regional and national levels. To this end, one respondent proposed that the public relations function should be decentralized at the regional level, while another suggested that an increase of the number of missions to Member States would provide opportunities to meet the press as well as significant government authorities and NGOs.

42. One of the replies to the consultation stressed that the whole question of decentralization requires a special study to be undertaken by a team of experts. This study would address the following questions: Regional Offices: division of labour and fields of action; Regional Centres; Regional networks and focal points; UNESCO representatives; relationship of the UNESCO representatives with the United Nations Resident Representative; UNESCO representatives to the offices of the regional commissions of the United Nations.

43. In the view of a Member State, there is a strong need to reinforce the field units, especially in Africa, through the increase of resources and the extension of programme activities. UNESCO should also reinforce cooperation for development and pursue vigorously inter-agency cooperation.

#### **IV. Structure of the Draft Medium-Term Strategy and the Draft Programme and Budget**

44. Most of the respondents believed that the Medium-Term Strategy (C/4) should combine a relatively brief and clear-cut outline of major objectives with an account of the results to be achieved.

45. A great number of Member States expressed their preference for a rolling-plan document covering a period of six years that could be adjusted, if needed, in the light of international trends and of the results already achieved, within a strategy of continuous impact assessment. One of them proposed that it should be adjustable every two years by the General Conference and presented together with the C/5 document in a single volume containing the relevant information anticipating the two subsequent biennial programmes, thus allowing the General Conference to make the necessary decisions going beyond the biennium. Another reply stressed that UNESCO should be able to respond in real time to real needs through flexible, intersectoral work and relations with Member States. However, one answer cautioned that UNESCO is not an emergency fund and its Constitution does not support the idea of responding to urgent, immediate needs.

46. Several Member States favoured a C/4 document structured along the major challenges and priority fields of action selected, indicating within such thematic orientations the contribution expected from all major programmes or fields of competence. However, one Member State proposed that there should be three major areas: education, science and culture, and no transdisciplinary programmes in the C/5 document, and that two transversal themes should guide these three major areas - Education for Human Rights and Education for All as a Human Right. One of the respondents opted for a mixed C/4 document made up of "sectoral" programmes corresponding to UNESCO's fields of competence together with interdisciplinary programmes relating to transverse issues which would be selected and renewed under each Medium-Term Strategy.

## **V. Presentation and structure of the biennial Programme and Budget for 2002-2003**

47. Opinions were divided between those who chose to retain the current structure with presentation by major programmes and a number of transdisciplinary themes and those who prefer a thematic approach focusing on a limited number of priorities on each of the fields of competence. Some of those opting for a transdisciplinary approach specified that the responsibility for coordinating the implementation of thematic activities and monitoring and reporting on outcomes should be allocated to interdisciplinary teams composed of members from different sectors of the Secretariat and experts in the field.

48. Those who opted for a structure by programme expressed support for the existing four major programmes. One of them stressed that the main principle guiding programme elaboration must be to overcome the gap between the ever-widening range of programme activities and the limited financial resources of the Organization.

49. Among the themes which should be dealt with under the transdisciplinary or intersectoral programmes, the most frequently mentioned were: poverty alleviation; preservation of the environment; water resources management; human rights and democracy; access to new information technologies; education for sustainable development; the impact of globalization on the content and methods of education, on cultural diversity, on free access to information, on distribution of knowledge; ethics of science and technology; culture of peace; intercultural dialogue; heritage restoration; biosphere reserves.

50. Most replies favoured the inclusion of regional and subregional strategies in document 31 C/5. According to one of them, regional or subregional strategies could be drawn up placing emphasis on the most urgent fields of activities that cut across the number of States in the region or subregion and called for maintaining the regional or subregional intersectoral projects contained in document 31 C/5 with particular emphasis on the Africa region. Another suggestion concerned the creation of new regional or subregional projects, such as a project "Focus on the Mediterranean", similar to the existing projects "Focus on the Pacific" and "Focus on the Caribbean".

51. Commenting from a managerial point of view, one Member State added that regional and subregional intersectoral projects should be presented in a matrix format, and in conformity with a results-based budgeting. Another respondent thought that UNESCO should not maintain regional or subregional intersectoral projects in document 31 C/5, suggesting instead that regional offices should identify the needs of each subregion or region and mobilize partnerships and funds at those levels.

## **VI. Priorities under the biennial programme for 2002-2003**

52. The consultation shows that there is clear consensus that education is the main priority of the Organization. Nearly every answer makes specific mention of Education for All (EFA) as being the lynchpin in both its biennial programme and Medium-Term Strategy. The Director-General's commitment to follow the Dakar assessment process with renewed vigour and determination is thoroughly welcome.

53. Within **Education**, and with the exception of EFA and girls' education, no particular pattern of priorities emerges. The common thread is the need to follow up on recommendations and decisions taken by the various world conferences. Thus, higher education, renewal of secondary education, teacher training, the status of teachers, technical

and vocational education, education for new technologies, education for international understanding, learning to live together, women's access to education and new technologies, science teaching, environmental education, special education and distance education are all mentioned. One respondent would favour the revision of the Convention against Discrimination in Education. Another ventures the opinion that "culturally appropriate development and the empowerment of people should be the end goal of all programmes".

54. With regard to the **Sciences**, basic and environmental sciences (including water, energy, climate and the mitigation of natural disasters) are given equal billing alongside the management of social transformations and other social science initiatives to explore the impact and policy implications of change. Also mentioned as being important are the ethical issues in scientific research, pollution control, the conservation of natural heritage, indigenous knowledge, women's access to science and science education. Some concern is expressed as to the appropriate balance between the natural and the social sciences. One answer requests that the Joint Statement of the Chairpersons of the five scientific programmes be included as part of the fundamental guidelines on programming.

55. In **Culture**, Member States equally support heritage preservation and revitalization (especially intangible heritage and living cultures), cultural diversity and pluralism, the need for new cultural policies that take account of recent developments in information and communication technologies, illicit trafficking and the effect of globalization on cultural industries. Also mentioned are traditional and popular culture and underwater heritage.

56. Since, in the view of one respondent, recent developments have "made the border between culture and communication rather unclear, especially with respect to information", these two fields should be combined. Another Member State has spelled out some very specific priority proposals in the field of culture: enhancing the universality of the World Heritage Convention; studying the feasibility of a new instrument for intangible heritage; grouping all activities on intangible heritage under a single programme; making better use of world heritage sites to foster UNESCO's universal mission; encouraging local participation in site management and preservation; promoting the idea of specificity of cultural goods and services, without interfering in the work of other organizations competent for agreements on trade and exchange of services.

57. In the field of **Communication**, the main priority identified is for activities concerning freedom of expression and access to different media, along with capacity-building and infrastructure. These priorities are followed by concern about the digital divide, public domain issues, and the need for standard-setting. One suggestion aims at exploring the Internet as a means of encouraging intergenerational interaction; another highlights the interest in developing "strategies and methodologies of information and informatics", and a third one stresses that UNESCO should concentrate on promoting the protection of authors' and journalists' rights, while leaving normative action to the World Intellectual Property Organization.

58. The extent to which these different fields overlap and are interdisciplinary in nature is underlined by Member States, and many contributions contain suggestions on how such multidimensional themes might be developed. Several of them expressed their pleasure to see the culture of peace activities now integrated into the major programmes, although one observed that culture of peace needs to be "redesigned as a conceptual programme" in the light of the framework adopted by the United Nations General Assembly in resolution 53/243.

The need for intersectoral cooperation is also greatly highlighted, as is the need to work together with other United Nations agencies and NGOs.

59. There is wide acceptance of the current allocation of resources by field of competence as well as a large agreement on the priority accorded to education. A few Member States propose that the share for the sciences (natural and social) be reduced, while a number would favour larger funds available to culture and communication. In this connection, the following arguments are invoked: communication should be increased “because it benefits all the other sectors”; “it is necessary to draw maximum benefit from the Internet, achieve balance among countries in a globalized world and to move all UNESCO Member States towards knowledge societies”. Another states that an increase for culture would “better reflect UNESCO’s increased efforts”, especially in the area of diversity and dialogue. Yet another supports small increases to both science and education since “by supporting the first two programmes, one also supports the other two”.

60. While the majority of the respondents approve the current balance of allocations, some of them feel that this exercise is not appropriate at this stage of planning. Comments on this regard stress that: the distribution of resources must reflect the priorities of the C/4 document and UNESCO’s obligations for a follow-up to Dakar; the proportions depend on the urgency and absolute priorities; the exercise is “premature” until programming priorities and options have been identified; activities and projects that are “detached from the major programmes” should be avoided and resources be redistributed as the priorities change; any redistribution of resources should not be limited to programme costs, but also include staff costs and this requirement should be “extended to all seven chapters of the Programme and Budget”.

61. Several Member States, however, have offered suggestions to take into account often conflicting demands and trying to satisfy multiple needs using limited resources. One of them proposes that any significant changes in budgetary allocation should be based on “an assessment of performance and efficiency” as well as on the selection of priority fields.

62. The analysis of the replies to the consultation demonstrates that there are vast areas of agreement about UNESCO’s role and priorities. The universal principles enshrined in the Constitution of UNESCO are invoked for their continued relevance and timeliness to the global tasks at hand – whether these concern poverty, exclusion, sustainable development, ethical issues and standards, human rights, access to information and knowledge, cultural heritage and diversity, or questions about the environment.

63. In order to regain its place as an effective leader in fields where there is already a “large number of players”, the Organization must prove it is capable of reform. One of the replies offers a checklist for a “process of progressive change”. According to it, the process would entail developing a modern management style and a new working culture based on: the delegation of authority, strict accountability, improved management skills, proper human resources management, enhanced internal communication, and the modernization of procedures, methods and tools.

64. “In general”, remarks one of the respondents, “transdisciplinarity should be the Organization’s habitual way of working”. On the same subject of interdisciplinarity and how to achieve it, another proposal aims at establishing intersectoral task forces to deal with concrete problems with a set time frame (sunset rule). Further suggestions concern: more General Conference time being devoted to substantive issues and debate; a smaller, more

efficient Executive Board, with a rotating membership; greater transparency of results and finance.

65. Finally, one respondent suggests that in future, consultation documents should be concise, precise and more user-friendly. Nevertheless, the vast majority of the replies to the consultation show that there is a general support for change and refocusing of the Organization's energy and resources and, as asserted in one of them, the reform efforts "blow like fresh winds in all the work of UNESCO".

**ANNEX**

**Member States that replied to the consultation (at 15 August 2000)**

Argentina	Kyrgyzstan
Armenia	Libyan Arab Jamahiriya
Australia	Lithuania
Austria	Mauritania
Bangladesh	New Zealand
Belarus	Nigeria
Belgium	People's Republic of China
Benin	Philippines
Brazil	Poland
Cameroon	Portugal
Costa Rica	Republic of Korea
Cuba	Russian Federation
Denmark	Saint Lucia
Ecuador	Saudi Arabia
Egypt	Spain
Finland	Swaziland
France	Sweden
Gabon	Switzerland
Germany	Thailand
Guyana	Turkey
Iceland	United Kingdom of Great Britain and Northern Ireland
Israel	United Republic of Tanzania
Italy	Venezuela
Jamaica	Viet Nam

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**PRELIMINARY PROPOSALS CONCERNING  
THE DRAFT MEDIUM-TERM STRATEGY FOR 2002-2007 (31 C/4)  
AND THE DRAFT PROGRAMME AND BUDGET FOR 2002-2003 (31 C/5)**

**PART I**

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

**C. 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 consultation document circulated under cover CL/3554 (a copy of which is reproduced in document 160 EX/INF.4). 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 between May and July 2000.

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 United Nations organizations, intergovernmental organizations (IGOs) and international non-governmental organizations (NGOs).

1. In his circular letter CL/3554, the Director-General invited Member States and Associate Members together with intergovernmental organizations and international non-governmental organizations to transmit to him their comments and proposals on the preparation of the Draft Medium-Term Strategy for 2002-2007 (31 C/4) and the Draft Programme and Budget for 2002-2003 (31 C/5).

2. The present document contains a summary of the views and suggestions of eight United Nations organizations, five intergovernmental organizations and 47 international non-governmental organizations, foundations and similar institutions (see list attached) whose replies had reached the Secretariat by 14 August 2000.

## **CONSULTATION OF INTERGOVERNMENTAL ORGANIZATIONS**

### **Summary of comments made by United Nations organizations**

3. Eight United Nations organizations replied to the consultation request. All expressed support for UNESCO's analysis of world problems and reiterated their desire and willingness to strengthen cooperation within the United Nations family. Having given their general approval, some respondents said they would wait to make more detailed comments until they had examined the draft C/4 document while others expressed their willingness to hold further discussions on possible areas of cooperative action.

4. Four organizations made some additional remarks on possible areas for cooperation. One suggested a number of specific areas for cooperation and attached a list drawn up on advice from its own departments. Among the proposals were:

- culture and rural development;
- a gender programme for universities in French-speaking countries;
- qualitative and quantitative research related to rural populations, nutrition education, environmental education, HIV/AIDS prevention;
- development of databases for biodiversity, the Global Terrestrial Observation System (GTOS), and fresh water;
- joint preparation of scientific and education conferences and publications.

5. The other mentioned that countries in transition, especially those in Eastern Europe, should be added to UNESCO's list of priority groups. It emphasized the need for better follow-up to international conferences and suggested the C/4 document should include specific mention of commitments agreed to at the conferences and what implementation was expected. Other suggestions included:

- mainstreaming gender so it is integrated as part of UNESCO's four fields of competence;
- extending MOST to link up with other social and economic networks;
- promoting statistics as a prerequisite for policy planning and implementation.



6. Another identified fresh water as a field of action in which UNESCO has a specific role to play in encouraging scientific research in particular in regional and international cooperation and in relation to education and training. Highlighting the importance of inter-agency cooperation in the framework of the ACC Subcommittee on Water Resources, the organization expressed the view that “standard setting” may not be so relevant to the science of hydrology and the practice of water resources management. The organization also underlined the importance of IOC as the primary focus for multidisciplinary ocean science and services and the need to give it the resources commensurate with its role.

7. Yet another organization identified two areas to strengthen cooperation with UNESCO:

- analysing ways by which developing countries could improve their capacity in the area of trade in services (e.g. through human resources development, institutional capacity-building; improvement of access to and use of new technologies - especially software development and audiovisual sectors and the development related legislation);
- UNESCO’s participation as a managing partner for the geology and education section of the UNCTAD Mineral Resources Forum website ([www.natural-resources.org/minerals](http://www.natural-resources.org/minerals)).

### **Summary of comments by intergovernmental organizations**

8. Because they share so many common interests and objectives with UNESCO, the IGOs feel there is great potential for expanding current partnerships to meet the twenty-first century’s multiple challenges. Several organizations elaborated on their ideas. They emphasized the importance of expanding regional cooperation both for the purpose of eliminating duplication and for making better use of human and material resources. All gave support for the reform effort currently under way. This effort should seek “coherence, concentration, cooperation, universality, transparency” and should be oriented towards achieving results having measurable impact. The National Commissions, NGOs and civil society all play a role, but activities should be decentralized only if that decentralization is necessary for a better implementation of the programmes.

9. One organization stressed that intersectoral projects could help break down internal barriers within UNESCO and achieve true interdisciplinarity. Also UNESCO should identify which projects might attract major donors. It should make the relationship between extrabudgetary activities and the Organization’s goals clearer.

10. One organization suggested that the current system of delegating observers could be extended to include institutional collaboration in the actual implementation of specific activities. Another expressed concern that resolution 50 adopted at the 30th session of the General Conference would make it more difficult for intergovernmental bodies to work closely together by preventing access to the Participation Programme.

11. Finally, a development bank asks that UNESCO review the ways it might reinforce institutional capacity and leadership at the national level. It needs to determine what role the funding institutions and community should play in relation to UNESCO’s own Regional Office. What role, it asks, does UNESCO expect its Regional Offices to play in terms of leadership or coordination? The bank feels greater coordination and consultation are needed to

ensure that the beneficiaries participate fully and achieve consensus in defining priorities and measures appropriate to their own development contexts and vision.

12. A short mission statement and explanation of general policy were considered more useful than a detailed C/4 document. Flexible planning should be an integral part of the C/4 strategy, with revision possible every two years. It should state UNESCO's fixed-term objectives and spell out all the objectives dependent on international cooperation both within the United Nations system and outside it.

### **Summary of comments made by international non-governmental organizations (NGOs)**

13. There were 47 responses to the consultation document. All expressed the opinion that UNESCO had done an excellent job in preparing its analysis of accelerated change in the world and the major challenges being confronted. All indicated their eagerness to assist the Organization in any way possible to fulfil its mission, even when they were critical of UNESCO's institutional sluggishness and seeming inability to follow through on promises of cooperation. Several NGOs vented their frustration and disappointment that joint projects had often failed to materialize, even when no funding was required.

14. Nevertheless, there was universal faith expressed in UNESCO as an intellectual and ethical leader, and in the importance of this role in building a more equitable and peaceful future. In replying to the consultation document, some NGOs talked generally - and often eloquently and with great passion - about the problems to be addressed; others focused specifically on the areas of special interest to themselves where they saw the greatest potential for collaboration; others endorsed the overall scheme but said they were not competent to comment on particular aspects.

15. The most frequent observation concerned the wonderful new opportunities for partnership and synergy that have arisen with the emergence of civil society and decentralized structures. Many respondents admit they are biased, but at the same time they express a real awareness of the power of complementarity between non-governmental organizations - with their field experience and technical competence - and UNESCO, with its moral authority and global reach. There is a clear sense both of urgency and of historical opportunity.

16. The summaries below present a selection of views about the state of the world as seen through NGO eyes. They also give some of the specific responses and proposals concerning UNESCO's Medium-Term Strategy, and some of the more interesting remarks about matters of mutual concern.

#### **A. Stakes and challenges at the dawn of the twenty-first century**

17. All the responses acknowledged the validity of UNESCO's description of challenges ahead. However, many were quick to recognize some bias in choosing which elements in the strategy and programmes deserved the most attention.

18. Poverty was overwhelmingly identified as the number one challenge, together with its corollaries of exclusion, inequality and aggravated risk of conflict and violence. Many respondents linked misery to an abuse of human rights. They also identified the danger that globalization, the digital divide and inequalities of access to education and participation in

community life would exacerbate these problems. These problems are seen as obstacles to achieving a culture of peace.

19. Some other items were mentioned in addition to those suggested by UNESCO, often reflecting the particular competence of the NGO. If these problems become more urgent, they may require UNESCO to modify its activities accordingly:

- climate change;
- new forms of violence (land mines, rape, child soldiers);
- longevity and health;
- feminization of poverty;
- HIV/AIDS (and their impact on education or women, for example);
- refugees, insecurity of populations;
- demographic growth and rural migration to cities;
- human trafficking, Internet crime and pornography;
- the need for social policies and planning in Member States;
- civil society as an alternative and counterbalance to the State;
- the private enterprise as a key actor in promoting good citizenship and economic development;
- cultural pluralism and dialogue at a time of globalization and cultural standardization;
- need for free circulation of performers and artists.

20. Many NGOs made comments and suggestions of a more philosophical nature. One was highly critical of UNESCO's inability to innovate and create a form of lifelong learning within UNESCO itself that would "ensure a posture of strategic nimbleness". The writer elaborated on this theme, saying UNESCO would need new metaphors, "new ways of listening" to accomplish its task, and this would require replacing static frameworks with dynamic processes.

21. Several organizations raised the question of a new concept of partnership and cooperation. The potential for collaboration is largely unfulfilled, they felt. Others focused on the need to restore UNESCO's credibility, to give its image "coherence". Another NGO said UNESCO is facing the challenge of moving into a situation "where the generation now growing up knows little of the Organization". It suggested that NGOs were UNESCO's best ally in making its mission better known.

22. Yet another commented on the paradox that human societies do not develop linearly and UNESCO must be prepared to face “the reign of unpredictability”. It gave the example of how internationalism today is based on markets and a global economy, and no longer on grand ideals.

23. This theme was expanded by another contributor who said that UNESCO’s role was to help give globalization a human face and that even the definition of a person is changing. Another organization, concerned about the influence of consumer society and “quantitative” values on youth, proposed setting up a new educational unit on “education for ethical behaviour”. This would complement various normative instruments by being more dynamic and interactive. The new activity would reflect on the values underlying the individual’s rights and responsibilities, and get UNESCO involved in a qualitative evaluation of education. Finally, it was suggested that UNESCO should act as the “critical steward” of these developments, and be much more proactive and visible in the public debate about the values and issues at stake.

24. Even while expressing confidence in a new era of cooperation between UNESCO and NGOs, several respondents nevertheless cautioned that civil society was not a substitute for States that default on their responsibilities to society.

## **B. Principles and fields of action**

25. Just as the General Conference at its 30th session confirmed the continuing validity of UNESCO’s mandate “to contribute to peace and security by promoting collaboration among the nations through education, science and culture in order to further universal respect for justice, for the rule of law and for the human rights and fundamental freedoms which are affirmed for the people of the world”, so the non-governmental organizations reaffirmed this mission.

26. Nearly every response made explicit mention of UNESCO’s intellectual and ethical role, which are its most distinctive features and apply to every field of competence. Standard-setting, the work on bioethics and the human genome, the *Entretiens du XXIème Siècle* and the MOST programme were cited as UNESCO endeavours at their best. There was a general call for more energetic actions to uphold and implement the many international standards agreed to by nations in the field of human rights, peace and development. But to be entitled to call itself the conscience of the United Nations system, one organization warned that UNESCO must put its own internal house in order by ensuring intellectual excellence, accountability and openness.

27. How might this be done? Many organizations offered practical advice:

- Develop a more horizontally integrated approach by having fewer chiefs and more ground staff;
- Focus on catalytic activities;
- Concentrate efforts and narrow the focus to what UNESCO does best;
- Organize work internally around interdisciplinary problem areas, not hierarchically;

- Develop internal expertise by recruiting young specialists or use staff as project managers who supervise the work of highly qualified outside specialists;
- Listen more to civil society, the poor, women, youth and those in rural areas;
- Create larger interdisciplinary and integrated conceptual frameworks.

28. Many mentioned that there should be more follow-up to conferences and enforcement of principles, and suggested that this was an area where NGOs can offer valuable cooperation. UNESCO should also do more to popularize respect for universal instruments, for these instruments are a “meeting point between States and civil society”. The world cannot achieve peace and combat exclusion until values are in place, said another. UNESCO should also be prepared to defend its principles more vigorously in the face of government infringements, since freedom of speech is the essence of pursuing individual human rights in our pluralistic world.

29. Four guiding principles were set forth by still another NGO: UNESCO should maintain an outward focus, analyse world trends, ensure full participation of civil society and NGOs, and bring all stakeholders together.

### **Priority fields of action**

30. There was overwhelming support for education in both its formal and non-formal settings. Education is seen to encompass all the other areas where UNESCO works and many NGOs elaborated on these interrelationships and interdependencies. The ethics of science and technology, cultural pluralism, access to information and knowledge and learning to live together are viewed as different facets of a single whole. Thus, even when an NGO has put ethics or communication first on its list, it becomes clear from subsequent comments that the goal is the same: to alleviate poverty, open the way to dialogue and understanding, and elimination of violence, ensure good governance, peace, prosperity and dignity.

31. Several organizations insisted that UNESCO’s priority field of action was in providing space for dialogue and acting as a bridge-builder between all parties and partners in civil society. A proposal was also made that UNESCO add cooperation with NGOs as a fundamental principle. The need to develop more programmes at regional and subregional level was mentioned often, as was UNESCO’s role as the lead agency for education. Specific areas of cooperation with WHO, UNICEF, World Bank, WTO, FAO and other specialized bodies were invoked. One organization that had assigned priority to education and communication said that in science and culture, UNESCO’s principal role was to stimulate global alliances and networks.

32. As to giving up programmes or fields of action, most NGOs were content to suggest the need for consolidation and greater focus. It was pointed out that by concentrating just on education and science, UNESCO’s interdisciplinary approach could also cover poverty alleviation, environmental management, governance and participation, and universal access to information.

33. One organization stated specifically that UNESCO should “close down” the intersectoral project: Educating for a sustainable future (EPD) and mainstream all environmental activities within Basic Education. Another said all programmes except those

related to education and human rights should be left to other United Nations agencies. Several suggested that UNESCO should minimize its operational role. Instead it should offer leadership and guidance, especially through continuous evaluation of the outcomes of recommendations and their application in Member States.

34. UNESCO's high profile in the international community was considered a major advantage. It could do more to mobilize world opinion and play an advocacy role by working through influential ambassadors. It should encourage world leaders to spearhead global initiatives, such as those for EFA and the human genome.

### **Interdisciplinarity**

35. There was widespread agreement that the complexities of today's world require an interdisciplinary approach to deal adequately with social, cultural and political problems. Many NGOs spoke eloquently of their own coming to grips with integrated approaches, particularly if they work in the social sciences. One NGO stressed that culture is interdisciplinary by its very nature. However, they were also reluctant to abandon any reference to UNESCO's internal organization along sectoral lines. The result is a hybrid structure, with some items treated by interdisciplinary theme, others rooted in the sectors.

36. Those topics considered suitable for interdisciplinary treatment included the five evoked by UNESCO in the consultation document as examples:

- poverty eradication;
- water management;
- cultural diversity and pluralism;
- governance and participation;
- the ethics of science and technology;
- universal access to information and knowledge.

37. To these were added the following:

- justice, development and peace;
- civics education;
- environmental protection;
- gender issues, gender education, gender sensitive approach in all scientific research;
- abusive conditions of work and life (e.g. teachers, health workers);
- the clearing-house function;
- education for human rights;
- capacity-building.

### C. Functions and roles

38. The term “functions” refers to the means by which UNESCO carries out its mission of fostering international cooperation and advancing human welfare. Functions cut across all disciplines and programmes. The consultation document on the Draft Medium-Term Strategy and the Programme and Budget for 2002-2003 has identified four main functions for UNESCO:

- as an intellectual forum and laboratory of ideas, the Organization develops understanding of emerging problems by anticipating them;
- as an ethical reference it helps to formulate and set forth principles, criteria and recommendations intended as standards for the whole international community;
- as a clearing house UNESCO gathers, analyses and disseminates information and knowledge;
- as a capacity-building organization it promotes research and training; provides “upstream” advice and expertise for project or policy formulation and “downstream” support for project or policy implementation.

39. UNESCO’s role as an intellectual leader and ethical standard-setter was endorsed by all the respondents. A majority of these agreed that the four functions were entirely appropriate. Nevertheless, there were many “buts” and conditions attached.

40. The most striking feature to emerge from the NGO responses is their desire to see UNESCO regain its authority by “putting teeth” into its intellectual and ethical mission. There is a clear move towards toughening standards and following up decisions and non-compliance with much more vigorous enforcement. Nearly half the NGOs made specific reference to this. They insisted that UNESCO needs to:

- put “more emphasis on denunciation than on proposals” by enforcing instruments and texts adopted during world conferences;
- initiate a “finger-pointing system” for States that do not respect their commitments;
- avoid multiplication of new instruments and concentrate on monitoring existing commitments;
- improve feedback and implement more rigid audit and evaluation procedures;
- make governments face up to their responsibilities;
- monitor the outcomes of major conferences (like the EFA Assessment);
- set up criteria to judge whether a partner is achieving the goals set;
- suggest moral standards for all people (moral capacity-building) and not just the State;
- establish international standards of social justice;

- install mechanisms for ongoing, immediate and practical evaluation of all programme activities.

41. The great interest that NGOs have in UNESCO's intellectual and ethical role was clearly evident in the numerous suggestions brought forward for new initiatives. UNESCO should:

- set standards that would encourage, not stigmatize social experiments, as it does for the natural sciences;
- reflect on what cultural guarantees offered to minority groups could ensure peace in multi-ethnic and multi-religious States;
- draw up recommendations for a "new financial architecture" that would discourage speculation and other destabilising behaviour in the most exposed countries;
- use UNESCO's moral authority to see that sums liberated by debt forgiveness are well spent on health and education;
- draw attention to the impact of neo-liberal policies on education, science, culture and communication;
- establish an EFA Watch in conjunction with the Institute of Statistics;
- work towards an international convention on language rights;
- establish a charter for scientific and technical cooperation and the transfer of knowledge;
- conduct a study of globalization in all its aspects;
- create a network to exchange information about human rights violations and discrimination with regard to cyberspace and cultural identity;
- establish a transdisciplinary forum to promote culture of peace (like Davos Forum).

42. Opinion was more divided about UNESCO's role in capacity-building. A number of NGOs felt that the Organization's strength lies predominantly in upstream reflection and expertise where it holds a unique advantage, rather than implementation where there are so many additional players in the field. According to one respondent, rather than building technical capacity, UNESCO should provide fora in which stakeholders and partners can "come together, develop relationships, plan their own capacity-building and identify the information and expertise they need".

43. Many suggested that NGOs are better positioned than UNESCO to perform the downstream work because of their knowledge of specific environments, their low operating costs and their capacity for flexible and rapid response. UNESCO should "listen better" to the analysis of NGOs and let them implement projects, said another.



44. This suggestion was turned on its head by one organization that said national capacity-building would happen naturally by strengthening NGO capacity because such groups are in direct contact with people at grass-roots level. Another proposed that UNESCO use more outside experts and work through NGOs whenever possible. UNESCO Clubs and Associations were another under-utilized resource, according to some, as were youth organizations. Yet another remarked that it is in civil society, after all, where a change of mentality must occur first if new ethical rules are to be accepted.

### **Priority groups**

45. The consultation document asked if the four priority groups identified in the first Medium-Term Strategy should be maintained: women, youth, Africa and the least developed countries.

46. Nearly all the respondents were favourable, although one suggested narrowing the list to just youth and Africa and another favoured women, youth and least-developed countries. While another suggested women, youth, elderly, migrant workers, displaced persons. Some NGOs felt strongly that specific groups should be defined by country or geographic area. Several mentioned the importance of continuing with priority groups because of how little progress had been made with regard to women and youth. One organization observed that despite being a priority, youth was now receiving less attention than ever since the Division had been restructured.

47. There were, however, some additional groups proposed:

- seniors;
- disabled people, whose needs might be integrated within the larger groups;
- nomads, refugees, and persons displaced by natural disasters;
- rural populations on the fringe;
- the extremely poor in both urban and rural environments.

48. The whole matter of defining priority groups also raised questions about the language used to describe - and hence to classify - them and how UNESCO's work process might be affected. One respondent thought the groupings should be based on cultural basins (Mediterranean, Baltic, Caribbean) not whole continents. Another cautioned against imposing categories from the outside, and another said UNESCO must provide more opportunities for participation, especially of women. Another pleaded for initiating a general category such as "disadvantaged groups".

49. Why not use "special concerns" or "special target groups" as the preferred expression and introduce a time frame, one NGO suggested. This way, there would be no insinuation that entire categories were being dismissed or that one group was somehow more important than another. There should be a built-in evaluation process anyway.

50. The subtlety and power of language were also invoked in another reply. This one remarked how it was unfortunate for UNESCO to make use of "military metaphors such as

targeting and impact” when assessing its programmes and that this distorts the conceptual framework. The writer went on to say that such language is especially regrettable in the case of women, who are sensitive to the manner in which they are targeted by men.

51. Several organizations expressed concern about defining priority groups too narrowly. This could prevent UNESCO from having the space and flexibility to respond to changing needs - whereas it should be able to accommodate emerging new groups. Another pleaded for initiating a general category such as “disadvantaged groups”. That would allow UNESCO to gather all partners around a theme, and then work out who does what. There was one request for UNESCO to issue an official document in which it explains the meaning of the term persons at risk. Finally, as part of its evaluation process, UNESCO could review every international programme to ensure that they are taking proper account of the interests of the priority groups.

### **UNESCO’s partners**

52. It is clear from the NGO responses that there is total support for UNESCO’s efforts to extend its partnerships into all sectors and to seek more effective and creative ways of linking up with other agencies in the United Nations family. There was some dissatisfaction with the Organization’s past performance. Its “arrogance and isolation” and its failure to mesh its initiatives with those of other bodies were mentioned. There is also frustration expressed at the difficulty of working with Regional Offices. The MOST programme is cited as a model because it is interdisciplinary and has established links with both researchers and field workers. One organization feels greater cooperation with trade unions would be beneficial.

53. Other aspects of partnership were also evoked:

- NGOs are a mirror reflecting the growth of civil society;
- Web communication gives rise naturally to new forms of cooperation;
- NGOs serve as mediators between people and the State;
- NGOs provide UNESCO with a “reality check” because they work at grass-roots level.

54. Several suggestions for improving NGO-UNESCO cooperation were offered:

- develop a methodology of partnership that helps define each organization’s specificities;
- make better use of contacts and communication - especially oral communication - where Africa is concerned;
- recognize the Liaison Committee as the official representative and coordinator of all NGOs;
- perhaps establish regional focal points;
- form partnerships for advocacy;
- develop user-friendly documentation and advocacy tools, including statistical data.

55. National Commissions should be helped to know local partners better, and NGOs should have easier access to them. One organization suggested that members of National Commissions should be elected by the NGOs and not appointed by the State. Another proposes making UNESCO's corporate image better known.

### **Decentralization**

56. The subject of decentralization did not arouse much interest and only a handful of NGOs commented. It should be applauded, according to one, while another labels it a "no brainer" for the web and emerging new institutional arrangements and patterns of communication and consultation. One respondent says Regional Offices should concentrate on giving support to projects, but UNESCO Headquarters' role is to lead and evaluate results.

## **D. Structure of the Draft Medium-Term Strategy and the Draft Programme and Budget**

### **Nature and scope of the Medium-Term Strategy (C/4)**

57. Nearly all NGOs responded to the question of what form the Medium-Term Strategy (C/4) might take. However, there were far fewer responses to questions about the biennial Draft Programme and Budget (C/5) since many considered this an internal matter best decided within the Secretariat.

58. Results of the consultation suggest several documents are needed, although it is not clear whether these correspond to a C/4 and C/5 document, or whether they refer to an entirely new document plus a C/4 and C/5 document. There is some confusion and disagreement about which is which.

59. One group of respondents says there should be a short mission statement outlining general policies only. This would be useful for wide dissemination. But another school favours a more detailed account of desired outcomes and the strategies available for achieving them. One member of this group stresses that detailed and short are not mutually exclusive. A third group suggests that the C/4 document should be short, but still outline fixed-term objectives and strategies for implementation.

60. A short C/4 document, giving only broad lines of orientation and general objectives, could revolve around such world themes as:

- poverty and exclusion;
- demographic growth, migration to the cities;
- governance and decentralization;
- social policy and planning;
- globalization;
- environment, sustainable development;
- partnerships.

61. Alternatively, one could take a single theme, such as sustainable human development, and illuminate it with examples from education, science, culture and communication.

62. Several NGOs elaborated on the C/4's purpose. It provides a framework, not a detailed plan or set of procedures, said one. It sets out the principles and values which underpin the Medium-Term Strategy. It defines the role, mission and policy objectives of UNESCO; and it spells out the strategies and results expected by the end of the period in question. It should include only as much detail as is needed at that level. Others emphasized its value as a reference for partners and for increasing visibility. One respondent insisted it must be sufficiently general to work in different contexts and be meaningful across disciplines. Finally, one NGO ventured that of all UNESCO's documents, the C/4 document is probably the most useful.

63. The one point of consensus is the need for a rolling document, because the world is changing so rapidly that adjustments are inevitable along the way. But there is no agreement about whether NGOs want this to be the C/4 or the C/5 document: both are mentioned.

64. One organization observes that if desired results can be spelled out at the outset it will be easier to monitor and evaluate the programmes. Another regrets that UNESCO should be under pressure to "overdetermine its strategy" in areas which may be evolving rapidly. And another warns that staff time should be spent for project implementation, not drafting and cites the example of excessive planning in planned economies as a cautionary tale.

65. Several organizations suggest that the C/4 document could be published as an electronic document. This would allow it to evolve over time and to be reconfigured in several ways: by major theme/sector, transversally, or by region.

66. The SISTER programme is considered a welcome development, permitting UNESCO to respond to new needs and be more flexible. On the other hand, one organization considers that it still has many bugs and its reports are not yet adapted to the end users.

#### **Presentation and structure of the Draft Programme and Budget for 2002-2003 (C/5)**

67. This document is considered complementary to the Medium-Term Strategy. As such, it should be more technical, could spell out the collaboration between UNESCO and NGOs and provide a detailed description of strategies and implementation processes. What matters most, insists one NGO, is not the structure *per se*, but whether it is clear where responsibility for each programme lies and if there is adequate communication across sectors. This will require, it goes on to say, an active promotion of a culture of dialogue and cooperation within the UNESCO Secretariat.

68. What are the major features of this document? It should offer:

- a mixed structure by sector and interdisciplinary world issues;
- the four-level subdivisions: by major programmes, programmes, subprogrammes and lines of action;
- four major programmes only, representing UNESCO's core mandate, with all international issues left under interdisciplinary rubrics;
- evaluation procedures and ways to measure results.

69. One NGO proposes that UNESCO should be open to a combination of approaches because, “in our experience” it is best to avoid being overly prescriptive and adding administrative burdens. Another insists that UNESCO must simplify its procedures.

70. Finally, one organization feels strongly that the only possible overall theme is the follow-up to Dakar, which the Director-General has already identified as the touchstone of activity across UNESCO’s sectors. Adopting EFA would provide a unique opportunity for UNESCO to “sharpen its focus, makes its role both more central and more visible as it follows through uncompromisingly on the Dakar Framework of Action”.

#### **E. Priorities under the biennial programme for 2002-2003**

71. The overwhelming majority of NGOs singled out Education for All as the highest priority during the next biennium. Under this general rubric, girls’ education, science teaching and literacy were mentioned most often, followed by higher education, the renewal of education, non-formal education of youth and education for a sustainable future.

72. Well after education came support for environmental science and water resources, culture of peace, the digital divide, freedom of expression and cultural diversity.

73. About one third of the 44 NGOs responding addressed the question of budgetary resources directly. They either agreed with UNESCO’s distribution, offered new figures (rounded up or down) of their own, or made general comments. Those who did not indicated they were not competent to do so or that such matters were best left to the Secretariat.

74. Unsurprisingly, there is a definite inclination to increase education’s share of the pie to 45%, although one organization suggested it should go up to 50% and several supported 40% as appropriate. The science allotment should be decreased to 25%, although one organization proposed 35% and several said they were happy with the 33% as it is. Communication should receive a slight increase to 15% (one high of 25%, a low of 10%). And culture could also be increased to 15% (one high of 20%, one low of 10%).

75. There were qualifications attached to these figures. Several respondents said that percentages and priorities have no meaning because most projects can go anywhere. What counts is that they be adequate to accomplish the tasks at hand. The amount for Communication should be increased, said two others, so that economies could be made across the board through use of the Web. Networking could amplify the effectiveness of the other major programmes. Another said that the allocations for both culture and communication were “minimum amounts” and suggested that UNESCO consider arranging matching funds to enable volunteer organizations to work more effectively. Another - justifying a big increase for Education - said education is the root of development, of improving quality of life for women, of cultural identity and pride. And finally, an NGO that opted to decrease the share to science felt constrained to emphasize that the reduction was the natural result of UNESCO’s reorientation towards its central educational mandate, not a disavowal of the importance of science.

76. It was pointed out that all these figures might need adjustment if there were a big increase in interdisciplinary projects. One NGO wanted the social sciences to stand alone from the sciences, another wanted more resources reserved for civil society. Other respondents pointed out the need for subjects like cultural diversity to have an educational

focus; or for resources in education and social science to be adequate to make a dent in a general theme like poverty alleviation. One NGO lamented that even though UNESCO is the only United Nations organization with a mandate for physical education and sport - a field that cuts across other disciplines like culture and science - its budget is now one sixth of what it was a decade ago.

77. Several organizations expressed concern about UNESCO's budgetary cycle and calendar. In science, especially, a year's lead time is necessary to mount projects and select participants. It was suggested that by moving the General Conference to late spring or summer, there would be more time to prepare budgets for the beginning of the new year and avoid several months of delay. The General Conference could meet less often, and formalities could be simplified.

78. Concerning priorities within UNESCO's fields of competence, the general breakdown was as follows:

#### **EDUCATION**

- Education for all;
- Secondary education;
- Technical and vocational;
- Teacher training and conditions;
- Girls' education;
- Science and environment education;
- Education for a sustainable future;
- Human sciences to be compulsory.

#### **SCIENCE**

- Basic science and engineering sciences;
- Environmental science, water resources;
- Natural disasters and risk;
- Ethical issues;
- Follow-up to World Science Conference (Budapest);
- Cities.

## **CULTURE**

- Heritage;
- Living cultures; revitalization of “intangibles”;
- Music as a universal language;
- Cultural diversity and pluralism;
- Illicit traffic in cultural property.

## **COMMUNICATION**

- Freedom of expression, democracy and peace;
- Digital divide and equal access to information, knowledge;
- Ethical, legal and sociocultural challenges;
- Copyright awareness campaigns.

79. The discussion of global problems and pluridisciplinary themes has been covered elsewhere, in the sections devoted to the Medium-Term Strategy (C/4). All that remains is to include the well-argued plea by one NGO that UNESCO adopt the term “interdisciplinary” rather than “transdisciplinary” as the definitive description of programmes that cross more than one sector. Transdisciplinary gives the sense that the resulting programme somehow “floats above the parent disciplines”. Interdisciplinary, however, says clearly that “knowledge must be drawn from within a number of disciplines in order to illuminate the central problem”.

## **ANNEX**

### **Intergovernmental organizations, international non-governmental organizations, foundations and other similar institutions which replied to the consultation**

#### **Organizations of the United Nations system**

Food and Agriculture Organization of the United Nations (FAO)

International Labour Organization (ILO)

International Maritime Organization (IMO)

United Nations - Department of Economic and Social Affairs

United Nations Conference on Trade and Development (UNCTAD)

United Nations Industrial Development Organization (UNIDO)

United Nations Office for Drug Control and Crime Prevention (ODCCP)

World Meteorological Organization (WMO)

#### **Intergovernmental organizations**

Groupe de la Banque africaine de développement

Organization for Economic Co-operation and Development

Union Européenne

Union Latine

University for Peace

#### **International non-governmental organizations, foundations and other similar institutions**

Association of Arab Universities

Caritas Internationalis

Catholic International Education Office



Coordination Committee for International Voluntary service

European Academy of Arts, Sciences and Humanities

Forum for African Women Educationalists

Inclusion International: International League of Societies for Persons with Mental Handicap

International Abolitionist Federation

International Amateur Theatre Association

International Association of Charities

International Association of Democratic Lawyers

International Association of Sound and Audiovisual Archives

International Association of University Professors and Lecturers

International Catholic Girls' Society

International Cell Research Organization

International Confederation of Free Trade Unions

International Council for Cinema, Television and Audiovisual Communication

International Council for Engineering and Technology

International Council of Museums

International Council of Sport Science and Physical Education

International Council of Women

International Council on Archives

International Dance Council

International Federation for Information Processing

International Federation of Business and Professional Women - BPW International

International Federation of Catholic Universities

International Federation of East-Central European Institutes

International Federation of Human Rights

International Federation of Library Associations and Institutions

International Federation of training centres for the promotion of progressive education

International Federation of University Women

International Movement ATD Fourth World

International Music Council

International PEN

International Publishers Association

International Social Science Council

La maison de sagesse

Latin American Social Sciences Council

SIL International - Summer Institute of Linguistics

Union of International Associations

Women's International League for Peace and Freedom

World Assembly of Small and Medium Enterprises

World Association of Girl Guides and Girl Scouts

World Conference on Religion and Peace

World Federation of Scientific Workers

World Federation of UNESCO Clubs, Centres and Associations

World Union of Catholic Women's Organizations

**Hundred and sixtieth Session**

160 EX/5 Part II  
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Item 5.1 of the provisional agenda

**PRELIMINARY PROPOSALS CONCERNING  
THE DRAFT MEDIUM-TERM STRATEGY FOR 2002-2007 (31 C/4)  
AND DRAFT PROGRAMME AND BUDGET FOR 2002-2003 (31 C/5)**

**PART II**

**PRELIMINARY PROPOSALS CONCERNING  
THE MEDIUM-TERM STRATEGY FOR 2002-2007 (31 C/4)**

**SUMMARY**

The second part of document 160 EX/5 contains the preliminary proposals by the Director-General as prepared following the consultation of Member States and intergovernmental and international non-governmental organizations and taking into account 159 EX/Decision 8.4 (Interim report of the Task Force on UNESCO in the Twenty-First Century).

This second part comprises four sections:

- The world context
- UNESCO's mission statement
- Strategic objectives for 2002-2007
- A road-map for the Organization

1. With regard to the Medium-Term Strategy for 2002-2007 (31 C/4), the Director-General intends to prepare a strategic policy document, considerably shorter than document 28 C/4, outlining the main strategic thrusts around which UNESCO's action will develop over the next six years, the major objectives that the Organization sets itself and the results (defined as changes in the current situation) which it should be possible to attain by the end of this period, together with some indication of how to assess the extent to which these results have been achieved. Designed as a "rolling plan" type of document, document 31 C/4 could be subject to periodic revision by the General Conference, in the light of developments in the international context. It should be capable of responding to a dual challenge:

the necessary concentration of the Organization's efforts on a limited number of priority areas in order to ensure that its action has lasting effect and to strengthen its enabling role as the specialized agency of the United Nations system responsible for education, science, culture and communication;

the consistency of the global strategies and objectives pursued by the Organization with action adapted to local features and conditions.

2. Document 31 C/4 should indicate how UNESCO will set about the task of meeting this dual requirement. It should also spell out the Organization's specific objectives, taking into account the priorities of the international agenda as formulated at the major international conferences relating to UNESCO's fields of competence and emphasizing its comparative advantage in relation to other institutions of the system and its specific role as an international intellectual cooperation organization. In this respect, UNESCO should apply a proactive strategy of partnership with other multilateral agencies – in particular those of the United Nations system – bilateral agencies, civil society organizations and the private sector.

3. To assist the Executive Board in its discussions, the Director-General presents below a sort of "annotated table of contents" of document 31 C/4.

#### **I. The world context**

*Developments in the world context since the preparation of the previous Medium-Term Strategy (trends that have deepened or become more perceptible, in particular the processes of globalization, the rise of the information society, the increase in poverty, the emergence of new threats to human security); likely main trends in the forthcoming decade (159 EX/39, paras. 14-23); threats and new opportunities for UNESCO. The following represents no more than an outline of the analysis that should be conducted in this regard.*

4. Globalization has become a pervasive, though largely unregulated, feature of all societal activities, not only in the economic and financial fields. It has created unprecedented wealth and well-being, but predominantly for rich countries and segments of populations, while bypassing and marginalizing the poor, countries and individuals alike. Too often, the impact of globalization on areas of core concern to UNESCO is being ignored and left unattended. Hence the Organization must prepare itself to tackle these challenges and operate in the new global environment with renewed competence. It must seize opportunities to advocate respect for universal norms and values, to empower poor people and nations, to enhance their quality of life and well-being. The reality of global interdependence demands new multilateral and ethical approaches to human challenges, which nowadays have acquired a different scope and scale. UNESCO is called upon to defend the often neglected dimensions of education,

scientific research and findings, culture as well as knowledge, which despite being global public goods are increasingly attracting private interest and investment. But globalization has the potential to foster hitherto unknown types of engagements, contacts and projects among individuals, peoples, communities, cultures and civilizations that can be harnessed to build understanding, solidarity and peace at all levels. Indeed, while globalization powers on, a seemingly paradoxical trend towards localization is emerging which, here too, offers new opportunities for involvement and intervention by UNESCO.

5. Spectacular developments in the new information and communication technologies and rapid progress towards the so-called “information society”, in which knowledge is the principal driving force of growth and economic productivity, represent an unprecedented challenge to UNESCO, striking to the very heart of its mission. The latest developments, with the highly diversified carriers, contents and services they entail, open up radically new prospects for progress and the exchange of knowledge, education and training, and the promotion of creativity and intercultural dialogue. However, the widening of the “digital divide” between the info-rich and the info-poor, by affecting the capacity to create knowledge through scientific research, to pass it on through education and culture and to share it through the communication media and information systems, has the practical effect of accentuating disparities in development and excluding whole groups, and even countries, from the benefits of globalization.

6. In the shadow of globalization, poverty has become an equally pervasive and stark global reality. Indeed, poverty is growing worldwide as globalization progresses, deepening already existing inequalities and divides and giving rise to exclusion instead of inclusive, participatory interaction at all levels. Indeed, poverty is the very antithesis of development and is nothing short of a denial of human rights on a global scale. Here again, UNESCO is challenged to contribute effectively to the campaign to halve poverty by the year 2015, acting in its spheres of competence and through a variety of strategic alliances and innovative partnerships, notably with organizations of the United Nations system, other intergovernmental organizations and bilateral development agencies.

7. In conjunction with the phenomena of globalization and interdependence and as a counterpoint to recent advances in respect of international law and the promotion of democratic principles, new cross-border threats to peace and security are now arising (environmental threats, pandemics, corruption and organized crime, cultural and ethnic confrontations, new or collective forms of human rights violations, etc.) and call for coordinated action from the international community, including UNESCO, to bring about conditions under which the peoples of the world may enjoy genuine human security (social, ecological and cultural).

## **II. UNESCO’s mission statement**

*Relevance of UNESCO’s mandate, which must, however, be fulfilled in a completely transformed context. A mission based on three main strategic thrusts, to be carried out through a number of specific functions, in line with certain principles of action and a common set of values.*

8. In this rapidly changing context, UNESCO’s mandate is more relevant than ever. Being called upon to contribute through the “relations of the peoples of the world” to the “objectives of international peace and of the common welfare of mankind”, the Organization is duty

bound to mobilize its resources, renew its approaches and build up its multilateral action in order “to contribute to peace and security by promoting collaboration among the nations through education, science and culture”. It must pay special attention to reducing inequality and ensure that the increasing interactions between peoples, individuals and cultures, facilitated by globalization, are directed towards the recognition and promotion of two fundamental principles that are indissociable: universality and diversity.

9. While the foundations of a genuine global (and not just international) system are taking shape, for the first time in the history of humanity, this system has not yet devised regulatory (or self-regulating) mechanisms based on universally shared values. Universality, the recognition of which underpins the United Nations system, is based on the values of justice, solidarity, sharing and equity, respect for human rights, fundamental freedoms and democratic principles.

10. Universality is today the real challenge of globalization and it is a challenge that gives renewed importance to the mandate of UNESCO. For globalization is creating and propagating a new economy and, with it, a new form of social organization, based on knowledge. How can we ensure that this knowledge, which circulates everywhere and creates wealth, is of benefit to everyone instead of generating new and sometimes acute forms of inequality, exclusion and marginalization as ever wider areas of the economy and of social and cultural life are privatized? How can we ensure that, in this world of information, skills, signs and symbols, everyone receives, transmits and produces?

11. For neither universality nor diversity is conceivable without the other. UNESCO must therefore help to give globalization a meaning and a conscience:

by monitoring and steering the ongoing processes, in its fields of competence, in directions that are compatible with ethics and the interests of humanity as a whole; and

by encouraging local responses to these global processes, taking account of the diversity of needs and aspirations, environments and lifestyles, identities and cultures.

12. Based on its Constitution and mandate, and in the light of the prevailing global trends, **UNESCO’s mission on the threshold of the new decade could therefore focus on three distinct yet interrelated tasks:**

developing universal principles and norms, based on shared values, in order to meet emerging challenges in education, science, culture and communication and to protect and strengthen the “common public good”;

promoting pluralism, through recognition and enhancement of diversity together with the observance of human rights;

promoting empowerment and participation in the emerging “knowledge societies” through capacity-building and sharing of knowledge.

13. To perform these tasks, which should be germane to all its activities and projects, and to be recognized as the lead agency for education, science, culture and communication, UNESCO should serve as:

a laboratory of ideas: UNESCO should play a key role in anticipating and defining, in the light of the ethical principles that it champions, the most important emerging problems in its spheres of competence, and in identifying appropriate strategies and policies to deal with them;

a standard-setter: UNESCO should be seen as a central forum for articulating the ethical, normative and intellectual issues of our time, fostering multidisciplinary exchange and mutual understanding, working – where possible and desirable – towards universal agreements on these issues, benchmarking targets and mobilizing international opinion;

a clearing house: UNESCO has a role of gathering, transferring and disseminating available information, knowledge and best practices in its fields of competence, identifying innovative solutions and testing them through pilot projects, and recommending policies accordingly;

a capacity-builder: UNESCO should organize international cooperation for servicing its stakeholders, especially its Member States, in building human and institutional capacities in all its fields of competence;

a catalyst: UNESCO should assume a catalytic role concerning international cooperation in its fields of competence. To that end it should ensure that the objectives, principles and priorities that it champions are incorporated in development cooperation programmes and projects implemented, in particular, at regional and national level. It should therefore build stronger partnerships with development agencies and contribute actively to the design of comprehensive cooperation frameworks such as UNDAF or PRSP.

14. In order to fulfil its main strategic tasks and perform effectively these functions, UNESCO's actions should follow the following principles:

Concentration: in order to enhance the impact and sustainability of its work, the Organization should concentrate on clearly defined priority fields of action attracting greater budgetary resources (regular programme, extrabudgetary resources) and offering opportunities for synergy and complementarity with activities conducted by its partners.

Flexibility: UNESCO should maintain sufficient flexibility to be able to cope with the emergence, in all its programmes and activities, of new issues and challenges that could necessitate a change or shift of emphasis in its action and also to be able to adapt its global strategies to local features and conditions.

Creativity and innovation: these are essential conditions for the effectiveness of an organization committed to anticipation and intellectual cooperation.

Convergence and interdisciplinary action: today's challenges are complex; they cut across the boundaries of traditional disciplines and call for the application of comprehensive, interdisciplinary and intersectoral strategies of action.

Cooperation and partnerships: the Organization cannot act alone; it must seek synergy and complementarity with the activities conducted by all of its regional, national and

international partners, endeavouring to make the most of the particular nature of its contribution.

15. Ultimately, in all its activities and interventions UNESCO shall respect, apply and promote the paramount principles of universality, solidarity, justice, diversity, tolerance and equity. UNESCO shall also strive, in all its programmes, for the dignity of all human beings, in particular women and disadvantaged persons, upholding the principles of the rule of law, human rights and fundamental freedoms.

16. These principles and values are at the core of UNESCO's *raison d'être* and its quest for peace, security and human development. They distinguish the Organization from many other undertakings and initiatives and endow it with the ability to promote, at various levels, a globalization with a human face and free from the shackles of poverty.

### **III. Strategic objectives for 2002-2007**

17. This will involve defining a set of objectives that UNESCO could assign itself for the six years ahead. The proposals that follow have been devised and presented in the light of three strategic lines of emphasis which spell out UNESCO's mission at the dawn of the twenty-first century and which combine the promotion of universality, the protection of diversity and the sharing of knowledge. The definition of these objectives would be accompanied by a statement of the results expected, for each of them, by the end of the period concerned and by quantitative and/or qualitative indicators that would make it possible to measure the progress made towards attaining those results. These objectives have been set out in the framework of the Organization's four major fields of competence: education, sciences, culture and communication. It goes without saying, however, that their definition is by nature interdisciplinary and that their achievement will necessitate the collaboration of two or more sectors of the Secretariat.

### **EDUCATION**

18. The centrality of education in people's lives is becoming even more evident as contemporary societies move towards a "learning society" under the impact of globalization. The swift changes taking place in the world call for the acquisition of new knowledge and skills throughout life. More and more opportunities for learning are being offered outside the school, many of them due to the revolutionary developments in information and communication technologies. But as educational demand increases and supply diversifies, disparities of unprecedented proportions can be observed in respect of access and quality. UNESCO's basic objective in the educational field – which is to achieve universal respect for and effective implementation of the right to education – is more relevant than ever. Education must afford everyone, without exception, not only the opportunity to acquire the knowledge and skills necessary for their harmonious social integration at the local and world level but also to perpetuate the values that underpin their innermost identity. The Organization will respond to its *universalist* vocation by devising norms and principles whose purpose is to promote access to quality education for all (in particular basic education) in the context of the "merchandising" of educational products and, more broadly, the deregulation of education systems. It must be ready to defend the education service as a special asset, a purveyor of values, which should not be subjected to market forces alone. It must combat the standardization and impoverishment of education programmes by the joint promotion of the



*diversity* of cultural and linguistic referents within educational contents, and common attitudes and values (human rights, tolerance, citizenship, etc.) so as to foster “living together”. Lastly, it must promote and develop the *sharing of knowledge* by disseminating best practices and innovative ideas, by making the new technologies available to the most deprived and by being more receptive to the new actors in the field of education.

**19. Promoting education as a fundamental right in accordance with the Universal Declaration of Human Rights**

- Facilitate the more effective application of existing normative instruments concerning the right to education – conventions, declarations and recommendations – adopted over the last 50 years, and work towards drawing up a consolidated Universal Declaration on the Right to Education to meet the challenges of the knowledge-society in the making;
- Support the design of policies and plans as well as legal instruments for promoting universal access to basic education as a follow-up to the Dakar World Education Forum and draw up benchmarked indicators and procedures to monitor the progress made in accessing education for all as a common good;
- Expand formal, non-formal and informal modes of education and training at all levels (including open and distance education and other alternative delivery systems) providing “life-wide” and “lifelong” learning opportunities for all, with particular emphasis on promoting the enhanced and appropriate use of new information and communication technologies (NICTs) and the active participation of local bodies, community organizations, non-governmental organizations (NGOs) and the private sector in the provision of education;
- Facilitate academic mobility of students and teachers through the promotion of regional and international agreements concerning the recognition of equivalencies between diplomas issued by the countries concerned.

**20. Improving the quality of education through the diversification of contents and methods and the promotion of universally shared values**

- Diversify contents and renew pedagogic processes – right from basic education through to higher levels of education both formal and non-formal – so that they are well adapted to the specific contexts, needs and aspirations of the learners;
- Promote research and development of indicators and methodological guidelines for the assessment of learning achievement and for quality assurance and quality equivalencies (certification and transfer of students and teachers between formal and non-formal systems);
- Integrate into various curricular subjects, in both formal and non-formal education, knowledge and practical skills conducive to improving quality of life (e.g. protection of the environment, health and preventive education against drug abuse and HIV/AIDS, vocational/professional skills) with particular emphasis on articulating the linkages between traditional and modern knowledge and practices – including NICTs;
- Reorient the policies, methods and contents of formal and non-formal education, encourage the initiatives taken by the media to promote the values and practices of the

culture of peace (human rights, democracy, tolerance and non-violence, intercultural understanding) and promote the process of learning to “live together” in societies that are both pluralistic and increasingly interdependent.

**21. Promoting the diffusion and sharing of information and best practices as well as policy dialogue between “traditional” and “new” actors in education**

- Broaden and strengthen the diffusion and exchange of information and knowledge (best practices and expertise, innovative methods, materials and processes, through databases, electronic networks and regional programmes) with increased emphasis on those produced by “new” actors in education (e.g. NGOs, voluntary and community organizations and the private sector); relevant to cost-effective and efficient use of NICTs (open and distance education in formal, non-formal and informal settings); and directed to providing access to basic education for marginalized and excluded groups, adult literacy, and special “needs” education;
- Promote at the international, regional and national levels greater policy dialogue between “traditional” and “new” actors participating in education with a view to developing concerted action in favour of the diversification of contents and teaching/learning methods, and the expansion of access at all levels and forms of education; action should be targeted especially towards the E-9 countries, LDCs and countries in transition or in emergency situations and should involve multilateral/bilateral organizations and agencies, national education authorities, civil society organizations, the media and the various local actors in education;
- Set up effective mechanisms to mobilize increased external finance for education, in particular basic education, and propose innovative strategies to that effect, as called for by the Dakar Framework for Action.

## **SCIENCES**

22. Advances in science and technology and socio-economic development are intimately interrelated. In recent decades remarkable advances made in various fields of science together with revolutionary developments in NICTs have been of great benefit to humankind in many aspects. However their fruits are unevenly distributed and, under the impact of rapid globalization, the “gaps” are widening between those who have the means to effectively draw benefit from scientific advances and those who do not. This has accentuated existing poverty, social imbalances and exclusion as well as environmental degradation, unsustainable exploitation of natural resources, creating food, water and energy insecurity, the denial of basic human rights and the emergence of new diseases, tension and conflict. The World Conference on Science (Budapest, 1999) which discussed the interrelationships between science and society highlighted the need for the setting of ethical standards for guiding scientific endeavour and social change. It called for a new commitment for engaging all sciences (basic and engineering sciences as well as social and human sciences) in the service of sustainable peace and development in a progressively responsive and democratic framework. In promoting the effective follow-up to the recommendations of the Conference by Member States and the various stakeholders, it is proposed to pursue the following objectives.

**23. Promoting ethical principles and norms to guide scientific development and social transformation**

- Promote and monitor respect for human rights in UNESCO's fields of competence, by creating wider understanding through dissemination of information for decision-makers and opinion leaders; developing institutional mechanisms for monitoring their application and possible violations; establishing cooperative links with institutions, professional bodies and NGOs actively involved in research on and promotion of human rights, particularly among the poor and excluded groups (first and foremost women);
- Intensify exchanges and reflection among and between scientists, intellectuals, governments and civil society representatives (including the private sector) on the strategic role of science and technology for development as well as on the ethical implications of scientific and technological development in areas of common concern (e.g. life sciences, biotechnology, fresh water resources, energy, outer space environment, information society);
- Promote reflection on the implications of the intellectual property rights regime (in cooperation with WIPO, WTO, and other agencies and stakeholders) with a view to protecting scientific information pertaining to the public domain and facilitating the transfer of knowledge resulting from private discovery into the public domain information.

**24. Improving human security by better management of the environment and social change**

- Promote sustainable use and management of natural resources, and in particular:
  - strengthen mechanisms and capacities for the observation of, and research on, the environment with a view to forecasting the evolution/changes in natural phenomena, and to better understanding of the impact of human activities on the environment;
  - provide scientific basis for decision-making with a view to enhancing environmental security of the people (e.g. water security, energy security, safeguarding of biodiversity and ocean resources, managing fragile coastal and small island ecosystems, disaster preparedness and mitigation of damages) and preventing possible conflicts relating to the use of natural resources;
  - enhance the contribution of other systems of knowledge (i.e. local and indigenous knowledge systems) to the sustainable use and management of natural resources, and establish to that end appropriate linkages and synergy between modern science and traditional knowledge.
- Improve the formulation of social change policies, by:
  - promoting comparative and interdisciplinary research on critical development issues to inform policy-making and implementation with the involvement of all stakeholders;
  - improving the understanding of linkages between research and policy-making;

- elaborating social development indicators and methodological guidelines for assessing progress in reducing poverty and exclusion;
  - strengthening the participation of the most disadvantaged in decision-making through innovative pilot actions for social change.
- Contribute to the development of human security based on universally recognized principles by improving understanding of their various dimensions and interrelations; by encouraging the dissemination of traditional and innovative forms (i.e. by making use of the resources of scientific and technological knowledge) of conflict prevention and resolution; and by promoting community participation in their implementation.

**25. Enhancing capacities to participate in the emerging “knowledge societies”**

- Promote the formulation and implementation of natural science and technology policies with the participation of all stakeholders (including the private sector) and the general public with a view to strengthening national human and institutional capacities in science and technology; promote in this context innovative cooperative programmes at regional and global levels;
- Strengthen and diversify science and technology education, at all levels, both formal and non-formal, and foster public understanding of S&T so as to enhance peoples' ability to meet the challenges of modern society;
- Strengthen and broaden international and regional cooperation and sharing of knowledge in all sciences through networking, institutional arrangements (with IGOs, NGOs, research and education institutes, national science councils), advanced training in selected disciplines, and clearing-house services;
- Develop new tools to improve understanding of the contemporary world by encouraging social and human science studies on the changes taking place in ways of thinking, acting and living; by drawing up new indicators in support of the analysis of ongoing processes in the Organization's fields of competence; by giving impetus to future-oriented discussion of questions that have so far received little attention; and by publishing every two years a UNESCO world report on one of these questions.

**CULTURE**

26. The cultural field is profoundly affected by developments in the contemporary world. While the processes of globalization and the development of new communication tools enable peoples to become better acquainted with one another, and open up new areas of expression, creativity, interaction, exchange and innovation, they also bear within them the seeds of cultural uniformization and impoverishment, not to mention the commercialization of the heritage and cultural goods and services. The threat of inward-looking attitudes, intolerant and xenophobic, is all too real. As the only United Nations agency with a mandate in the field of culture, UNESCO has a major responsibility in this respect. The Organization must pursue and reinforce its universal mission through a strong standard-setting initiative, in particular in the field of the tangible and intangible heritage, having as its fundamental objective the protection of diversity and the promotion of intercultural pluralism and dialogue, thus paving the way for a type of economic and social development which incorporates the cultural

dimension and is based on a sharing of knowledge, squarely in line with the recommendations of the Stockholm Conference.

**27. Promoting the drafting and implementation of standard-setting instruments in the cultural field**

- Broaden and enhance the implementation of the Convention for the Protection of the World Cultural and Natural Heritage;
- Strengthen the protection of items of heritage which are particularly threatened by changes in the contemporary world, in particular by framing instruments aimed at ensuring the safeguarding of the oral and intangible heritage and the underwater heritage, and by strengthening international cooperation to combat illicit traffic in cultural goods;
- Formulate and implement a global strategy of information and awareness promoting protection of the cultural heritage;
- Protect contemporary creativity by striving to enhance the status, living and working conditions of the artist and ensure observance of copyright.

**28. Protecting diversity and encouraging intercultural pluralism and dialogue**

- Promote integrated strategies and policies for the safeguarding and revitalization of the intangible heritage, with a view to the collection, registration, transmission and dissemination of the most significant elements thereof;
- Make progress in the elaboration of cultural strategies and policies conducive to enhancing diversity, strengthening pluralism and promoting the right of access to and participation in culture (e.g. linguistic policies, recognition of the special status of cultural goods and services, development of the educational role of museums);
- Identify the historical and contemporary processes that favour interaction and convergence between cultures; encourage such processes through heritage safeguarding operations and the implementation of intercultural projects aimed at building awareness of both joint and multiple affiliations.

**29. Enhancing the linkages between culture and development, through capacity-building and sharing of knowledge**

- Support and disseminate cultural policies, strategies and practices which contribute to economic and social development in such fields as cultural industries, crafts and tourism, both cultural and ecological; to this end, strengthen links between educational and cultural policies;
- Strengthen and enhance national and regional training capacities for various agents of cultural development;
- Encourage the dissemination, exchange and sharing of information in the cultural field, harnessing both traditional supports and new information and communication technologies (NICTs).

## **INFORMATION AND COMMUNICATION**

30. The rapid development of NICTs and their consequences, particularly in education, science, culture and communication, are affecting directly or indirectly all societies, countries, groups and individuals in very different ways. For UNESCO, there are major challenges that will need to be taken up in the years to come – the risk of a widening of the “digital divide” which separates the “info-rich” from the “info-poor” both between and within countries; all the issues involved in globalization, such as access to information, preservation of cultural diversity and the purposes of the information society; and the tightening grip of the private sector on the telecommunications industry, in information technology and among the providers of content – including the media. It should pursue its action at three distinct but interdependent levels: (i) ethical and legal aspects; (ii) “contents” and applications in its fields of competence; and (iii) “tools” and accessibility. The new intergovernmental programme [“Information for all”] should serve as the framework for this action.

### **31. Encouraging the free flow of ideas and universal access to information**

- Promote and defend freedom of expression as a fundamental human right, with its corollary freedom of the press and also independence of the media; sensitizing the public and decision-makers, standard-setting action and field activities;
- Define the necessary conditions to ensure that the general principles of ethics and law are fully reflected at both the national and international levels in the use of NICTs, taking account, in particular, of matters relating to copyright, fair use, respect for privacy and the legal use of cyberspace;
- Protect and expand the public domain of information, accessible on-line or off-line, through, *inter alia*, the drafting of legislation, the preservation, digitization and wider dissemination of works belonging to this “world public heritage”, the setting up by UNESCO of a “public portal” giving access to information in its fields of competence, and the development of principles of action for electronic governance in the context of globalization.

### **32. Promoting the expression of pluralism and cultural diversity in the media and world information networks**

- Work out strategies to encourage the production, safeguarding and circulation of diversified contents, whether such contents be educational, scientific (traditional knowledge) or cultural (all forms of artistic expression, archival and documentary heritage, audiovisual production); for this purpose, promote public service radio and television and facilitate the adoption and implementation of principles of action to ensure the practice of multilingualism, the production and broadcasting of local materials and universal access to cyberspace;
- Promote – within the framework of inter-agency cooperation and a more far-reaching partnership with multilateral institutions (such as the United Nations Development Programme (UNDP), the International Telecommunication Union (ITU) and the World Bank), regional intergovernmental organizations and other interested parties – pilot initiatives designed to foster the adoption of NICTs and their use for various purposes: educational (e.g. distance education), scientific (e.g. indigenous knowledge systems, scientific publishing, virtual laboratories), cultural (e.g. preservation of the written and

oral heritage) and communication (e.g. multipurpose telecommunity centres coupling “traditional” means of communication and new technologies).

**33. Bridging the communication and information gap**

- Promote the formulation of integrated regional and national information and communication policies and strategies, particularly in the developing countries, with emphasis on the development of human resources and capabilities for the information age (e.g. training professional communities and developing institutional capacities to use ICTs for societal development);
- Develop methodological tools, principles and guidelines for the production, preservation, storing and dissemination of information, with a view to increasing cooperation and exchanges (computerized networks);
- Broaden access to information (via libraries, archives, documentation centres and community telecentres) and develop communication media (in particular community radio) for population groups that are usually excluded (women, young people) and/or who live in particular situations (disadvantaged rural and urban areas, conflict zones);
- Develop audiovisual production in the developing countries and/or countries in transition, through partnerships with international broadcasting organizations, improve the quality of television programmes for children and take action to counter violence on the screen, particularly by promoting public service broadcasting.

**CROSS-CUTTING STRATEGIES**

34. At the same time, in accordance with the proposals submitted to the Executive Board at its 159th session (Report by the Director-General on the reform process, document 159 EX/5, paras. 93-96), which received broad support from Member States during the consultation, it is suggested that, for the period 2002-2007, two transverse issues should be selected, chosen for their high degree of priority and their topicality and requiring for their translation into action the convergence of a wide variety of approaches, disciplines and skills. The two themes proposed for inclusion in the next Medium-Term Strategy are:

- eradication of poverty, especially extreme poverty;
- the contribution of the new information and communication technologies to the development of education, science and culture and the construction of a knowledge society.

35. An integrated strategy on the model of the one set out in document 160 EX/13 (UNESCO’s strategy on development and poverty eradication) would be presented in the C/4 document, giving rise in the C/5 document to a number of intersectoral projects seeking practical solutions and focused on action of a mainly regional or subregional nature with well-defined objectives and results to be attained and a limited time frame. Evaluation parameters would be incorporated at the planning stage.

36. The advantage of this approach is that it should be conducive to:

- strengthening the interdisciplinary and intersectoral approach;
- mobilizing all the sectors of the Organization for a set of tasks defined in common;
- increasing the visibility of UNESCO's contribution to the achievement of objectives common to all the organizations in the United Nations system.

## **PRIORITY GROUPS**

37. The current Medium-Term Strategy includes four **priority groups** – women, youth, Africa and the least developed countries – as target groups for action during the 1996-2001 sexennial period. A number of measures have been taken including the incorporation of specific projects for their benefit to make this priority a reality in UNESCO's programmes. During the consultation process, a majority of Member States considered that UNESCO should not retain the principle of priority groups in the next Medium-Term Strategy.

38. Instead, priority should be given to meeting the special and **urgent needs of marginalized and excluded groups as an integral part of all its programme actions**. This should not in any way imply a reduction in importance accorded to youth, gender equality and mainstreaming, least developed countries or Africa. On the contrary, it should enable the Organization to make a more effective contribution by concentrating its action in favour of the marginalized and the excluded among youth and women (street children, vulnerable groups, rural populations, displaced persons, minority groups, etc.) in all countries, particularly in those developing countries and least developed countries where the needs of such groups are more acute and urgent in UNESCO's fields of competence. This approach would also facilitate the mobilization of international and national support in the framework of the fresh initiatives being undertaken worldwide to combat poverty. Efforts developed so far to mainstream women's and youth views and concerns into UNESCO's programming and to enhance their specific contribution to UNESCO's action would nevertheless be pursued with vigour.

39. In the same spirit, which is to concentrate efforts on well-defined targets, it is proposed that a small number of countries (such as Nigeria, Cambodia, Haiti or Palestine) or groups of countries (such as the Balkans, the Caucasus or the Korean peninsula) should be identified as the target of increased, coordinated efforts by the Organization during a given period. They would be countries or subregions in a situation of transition, in a pre- or post-conflict context, or in which flagship activities likely to produce tangible results contributing to the establishment of a true culture of peace could be undertaken. The selection of such countries could be reconsidered, as situations evolve, during the periodic review of the Medium-Term Strategy.

## **IV. A road-map for the Organization**

- **Aiming at excellence**

40. UNESCO is a specialized agency of the United Nations system. It is this special status, in conjunction with the fact that it is an organization for intellectual cooperation with an



ethical purpose, that makes it so distinctive and gives it much of its comparative advantage. UNESCO will only be able to claim and demonstrate its leadership in education, science, culture and communication to the extent that it excels in its field. To win back its authority and credibility, UNESCO must organize itself as a focal point for the identification, collection, processing and dissemination of the best available knowledge and experience in its various fields of competence. To this end it must sustain an ongoing relationship of exchange with the prime movers in the intellectual and scientific community, with the relevant professional communities and with the best centres of expertise throughout the world. Its excellence will lie also in its capacity to mobilize – pertinently, effectively and rapidly – available expertise at both the local and international levels in order to seek appropriate and innovative responses to put into action. UNESCO must therefore organize itself as a “knowledge broker” for the purpose of renewing and spreading the ideas, principles and standards it upholds in carrying out its mandate. This will be accomplished, *inter alia*, through the recruitment of high-calibre staff, a programme of staff training and skills enhancement and the introduction of innovative modalities to secure the flow of cutting-edge ideas, competencies and substantive inputs from eminent personalities and highly qualified experts in a variety of fields.

- **Enhancing interdisciplinarity**

41. The wide range of the Organization’s fields of competence, long felt to be a weakness, may be seen as a strength at a time when the complexity of contemporary problems and challenges requires the development of interdisciplinary skills. What have all too frequently remained mere statements of intention must now give way to an authentic concentration of skills on well-defined themes, strategies and projects. The period covered by the Medium-Term Strategy will be used to develop internal knowledge-exchange networks based on personal motivation, intersectoral teams for the piloting of projects, and interdisciplinary missions to help Member States in the preparation of various programming exercises (UNDAP, CFF, PRSP and so on) conducted within the framework of the United Nations system. The development of networking habits, facilitated by the new technologies, the renewal of performance evaluation criteria, taking account of active participation in skills networks and intersectoral teams, and the setting up of multisectoral decentralized units should reinforce this trend.

- **Enhancing UNESCO’s outreach**

42. Decentralization from Headquarters to field-based operations will be strengthened with a view to broadening the Organization’s outreach to its constituencies and to integrating better global strategies and solutions with action at the country level in support of national development objectives. UNESCO’s ability to deliver sound advice, services and products, to meet the needs of and impact the situation in Member States and to engage stakeholders will be proof of its agility, effectiveness and relevance (see proposals contained in documents 159 EX/5 and 160 EX/6, Part III).

- **Broadening partnerships and alliances**

43. Given the scale of needs and expectations as against the limited means at its disposal, UNESCO will have to select certain priority areas for action in which it will endeavour to play a leadership role while, for the other areas, it will opt for participation in more large-scale programmes implemented in cooperation with partners, in some cases even with those

partners taking the lead. This work-sharing arrangement calls for preliminary agreements and a systematic endeavour to achieve synergy and complementarity. It does not exempt UNESCO from any of its responsibilities in all its fields of competence and requires it to remain present, through the interaction of its partnerships, even in fields in which it has reduced its involvement. It is therefore of crucial importance for the Organization to plan its action, right from the start, within the framework of a partnership system allowing for the most effective distribution of labour without detracting from its duty to monitor the action taken. This approach should also strengthen complementarity between the priorities of the regular programme and the programmes executed with extrabudgetary funds.

44. This movement has begun within the United Nations system with the signing of a number of cooperation agreements in specific fields of action. It is expected to continue and be extended to other intergovernmental, international and regional institutions, development banks, bilateral partners, NGOs and – a new trend – the private sector. But UNESCO also draws its strength from its long-established and fruitful relationships with numerous representatives of civil society; it should therefore make use of the National Commissions to build on this heritage which in every country makes it an inside partner alongside the people, especially the most disadvantaged.

- **Improving management processes**

45. The improvement of management processes across the entire Organization will be critical for its credibility and effectiveness. This will not be a one-time event but requires sustained effort implemented in several stages, including the rejuvenation of staff, the renewal of expertise, increased motivation through better career development and planning, delegation of authority and accountability and the introduction of new approaches to knowledge – sharing and lifelong learning within the Secretariat.

46. Starting out from the now proven premise that massive downsizing is at odds with the revitalization of an organization, it is not envisaged, at least during the first half of the Medium-Term Strategy period, to proceed with a significant reduction in the number of posts. The objective will be to achieve a better distribution of staff between high- and medium-level posts in order to renew and rejuvenate UNESCO's expertise, between programme and administrative posts, and between Headquarters and field posts in order to increase the effectiveness of its action in Member States; other objectives will be to improve the geographical distribution of personnel and to develop a "learning organization" culture by establishing training and knowledge-sharing programmes (3% of staff costs at the end of the period covered by the Medium-Term Strategy). In other words, the objective is to keep more or less the same number of posts while bringing about a significant decrease in the staff costs and an increase in effectiveness.

- **Enhancing UNESCO's visibility and communication**

47. In an increasingly competitive international environment, special attention will be paid to strengthening UNESCO's visibility and communication. Opportunities to project the competence and contribution of the Organization must be more systematically identified and seized so as to highlight UNESCO's substantive profile and consolidate its outreach to key constituencies. In other words, UNESCO should communicate less about itself and more about what it has done, in the knowledge that its visibility will be in proportion to the quality of its achievements. UNESCO will be able to concentrate its communication tools more

effectively if its presence on the web is both coherent and of a high quality. Rather than printing reams of text, it will be very much in UNESCO's interest to let its real successes speak for themselves, once those successes have been assured and suitably documented. This will in turn facilitate the mobilization of non-core resources. Effective public outreach, including the use of new communications technologies and networking techniques, must be recognized as a new set of competencies to be mainstreamed throughout the Organization. More precise orientations will be drawn up in the light of the advice of the group of experts set up in accordance with the General Conference and Executive Board's decisions.

**Hundred and sixtieth Session**

160 EX/5 Part III  
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**PRELIMINARY PROPOSALS CONCERNING  
THE DRAFT MEDIUM-TERM STRATEGY FOR 2002-2007 (31 C/4)  
AND DRAFT PROGRAMME AND BUDGET FOR 2002-2003 (31 C/5)**

**PART III**

**PRELIMINARY PROPOSALS CONCERNING THE PROGRAMME AND BUDGET  
FOR 2002-2003 (31 C/5)**

**SUMMARY**

The third part of document 160 EX/5 presents the preliminary proposals by the Director-General concerning the Programme and Budget for 2002-2003, i.e. the first phase of the Medium-Term Strategy.

This third part comprises three sections:

- Programming framework;
- Priority fields of action;
- Considerations concerning the general lines of emphasis of the budget for 2002-2003.

## **I. PROGRAMMING FRAMEWORK**

### **A. Concentration**

1. As pointed out by the Task Force on UNESCO in the Twenty-First Century (159 EX/39, para. 4), “The major organizational and political challenge facing UNESCO at the dawn of the twenty-first century is to fulfil its mission while ensuring a balance between the scope of its action and its limited financial resources. UNESCO’s programme should be concentrated on a realistic and affordable set of priorities, in order to curb the present fragmentation of activities”.

2. The strategic framework outlined in Part II of this document represents an initial attempt to strengthen the coherence of the Organization’s overall action in relation to a specific number of objectives to be pursued and results to be attained by the end of a given period.

3. In a bid to strengthen the impact of its action and to optimize the chances of achieving the desired results, it is also proposed to adjust the Organization’s efforts over time, by identifying, in each successive programme and budget (C/5), a small number of objectives and fields of action which might be deemed to have special priority throughout the biennium. The Director-General accordingly proposes to focus efforts, in the Programme and Budget for 2002-2003 (31 C/5), on five major fields of action which, being deemed to have absolute priority, would be assigned at least 50% more than their present allocations (i.e. those of document 30 C/5). These five fields having “absolute priority” would be the following:

basic education;

water resources management;

the ethics of science and technology;

diversity, pluralism and intercultural dialogue;

broader access to information, in particular information in the public domain.

4. This budgetary strengthening, which is to be achieved by the internal redistribution of existing resources, will not suffice, *per se*, to guarantee the effectiveness and impact of the Organization’s action in these “absolute priority” fields. It will have to be accompanied by a decisive effort to improve synergy and complementarity, both inside and outside the Organization, and to develop partnerships with all the institutions which, at the international, regional and national levels, are committed to achieving the same objectives. Extrabudgetary fund-raising, designed to intensify the Organization’s action in these fields and to confer the necessary impact and scope upon it, will be a key factor in UNESCO’s strategy. In this respect, the Secretariat intends, during the next biennium, to devise and adopt more dynamic and targeted approaches to mobilizing extrabudgetary resources, gearing them more closely to the priority objectives that the Organization has set itself.

### **B. Criteria for the selection of activities**

5. Concentration can also be facilitated by the application of strict criteria for the selection, programming and management of activities. Reference will be made for this purpose to the criteria proposed in the report of the Executive Board’s Task Force (159 EX/39, paras. 29

to 50) which lists, in addition to conformity with the mandate and fundamental mission of UNESCO, conformity with the fields of activity and with the priorities decided by the governing bodies within these fields:

- **Programmatic criteria:** impact of the action on the strengthening of endogenous development capacities and multiplier effect; contribution to transdisciplinarity and strengthening of the integrated intersectoral approach in the analysis of problems and in action; contribution to the strengthening of the expertise of the Organization (criterion of excellence), which is based on the quality of skills, the experience acquired, the capacity for innovation and anticipation;
- **Managerial criteria:** ensuring the relevance of the planned action/activity on the basis of UNESCO's specific comparative advantage, so as to avoid overlapping and duplication; maximizing available resources by developing partnerships with other organizations; introducing reliable mechanisms and tools for follow-up and evaluation which are decisive factors in guiding future action.

6. As in any strategic programming process, it will be necessary, for all of the planned actions, to identify in advance clear objectives and precise anticipated outcomes as well as the modalities of action likely to bring about those outcomes. Priority will be given to establishing indicators that can, within a given time frame, measure the extent to which the objectives have been achieved and the impact of the activities so that, as appropriate, the necessary corrective measures may be taken.

### C. Interdisciplinarity

7. Concentration and interdisciplinarity go hand in hand in that one of UNESCO's principal comparative advantages lies in its potential capacity (given the diversity of its fields of competence) to deal with problems and devise solutions in an integrated and interdisciplinary way.

8. To make progress in this direction, it is proposed – in addition to developing trans-sectoral networks for the exchange and sharing of knowledge – to include in document 31 C/5 (and in the two following C/5 documents) a number of intersectoral projects relating to two transverse issues: the eradication of poverty; and the contribution of the new information and communication technologies to the development of education, science and culture and the construction of “knowledge societies” (see Part II, para. 34).

9. Set within the framework of an overall strategy, which would be presented for each of the two transverse issues in the C/4 document, these projects would range from targeted research to policy formulation and the testing of solutions to concrete problems. They would often be regional or subregional in scope, with well-defined objectives and anticipated outcomes, and a limited time frame. Evaluation parameters would be incorporated at the planning stage.

10. Designed by intersectoral teams in response to an internal call for bids, these projects would be selected collectively by the ADGs for inclusion in the Draft Programme and Budget (C/5). It is planned to assign in document 31 C/5 approximately 15 to 20% of the total amount of programme funds (Part II.A) to the financing of such projects.

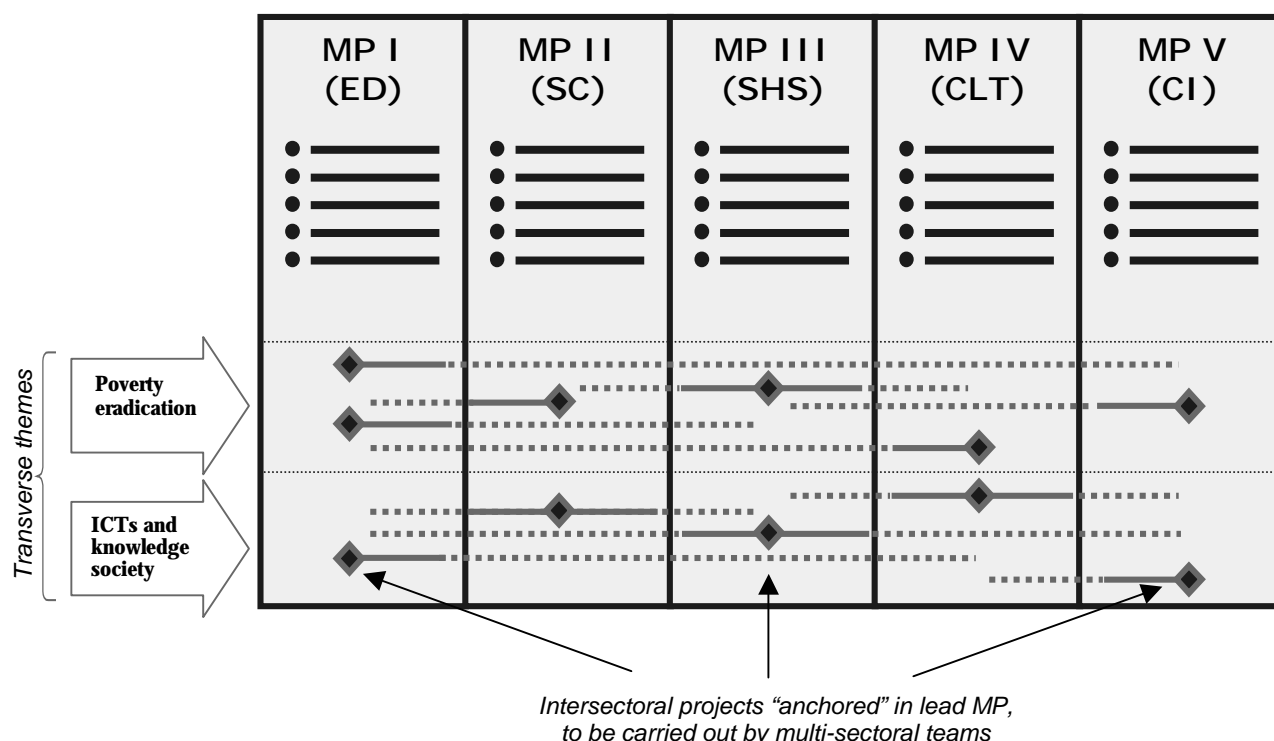
11. Once approved by the General Conference, these projects would be implemented by intersectoral teams composed of staff members from different units, at Headquarters and in the field, who, while remaining in their original structures, would be seconded, mostly on a part-time basis, to work under the authority of a team leader chosen from a particular division at Headquarters or a particular field office and entrusted with administrative and budgetary responsibility for the execution of the project. The monitoring and evaluation of these projects would be the collegial responsibility of the ADGs, within the Directorate.

12. This new approach to programming – which is based on the idea of co-sectoral management – should considerably strengthen the relevance of the Organization’s actions in relation to the real needs of Member States, and should lead to the strengthening of inter-agency collaboration in the field.

#### D. Structure and presentation of the C/5 document

13. The C/5 document would therefore have a mixed structure based on five major programmes corresponding to the five sectors of the Secretariat. Each of them would also include a number of interdisciplinary and intersectoral projects related to the two transverse issues already mentioned. The decision to include a particular intersectoral project in a specific major programme would depend on the project’s basic thrust (education, science, culture or communication). The design and implementation of these projects would remain, nevertheless, the responsibility of multisectoral teams.

Major Programmes carried out by Sectors



14. It is proposed to revert, in document 31 C/5, to two distinct major programmes, for the natural sciences and for the social and human sciences, so that, by aligning the structure of the programme on that of the Secretariat, the C/5 document will be more legible for its regular users (National Commissions, Permanent Delegations and other habitual partners). It would seem, on the other hand, that the C/4 document, which involves a strategic framework independent of any implementation structure, should refer to the Organization's fields of competence as set out in its Constitution, in which science is addressed holistically (i.e. the sciences as a whole).

15. The presentation of the five major programmes would be rounded off by the chapter on the UNESCO Institute for Statistics, whose activities, transverse by nature, relate to UNESCO's five fields of competence.

### **E. Modalities of action**

16. UNESCO, by its nature and its mandate, is called upon to exercise a dual function: (i) the first function, that of "intellectual, strategic, and ethical" watch, is reflected in activities relating to anticipation, an intellectual forum, the preparation of ethical principles and standard-setting frameworks, the formulation of policies and strategies, and a world clearing house for information and reference in its fields of competence; (ii) the second, which is to encourage the application of knowledge and the mobilization of skills to forestall or solve problems, takes the form of capacity-building activities, technical advice and expertise provided "upstream" for the formulation of policies, programmes and projects in the Member States and "downstream" for their implementation, or of "development cooperation". It will be necessary, once the strategic objectives and anticipated outcomes have been clearly defined, to pay special attention to the selection of modalities of action likely to bring about those outcomes. It is therefore proposed, in order to help strengthen and increase the sharing of information, knowledge and expertise, to give prominence in all the Organization's programmes to the development of subregional, regional and international networks. Emphasis will also be placed on modalities of action aimed at providing support for the Member States' development efforts and helping them to acquire institutional and human capability and the means of gaining access to expertise and know-how in UNESCO's fields of competence (support for national and regional institutions; development of cooperative networks; workshops, fellowships and pilot training and demonstration projects, etc.). On the other hand, the number of meetings and conferences as well as studies and publication of works of a general nature will be kept to a minimum.

17. In that connection, the Director-General endorses the principle contained in the report on the "evaluation of UNESCO's policy regarding world reports" (160 EX/45), which recommends that "UNESCO publishes one single UNESCO world report every two years on a specific issue", which should contain "authoritative visions on global challenges based upon sound empirical knowledge". The preparation of these world reports, which should be an integral part of the action taken by the Organization in the field of anticipation and future-oriented studies, will require a concerted effort by specialists of various disciplines within the Secretariat and will also call upon outside authors. The Director-General further endorses the proposal that UNESCO's current "world reports" should be replaced by analytical reports on the state of the art in UNESCO's different fields of competence, to be published at regular intervals (four to six years).



## **F. Regional strategies**

18. As an intergovernmental organization with a universal mandate, UNESCO must give priority to the formulation of global strategies as a response to world problems. However, such strategies can be effective only if they are sufficiently flexible to be adapted to the specific problems of Member States, as expressed at the regional or subregional level. The Organization must therefore take account of the diversity of the situations that obtain between regions or within the same region or subregion and that must be reflected in appropriate strategies based on the countries' needs. In that connection, it is proposed that cooperation with regional and subregional intergovernmental organizations working in UNESCO's fields of competence should be strengthened with a view, in particular, to supporting regional integration efforts in these various fields. It will also be necessary, in both the programming and implementation of activities, to give special attention to the specific needs of certain countries and groups of countries with similar characteristics.

## **II. PRIORITY FIELDS OF ACTION**

19. The purpose of the proposals that follow is to identify, in a highly selective manner, a number of fields of action and, within those fields of action, the priorities on which it is proposed to focus the Organization's efforts in 2002-2003. This in no way implies that the other objectives set out in the Medium-Term Strategy would be neglected, much less abandoned, but that they would, as it were, take second place when it comes to programming and hence the allocation of funds available under the regular programme.

### **MAJOR PROGRAMME I - EDUCATION**

#### **Principal priority**

20. ***Basic education for all:*** ensure effective follow-up to the Dakar Framework for Action, in particular through:

support to the design and implementation of national plans of action with particular emphasis on "reaching the unreached" (children in difficult circumstances, out-of-school youth and illiterate adults, isolated rural populations, ethnic minorities, those with special needs, etc.) through new partnerships and innovative modalities of education and learning, both formal and non-formal, and by appropriate use of new NICTs;

promoting quality of education, including diversification of contents and acquisition of values, attitudes and skills required to face the emerging challenges of contemporary societies;

comprehensive policy planning and donor coordination at all levels;

strengthening of regional cooperation (regional networks and programmes).

Priority will be given to the E-9 countries, the LDCs, Africa and countries in transition.

### **Other priorities**

21. *Education for a culture of peace*: as a contribution to the United Nations Decade for Human Rights Education, and to the forthcoming Decade for a Culture of Peace and Non-Violence for the Children of the World, pursue the implementation of the comprehensive education and training framework already developed – focusing on teacher training, improvement of contents, methods and materials (including the revision of textbooks) and the promotion of pluralism and multilingual education within the context of universally shared values. Special emphasis will be placed on strengthening existing networks active in this field, particularly the Associated Schools Project.

22. *Science and technology education*: ensure effective follow-up to the World Conference on Science (Budapest, June-July 1999), with emphasis on promoting coherent programmes, right from basic to higher levels of education for imparting scientific knowledge and skills needed to enter the world of work or pursue scientific careers.

23. *Technical and vocational education*: promote follow-up to the Second International Congress on Technical and Vocational Education and Training (Seoul, April 1999) with emphasis on knowledge and skills adapted to a fast changing world, including diversified short-term programmes tailor-made to learner's needs and aspirations.

24. *Higher education*: promote follow-up to the World Conference on Higher Education (Paris, 1998) with emphasis on promoting international academic cooperation and mobility of students and teachers; and on enhancing the contribution of higher education to the renewal of teacher education and the utilization of NICTs.

## **MAJOR PROGRAMME II – NATURAL SCIENCES**

### **Principal priority**

25. *Water security through water science*: as lead agency for the world water assessment programme, contribute to the building of comprehensive credible global water resources knowledge base and on that basis, to promoting policy decisions for sustainable use and management of water resources and for preventing possible conflicts related to their use.

### **Other priorities**

26. *Capacity-building in basic and engineering sciences*: strengthening science and technology education (in cooperation with Major Programme I); ensuring the follow-up to the World Conference on Science, with emphasis on the elaboration of national S&T policies and related legislation for promoting human resources and institutional development in science and technology in developing countries and countries in transition.

27. *Promotion of sustainable use and management of natural resources* and of the protection of the global environment through the scientific intergovernmental programmes (IGCP, IHP, MAB, IOC) with increased emphasis on:

development of inter-agency, inter-programme and interdisciplinary activities; in that perspective, special attention will be given to reviewing and reorienting the programme thrust and governance of the intergovernmental programmes;

enhancing the contribution of local and indigenous knowledge systems, together with modern scientific knowledge, to resource use in selected domains (e.g. water resource management, biodiversity conservation, ethnobiology, etc.).

28. *Promoting sustainable development in coastal regions and in small islands* with emphasis on the effective follow-up to Barbados+5 Conference (addressing critical development issues, e.g. management of fragile island and coastal ecosystems, freshwater resources, natural and environmental disasters, urban growth, etc.).

### **MAJOR PROGRAMME III – SOCIAL AND HUMAN SCIENCES**

#### **Principal priority**

29. *Ethics of science and technology*: promote international reflection and exchange of experience and opinions with a view to drawing up ethical principles and norms to guide scientific endeavour and policy-making on certain priority themes: (e.g. life sciences, biotechnology, freshwater, energy, environmental biodiversity, outer space environment as well as the information society), in particular through the International Bioethics Committee and the World Commission on the Ethics of Scientific Knowledge and Technology (COMEST); support the establishment or strengthening of national and regional ethics committees and encourage education, information and awareness-raising in these fields.

#### **Other priorities**

30. *Promotion and protection of human rights in UNESCO's fields of competence*: encouraging and monitoring the implementation of standard-setting instruments; creation and reinforcement of research, information and dissemination networks; awareness-building on violations of these rights and on new forms of discrimination; and strengthening the existing procedures to treat complaints.

31. *Improvement of policies relating to social transformations*: under the MOST Programme, refocused in accordance with the guidelines of its mid-term evaluation, emphasis will be placed on social development, in particular by:

strengthening national and regional research capacities and consolidating their links with international scientific networks (for example, through access to information and data portals);

developing tools to strengthen the linkage between scientific findings and political decision-making and to facilitate the transfer of “best practices” and their adaptation to local contexts;

producing a body of reference material to form the basis for improving national science policies and renewing social and human science teaching.

32. *Developing new concepts and tools to understand the evolution of certain world issues and of contemporary societies*, analysing the impact of present-day and foreseeable changes (such as, changing patterns of thinking, behaviour and communication, the emergence of knowledge societies, the evolving patterns of security and conflict prevention and resolution, the positive or negative factors that affect the democratization processes ...) through interdisciplinary and comparative future-oriented studies on emerging challenges and dissemination of results, including a biennial UNESCO world report on selected significant topics.

## MAJOR PROGRAMME IV - CULTURE

### Principal priority

33. *Protection of diversity and promotion of cultural pluralism and intercultural dialogue*: enhance the contribution of diverse cultural expressions to contemporary creativity and encourage cultural interactions through:

protection and revitalization of the intangible heritage (languages, traditional culture and folklore, oral traditions) with special emphasis on normative action to protect this heritage and on the promotion of innovative modalities for ensuring its transmission (such as the system of "Living Human Treasures");

protection and enhancement of the tangible heritage (cultural and natural), in particular through the implementation of the World Heritage Convention, with emphasis on under-represented geocultural areas and enhanced promotion of sites reflecting multiple-cultural identities;

promoting recognition of the special status of cultural goods and services (in cooperation with the World Trade Organization, the World Bank, WIPO, etc.) and innovative North-South partnerships to foster endogenous cultural productions;

encouraging intercultural dialogue, fostering the understanding of interactions between cultures and civilizations and the recognition of plural and diversified identities;

development of volunteer activities in the field of culture.

### Other priorities

34. *Normative action in the field of culture*, with particular emphasis on the fight against illicit traffic in cultural goods, the protection of the subaquatic heritage and the respect of the rights of authors and artists.

35. *Culture and development*, with particular emphasis on cultural industries, crafts and cultural tourism, the enhancement of linkages between culture and education, and the participation of minority, marginalized and vulnerable groups.

36. *Access to information and expertise in the field of culture*, with particular emphasis on:

the establishment of a data bank on cultural policies and operational activities through which maximum benefit may be drawn from best practices, particularly with respect to the safeguarding and restoration of the cultural and natural heritage;

the creation of points of access to cultural resources and information (“portals”) and international and regional cooperation in the field of NICTs, especially between North and South;

capacity-building, and in particular training of professionals, in the cultural field.

## **MAJOR PROGRAMME V – COMMUNICATION AND INFORMATION**

### **Principal priority**

#### **37. *Promoting access to information, especially information in the public domain, with emphasis on:***

contributing to the design of a coherent global access policy, to be adopted by the planned World Summit on the Information Society (2003), in the substantive preparation of which UNESCO will be actively involved, in particular through the Intergovernmental Committee of the Information for All Programme;

supporting the formulation of information policies geared to strengthening human resources and capabilities for the information age, and developing resource sites and portals offering comprehensive substantive content (i.e. information, policy advice, knowledge-sharing, statistics and data, etc.) in education, science, culture and communication (in collaboration with other United Nations agencies and organizations, in particular the World Bank, UNDP and UNICEF);

providing a platform for international policy discussions on the preservation of information and assisting in the development of internationally applicable best practices, in the framework of the Memory of the World Programme.

### **Other priorities**

38. ***Promoting freedom of expression and freedom of the press:*** including the protection of the rights of journalists through sensitization of public opinion and decision-makers and support to professional organizations engaged in monitoring activities; fostering media independence and pluralism, notably by assisting local independent media (including in conflict and post-conflict areas), providing advisory services on media legislation and regulatory aspects related to the use of NICTs.

39. ***Strengthening communication capacities,*** in particular through IPDC, with emphasis on improving professional training, developing community media/telecentres, promoting public service broadcasting and supporting endogenous audiovisual production.

40. ***Drawing up ethical principles and norms regarding the use of ICTs in the information society,*** through the Intergovernmental Committee of the Information for All Programme and in close cooperation with the World Commission on the Ethics of Scientific Knowledge and Technology (COMEST) (cf. para. 29).

### III. CONSIDERATIONS CONCERNING THE GENERAL LINES OF EMPHASIS OF THE BUDGET FOR 2002-2003

41. Although the Executive Board does not usually express an opinion on the budget ceiling until it makes its recommendations to the General Conference (i.e. in the case of document 31 C/5, at its 161st and 162nd sessions), it would be useful if it gave some indication of its position concerning the budget assumption upon which the Draft Programme and Budget for 2002-2003 is to be based.

42. The prevailing budgetary principle at UNESCO over the last few years has been that of “zero nominal growth”; in other words, the total budget figure on which the new C/5 document is based is identical to that of the current C/5 document. If this principle were retained, document 31 C/5 would be based on a global budget estimate of \$544,367,250, i.e. the total amount of the 2000-2001 budget (30 C/5).

43. As explained in Part IV of this document, the strict application of the budgetary techniques approved by the General Conference, combined with:

- (i) the fixing of a new “constant dollar” rate of exchange which takes into account the current value of the dollar (as is usual at the start of a new medium-term planning period), and
- (ii) the reintroduction of a technique which was in force until 1992-1993, i.e. the establishment of a “currency fluctuation reserve” of which the amount (negative or positive) is adjusted every two years by the General Conference when the budget is approved, so as to compensate for the difference between the constant dollar and the real dollar exchange rates,

makes it possible, **on the assumption of zero nominal growth**, to release, **over and above the current budget base, an amount of approximately US \$20 million** which the Director-General intends to devote mainly to the financing of certain reform measures, with the remainder going towards the strengthening of the programme.

44. Document 160 EX/6 concerning the reform process recapitulates, in Part IV, the minimum additional cost of implementing in 2001-2002 the proposed reforms relating to staff policy, management systems and decentralization. This cost amounts to US \$17 million. The Director-General proposes to devote the remaining amount (i.e. approximately US \$3.3 million) to strengthening a priority programme area, for example:

the intersectoral projects which it is proposed to implement under one or other of the “cross-cutting strategies” which are aimed at (i) contributing to the eradication of poverty, especially extreme poverty, (ii) making use of the potential offered by the new information and communication technologies to develop education, science and culture and to construct “knowledge societies”;

the programme of the UNESCO Institute for Statistics;

the follow-up to the Dakar Conference;

or any other programme which the Executive Board would like to see specially strengthened in 2002-2003.

45. In brief, the Director-General proposes that:

- (i) the figure of US \$544,367,250 should be retained as the basic assumption for the 2002-2003 budget, i.e. zero nominal growth,
- (ii) the 2002-2003 budget should be constructed in accordance with the techniques described in Part IV of the present document,

which will enable him, in this context, to finance the measures most urgently required to speed up the reform process and strengthen the budget base of the programme.

46. The Director-General will also endeavour, starting with document 31 C/5, to restore a balance between operating costs (particularly staff) and programme expenditure. He is currently reviewing the overall staffing situation of the Secretariat both at Headquarters and in the field within the context of the rationalization of the Secretariat structure set out in detail in document 160 EX/6 Part II. This exercise, which will be undertaken over the coming weeks, is expected to result in some savings in the staff costs budget provisions without necessarily reducing the overall number of posts, through adjustments in the grading of posts, particularly those at higher levels. Such resulting savings could be devoted partly (up to \$3 million) to training activities, one of the key elements of the reform process, and partly to programme reinforcement. This being the case, the Director-General is not in a position now to determine the level of such savings which could have a possible impact on future staff costs budgets of the Organization.

**Hundred and sixtieth Session**

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**PRELIMINARY PROPOSALS CONCERNING  
THE DRAFT MEDIUM-TERM STRATEGY FOR 2002-2007 (31 C/4)  
AND DRAFT PROGRAMME AND BUDGET FOR 2002-2003 (31 C/5)**

**PART IV**

**BUDGETING TECHNIQUES AND PRELIMINARY TECHNICAL ESTIMATES  
FOR 2002-2003**

**SUMMARY**

This part of document 160 EX/5 contains:

- A general description of the methods and techniques to be employed in the preparation of the Draft Programme and Budget for 2002-2003 (31 C/5) in line with 30 C/Resolution 80, and includes proposals for improving these techniques particularly concerning the treatment of currency fluctuation;
- A technical estimate of the budgetary requirements that would be necessary for 2002-2003 if Member States were to decide to maintain the same purchasing power of the 2000-2001 approved budget. These requirements take into account statutory increases, which have already occurred, as well as present trends and economic indicators, and indispensable requirements in the context of the ongoing process of reforms.



I

**BUDGETING TECHNIQUES AND METHODOLOGY**

1. The General Conference, in 30 C/Resolution 80 noted that “in preparing the Draft Programme and Budget for 2000-2001 (30 C/5), the Director-General complied with the budgeting techniques that it had recommended at its 29th session (29 C/Resolution 86)”; and invited “the Director-General to continue to apply the same budgeting techniques in the preparation of document 31 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 31 C/5, are the following:

Technique	Proposed application in document 31 C/5
(i) <b>Constant dollar principle</b>	In application of the constant dollar principle, the budget estimates in document 31 C/5 will be compared with the approved budget for 2000-2001 at the same exchange rates. The budget will reflect no real increase or decrease on this account.
(ii) <b>Treatment of inflation through:</b>  <ul style="list-style-type: none"> <li>• <b>Recosting</b></li>   <li>• <b>Anticipated cost increases</b></li> </ul>	<p>Cost increases which have already occurred or are likely to come into effect during the current budget period (2000-2001) will be taken into account in accordance with the method approved by the Executive Board and ratified by the General Conference for the current biennium. The methodology is explained in paragraph 3 below, and the preliminary estimates are shown in the table under paragraph 8.</p> <p>Projections on statutory and other increases anticipated for 2002-2003 are shown and explained in paragraphs 9-10 below.</p>
(iii) <b>Treatment of currency fluctuation</b>	Please see explanations under paragraphs 19-23 below.

Technique	Proposed application in document 31 C/5
(iv) <b>Zero-base budgeting</b>	UNESCO's Glossary of Budgetary and Financial Terminology describes this technique 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 <b>zero-base budgeting</b> permits a clearer definition of priorities and better value for money assessments, particularly as concerns the modalities of action chosen.
(v) <b>Application of budget standards</b>	The budget standards, which will be utilized for the preparation of document 31 C/5, will facilitate comparison with the corresponding figures in 2000-2001. For the calculation of statutory increases in staff costs during 2000-2001, these budget standards will be updated based on actual expenditure trends in 2000-2001 and other latest data available.
(vi) <b>Adjustment for staff turnover and recruitment delays</b>	The budgeting techniques approved for the preparation of document 30 C/5, which have been maintained for document 31 C/5, call for the application of an adjustment of 3% for staff turnover and recruitment delays ( <i>lapse factor</i> ).
(vii) <b>Distribution of staff and indirect programme costs</b>	Staff costs will be distributed by Appropriation Lines and recapitulated in the budget summaries and relevant Appendices.
(viii) <b>Programme analysis by principal modality of action</b>	This analysis will be provided for each subprogramme in the technical details and recapitulated in an Appendix.
(ix) <b>Integration of extra-budgetary resources</b>	Expected extrabudgetary resources will be indicated at the level of each Appropriation Line and recapitulated in the relevant Appendices.

### **METHODS OF ESTABLISHING THE TECHNICAL ESTIMATES**

3. The methodology to be employed for the preparation of the Draft Programme and Budget for 2002-2003, which is in conformity with the techniques already approved by the General Conference in 30 C/Resolution 80 is summarized in three steps below:

- (i) Preparation of the budget proposals for 2002-2003 from scratch, in accordance with the principle of zero-base budgeting, and direct comparison thereof Part by Part, Chapter by Chapter, and Major Programme by Major Programme, with the

corresponding provisions already existing in document 30 C/5 Approved. The Executive Board and the General Conference will thus be able to assess at this stage, prior to any adjustment for cost increases, the impact of new developments due to the reform process and priorities on the level of budgetary resources as reflected in document 31 C/5 vis-à-vis those allocated in the current programme and budget. Programme changes will thus be more transparent as they are clearly distinguished from cost increases indispensable for maintaining the purchasing power of the unit of account.

- (ii) Following this comparison, calculation in two phases of cost increases arising from statutory and other factors:
  - ① **calculation of statutory and other increases** occurring in 2000-2001 and applied on the basis of the magnitude and type of expenditures foreseen for 2002-2003;
  - ② **projection of *Anticipated Cost Increases in 2002-2003*** on the basis of 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 VII of the budget the use of which is subject to the prior approval by the Executive Board.
- (iii) Revaluation (as a result of a change in the value of the constant dollar) – please see paragraphs 11-18 below.

## **CALCULATION OF THE TECHNICAL ESTIMATES**

4. The strict application of the above methodology requires that statutory and other increases be calculated **in function of the new programme proposals** and the magnitude and type of expenditures foreseen in the budget estimates for 2002-2003. This cannot be effected definitively until the preliminary proposals contained in document 160 EX/5 have been discussed and decided upon by this session of the Executive Board. Appropriate amounts will then be included in draft document 31 C/5 and will be considered by the Board at its 161st session. These will be kept under constant review until the adoption of the budget by the General Conference at its 31 session.

5. In order to provide this session of the Board with a preliminary estimate, statutory and other cost increases have been calculated **on the basis of the current budget**, taking into account data that is presently available, as shown below:

- (i) the latest scale of basic pay (March 2000 for the Professional and higher categories, and January 2000 for the General Service category) approved for all categories of staff; Pension Fund and Medical Benefits Fund contributions at the current rates;
- (ii) post adjustment classifications for Professional staff at Headquarters and field duty stations according to the most up-to-date indices applied;
- (iii) other allowances: family allowance, education grant; assignments grant, housing subsidy, mobility/hardship allowance, separation payments, travel, residential

security, etc., based on average expenditures during the first seven months of 2000 for each category of staff. The increase in the monthly mobility/hardship allowance and separation payments resulting from the 5.1% increase in the base/gross salary scales of staff in the Professional and higher categories with effect from 1 March 2001 on a no-loss/no-gain basis recommended by the International Civil Service Commission (ICSC/51/R.3 of 8 February 2000) has been reflected in the calculations;

- (iv) economic indicators concerning evolution of prices and exchange rates (such as “Bulletin Mensuel de Statistique” (INSEE, France); International Financial Statistics (IMF); economic journals, etc.).

6. These calculations indicate that an amount of **\$28,511,200** (or **2.7% per annum**) will be required, under Parts I to VI of the budget which represents the absolute indispensable requirement to maintain the purchasing power of the approved budget for 2000-2001.

7. The possible budgetary implications of the survey on post adjustment for Professional and higher categories, which will be conducted in Paris during the second semester of 2000, have not been included in these technical estimates. This will be taken into account when preparing the budget estimates for document 31 C/5, along with any other factors affecting cost changes.

8. On the basis of the above, the indispensable recosting requirements to maintain the purchasing power of the United States dollar have been established as follows:

RECASTING - Parts I - VI

Item of expenditure	30 C/5 Approved for Parts I-VI (at the price level of 31/12/99)	Recosting for statutory requirements and price increases during 2000-2001	Technical estimates for 2002-2003 (Parts I-VI)	Average annual percentage of nominal increase
	\$	\$	\$	
<b>(a) Staff salaries and allowances</b>				
Basic salaries	190 689 500	7 920 700	198 610 200	
Post adjustment	34 109 800	3 336 700	37 446 500	
<b>Net remuneration</b>	<b>224 799 300</b>	<b>11 257 400</b>	<b>236 056 700</b>	<b>2.5</b>
Pension fund contributions	46 041 700	2 738 300	48 780 000	2.9
Contribution to the MBF	8 111 200	386 000	8 497 200	2.4
Family allowance	6 916 300	669 100	7 585 400	4.7
Mobility and hardship allowance, separation payments, assignment grants, education grant, language allowance, etc., travel and transportation costs	25 899 700	2 461 900	28 361 600	4.6
<b>Subtotal, Staff costs</b>	<b>311 768 200</b>	<b>17 512 700</b>	<b>329 280 900</b>	<b>2.8</b>
<b>(b) Goods and services</b>				
Personnel services other than staff	18 676 200	792 700	19 468 900	2.1
Official travel and DSA	13 688 800	275 300	13 964 100	1.0
Contractual services	43 222 400	2 096 300	45 318 700	2.4
General operating expenses	22 057 200	990 700	23 047 900	2.2
Supplies and materials	5 955 100	141 300	6 096 400	1.2
Acquisition of furniture and Equipment	4 293 900	120 600	4 414 500	1.4
Financial allocations	25 082 300	1 072 000	26 154 300	2.1
Contracts with NGOs (framework agreements)	8 017 600	336 000	8 353 600	2.1
Other contributions	25 459 200	1 033 600	26 492 800	2.0
Indirect costs	13 647 000	1 120 200	14 767 200	4.0
Renovation of Headquarters premises	6 499 500	262 600	6 762 100	2.0
Other expenditure	7 479 000	988 700	8 467 700	6.4
<b>Subtotal, Goods and services</b>	<b>194 078 200</b>	<b>9 230 000</b>	<b>203 308 200</b>	<b>2.4</b>
<b>(c) Participation Programme</b>	<b>24 830 000</b>	<b>1 768 500</b>	<b>26 598 500</b>	<b>3.5</b>
<b>TOTAL EXPENDITURE</b>	<b>530 676 400</b>	<b>28 511 200</b>	<b>559 187 600</b>	<b>2.7</b>

## **ANTICIPATED COST INCREASES**

9. The cost increases on account of statutory and other factors, anticipated to occur during the course of the programme implementation in 2002-2003, estimated at \$15,970,600, have not been included in the estimates for Parts I to VI. In line with the approved budgeting techniques, these will be shown separately under Part VII 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. The following conservative estimates have been made in respect of "Anticipated Cost Increases" (Part VII), as a minimum hypothesis, based on the best information available to the Secretariat concerning salary indices and other factors, and their impact on the various elements of the preliminary budget proposals:

**PART VII (Anticipated cost increases)**

Item of expenditure	Preliminary technical estimates for 2002-2003	Anticipated cost increases in 2002-2003			
		Headquarters	Field	Total	Increase per year
	\$	\$	\$	\$	%
<b>(a) Staff salaries and allowances</b>					
Net remuneration	236 056 700	6 875 400	1 690 600	8 566 000	1.8
Pension fund contributions	48 780 000	1 565 000	428 400	1 993 400	2.0
Contribution to the MBF	8 497 200	231 300	64 100	295 400	1.7
Family allowance	7 585 400	220 400	54 900	275 300	1.8
Mobility and hardship allowance, separation payments, assignment grants, education grant, language allowance, etc., travel and transportation costs	28 361 600	235 700	313 600	549 300	1.0
<b>Subtotal, Staff costs</b>	<b>329 280 900</b>	<b>9 127 800</b>	<b>2 551 600</b>	<b>11 679 400</b>	<b>1.8</b>
<b>(b) Goods and services</b>					
Personnel services other than staff	19 468 900	360 100	48 800	408 900	1.0
Official travel	13 964 100	97 100	42 500	139 600	0.5
Contractual services	45 318 700	598 400	398 600	997 000	1.1
General operating expenses	23 047 900	357 900	103 000	460 900	1.0
Supplies and materials	6 096 400	59 800	13 300	73 100	0.6
Acquisition of furniture and equipment	4 414 500	43 800	18 000	61 800	0.7
Financial allocations	26 154 300	440 600	108 600	549 200	1.0
Contracts with NGOs (framework agreements)	8 353 600	107 400	68 000	175 400	1.0
Other contributions	26 492 800	347 200	182 700	529 900	1.0
Indirect costs	14 767 200	46 100	544 600	590 700	2.0
Renovation of Headquarters premises	6 762 100	135 300	0	135 300	1.0
Other expenditure	8 467 700	169 400	0	169 400	1.0
<b>Subtotal, Goods and services</b>	<b>203 308 200</b>	<b>2 763 100</b>	<b>1 528 100</b>	<b>4 291 200</b>	<b>1.0</b>
<b>(c) Participation Programme</b>	<b>26 598 500</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>0.0</b>
<b>TOTAL EXPENDITURE</b>	<b>559 187 600</b>	<b>11 890 900</b>	<b>4 079 700</b>	<b>15 970 600</b>	<b>1.4</b>

## REVALUATION AND THE REINTRODUCTION OF PART VIII

11. The next step concerns the revaluation of the proposed budget estimates as a result of the change in the value of the constant dollar, in order to actualize it in terms of the current trends in exchange rates.

12. The principle of the constant dollar has been applied by UNESCO for the elaboration of its proposed programme and budget since the 1973-1974 biennium. The principal objective of this technique is to ensure the comparability of the proposed budget with the approved budget (i.e. *the budget currently under execution*) in order to identify real increases or decreases in the proposed budget.

13. Since 1984-1985 up to 1994-1995 (two medium-term planning periods), the constant dollar rate of exchange remained at 6.45 French francs to one United States dollar. At the 145th session of the Executive Board (145 EX/Decision 4.1, para. 11), it was decided to reactualize this rate to the level of **one United States dollar to 5.70 French francs and 1.45 Swiss francs**, taking into account the continued decline of the dollar vis-à-vis the French franc at that time. The 28 C/5 budget (1996-1997) was revalued accordingly and the same constant dollar rate has remained in effect up until now.

14. Since the middle of 1997, the value of the United States dollar vis-à-vis the French franc (and thereafter the euro) has appreciated considerably and on a continuous basis. The average exchange rates of the United States dollar from September 1997 until August 2000 are given below:

	<b>French franc</b>	<b>Swiss franc</b>
Average of the past 36 months	6.20 (euro:0.945)	1.51
Average of the past 24 months	6.31 (euro:0.962)	1.53
Average of the past 12 months	6.68 (euro:1.0184)	1.62
Average of the past 6 months	6.95 (euro:1.058)	1.67

15. It is evident from the above that the continued application of an exchange rate of 5.70 French francs to one United States dollar (euro 0.869) would be far from reality and would continue to distort both the apparent value of the budget in dollar terms and the consequent level of commitment required from Member States in comparison to other organizations. In fact the dollar has remained above this rate since April 1997, more than three years ago. The actualization of the value of the dollar could therefore be envisaged, either at the rate of FF 6.20 (36 months average) or at FF 6.68 (12 months average). **Whichever rate is applied, the revaluation, in itself, will not result in either an increase in purchasing power or in the assessment on Member States, since, under the split-level assessment**



**system, the exchange rate used for budgetary purposes does not modify the amounts assessed in French francs, and in United States dollars.**

16. In balance, and bearing in mind the long-term implications, the Director-General proposes the application of a combination of these two alternatives:

- (a) For Parts I to VII of the budget, application of the constant dollar rate of FF 6.20 (euro 0.945) and Swiss francs 1.51, based on 36 months average in accordance with the usual procedure of revaluation.
- (b) The reintroduction of Part VIII of the budget (provision for currency fluctuation) and the inscription under this Part of a provision corresponding to the difference between the overall budget calculated on the new long-term constant dollar rate in (a) and the budget calculated at the most current value.\* The adjustment of the overall value of the budget, in this manner and under the present circumstances would result in a negative inscription under Part VIII. The overall level of the budget in United States dollars, as well as the provision under Part VIII (cf. paras. 19-23 below) will be adjusted in function of the rate of exchange in effect when the programme and budget is adopted by the General Conference.

17. The above approach will have the advantage of actualizing the budget to a more realistic value at the time it is approved by the General Conference. Moreover, and more importantly in subsequent biennia during the Medium-Term Strategy, while the constant dollar rate could be retained for the sake of clarity and longer term comparison purposes, the overall level of the budget could be adjusted to reality by applying the exchange rate in effect when the General Conference adopts the Appropriation Resolution. This would ensure transparency in the budgeting process.

18. The effect of the revaluation, in 16(a) above, reflecting the change of the constant dollar rate from FF 5.70 (euro 0.869) and Swiss francs 1.45 to a more realistic value of FF 6.20 (euro 0.945) and Swiss francs 1.51, in Parts I to VII of the budget results in a reduction of US \$27,964,700 in nominal terms, bringing the total technical estimates to \$547,193,500 as shown in the table under paragraph 24 below.

19. As mentioned in paragraph 16 above, the Director-General proposes actualizing Parts I-VII of the budget at the exchange rate of US \$1 = FF 6.20 (euro 0,945) and Swiss francs 1.51, representing the average rate for the last 36 months. However, the United Nations operational rate actually applied during August 2000 when this document was prepared was 7.10 French francs or 1.67 Swiss francs to the United States dollar, whereas the market rate was fluctuating between FF 7.10 and 7.35. While the constant dollar rate based on 36 months average has been proposed for Parts I to VII of the budget, as a long-term strategy, it would be necessary to adjust the overall level of the budget to take into account the most recent exchange rate evolution. The Director-General, therefore, proposes, as already mentioned in paragraphs 16 and 17 above:

- (i) the overall level of the budget be adjusted based on the average exchange rate for the last 12 months (US \$1 = FF 6.68 (euro 1.0184) and SF 1.62), the difference being shown as a **negative provision** under Part VIII of the budget;

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\* \$1 = 6.68 FF (euro 1.0184) and SF 1.62 based on the last 12 months average.

- (ii) the overall level of the budget be further adjusted in function of the exchange rate in effect when the programme and budget is adopted by the General Conference.

20. The above approach, which was practiced by UNESCO in 1977-1978, and continued until 1992-1993 even after the introduction of the split-level assessment system in 1988-1989:

- ⇒ served to translate or convert the budget calculated in constant dollars under operative Parts I to VII of the budget into current dollars;
- ⇒ enabled Member States to assess the real current value of the budget at the time it was adopted by the General Conference; and
- ⇒ facilitated comparison with the budgets of other United Nations agencies.

21. Following the alternative proposals made by the Director-General in document 139 EX/22 of 12 March 1992, the Executive Board approved the discontinuation of this two-tier system in 139 EX/Decision 6.5.

22. Under the circumstances explained above, the Director-General considers that it is appropriate and opportune to reintroduce the Part VIII mechanism, which, as already explained, **will not in itself have any effect either in the purchasing power of the budget or in the assessment on Member States since, under the split-level assessment system, the exchange rate used for budgetary purposes does not modify the amounts assessed in euros (French francs) and in United States dollars.**

23. On the assumption that 61% of the total budget is spent in French and Swiss francs, an amount of \$23,170,500 would be included as a **negative provision** in Part VIII of the budget representing the difference between Parts I to VII calculated at the constant dollar rate of US \$1 = FF 6.20 (euro 0.945) and SF 1.51 (\$547,193,500) and the overall budget (Parts I-VIII) rate of US \$1 = FF 6.68 (euro 1.0184) and SF 1.62 (\$524,023,000). This rate as well as the provision under Part VIII will be adjusted, if necessary, in function of the rate of exchange in effect when the programme and budget is adopted by the General Conference.

## OVERALL TECHNICAL SUMMARY

24. The strict application of the budgeting techniques and the reintroduction of Part VIII as outlined above, would enable, while remaining within the zero-nominal budget level of \$544,367,250, the earmarking of a provision of \$20,344,250 to cover the start-up costs of the reform process (cf. 160 EX/6, Part IV) and to reinforce programme priorities as proposed in document 160 EX/5, Part III.

**Preliminary technical estimates for document 31 C/5 (2002-2003)**

**Overall summary**

Major elements	30 C/5 Approved (at \$1 = FF 5.70 and SF 1.45)	Recosting requirements	Total as recosted	Revaluation (at \$1 = FF 6.20 and SF 1.51)	31 C/5 proposals Recosted/ Revalued	Increase/ (Decrease) in nominal terms	
						\$	%
<b>(a) Parts I - VI</b>							
Personnel	311 768 200	17 512 700	329 280 900	(17 169 200)	<b>312 111 700</b>	343 500	0.1
Activities	180 431 200	8 109 800	188 541 000	(9 963 000)	<b>178 578 000</b>	(1 853 200)	(1.0)
Participation Programme	24 830 000	1 768 500	26 598 500	0	<b>26 598 500</b>	1 768 500	7.1
Indirect programme costs	13 647 000	1 120 200	14 767 200	(56 000)	<b>14 711 200</b>	1 064 200	7.8
<b>Total (a)</b>	<b>530 676 400</b>	<b>28 511 200</b>	<b>559 187 600</b>	<b>(27 188 200)</b>	<b>531 999 400</b>	<b>1 323 000</b>	<b>0.2</b>
<b>(b) Part VII - Anticipated Cost Increases</b>	13 690 850	2 279 750	15 970 600	(776 500)	<b>15 194 100</b>	1 503 250	11.0
<b>Total, Parts I - VII (a) + (b)</b>	<b>544 367 250</b>	<b>30 790 950</b>	<b>575 158 200</b>	<b>(27 964 700)</b>	<b>547 193 500</b>	<b>2 826 250</b>	<b>0.5</b>
<b>(c) Part VIII - Provision for Currency Fluctuation (\$1 = FF 6.68 and SF 1.62)</b>					<b>(23 170 500)</b>	<b>(23 170 500)</b>	
<b>Total, Parts I - VIII (a) + (b) + (c)</b>	<b>544 367 250</b>	<b>30 790 950</b>	<b>575 158 200</b>	<b>(27 964 700)</b>	<b>524 023 000</b>	<b>(20 344 250)</b>	<b>(3.7)</b>
<b>(d) Start-up costs of reform process</b>					<b>20 344 250</b>	<b>20 344 250</b>	
<b>TOTAL ESTIMATES, 31 C/5 (a) + (b) + (c) + (d)</b>	<b>544 367 250</b>				<b>544 367 250</b>	<b>0</b>	<b>0.0</b>