PARIS, 15 March 2013
Original: English

Item **16** of the provisional agenda

FOLLOW-UP TO THE INDEPENDENT EXTERNAL EVALUATION OF UNESCO

PART I

PROGRESS REPORT

SUMMARY

Pursuant to 36 C/Resolution 104 and 190 EX/Decision 21(I) the Director-General presents herein a report on progress in follow-up to the Independent External Evaluation of UNESCO.

The Ad Hoc Working Group on the IEE and the Director-General formulated eighty-six action points that were endorsed by the General Conference. A number of them were reported as completed at the 190th session of the Executive Board. Further progress is ongoing under each of the five strategic directions.

Action expected of the Executive Board: proposed decision in paragraph 9.

I. INTRODUCTION

1.   The General Conference adopted Resolution 104 at its 36th session inviting the Executive Board to continue to monitor the follow-up to the Independent External Evaluation of UNESCO (IEE) by examining the periodic progress reports presented by the Director-General and to express its views thereon through explicit decisions. The Director-General has since submitted progress reports to the 189th and 190th sessions of the Executive Board.

2.   At its last session, the Executive Board requested (190 EX Decision 21) the Director-General to include an analytical report on progress, including information on major challenges encountered in the implementation of all open recommendations and planned actions, as well as a clear timetable for their implementation.

3.   The following section highlights the main progress achieved under each of the five Strategic Directions along with a succinct analysis of the key challenges. The detailed report of progress is contained in 191 EX/16.INF, which presents the status of implementation at this 191st session along with the status previously reported at the 190th session, together with a timetable for implementing open recommendations.

II. PROGRESS REPORT

4.   Despite the ongoing challenges due to the financial situation, continued progress has been made since the 190th session of the Executive Board in follow-up to the IEE, in addition to implementing the Roadmap Targets (discussed separately under item 191 EX/26).

5.   With respect to IEE follow-up, the most notable highlights are (a) the preparation of the current draft 37 C/4 and 37 C/5 demonstrating progress in achieving greater strategic and programme focus; (b) the establishment of additional field units in Africa, including two more multisectoral regional offices; and (c) further refinements to the policy framework for partnerships as found in Part III of this Item.

	Previously reported as		Proposed for
	Completed	Ongoing	Completion
Strategic Direction 1 – Focus	4	16	5
Strategic Direction 2 – Field	1	16	3
Strategic Direction 3 – UN Participation	1	7	4
Strategic Direction 4 – Governance	9	18	7
Strategic Direction 5 – Partnership	8	6	5
TOTAL	**23**	**63**	**24**

6.   At the 190th session, 23 action items were reported as completed and 63 were reported as ongoing as summarized in the first two columns of the table above. This includes items which have now been fully integrated into the Organization's work practices. It also includes actions of an ongoing nature for which separate mechanisms and/or reporting requirements are already in place with a view to effective oversight by the Governing Bodies.

7.   Pending further discussions at the coming session of the Executive Board and subsequent decisions taken, the Director-General proposes that an additional 24 actions be considered as completed.

Strategic Direction One – Increasing UNESCO's Focus

During the past several months, the Director-General has engaged Governing Bodies in a constructive and collaborative priority-setting process aimed at sharpening UNESCO's focus in line with the priorities of Member States. The comprehensive process has included regional consultations with Member States and National Commissions, thematic debates on youth, Priority Africa and Gender Equality, on line consultations with Member States and Associate Members and an International Conference of Non-Governmental Organizations.

The result of the efforts to better focus and to position UNESCO is presented in draft 37 C/4 and 37 C/5. Both documents present fewer Strategic Objectives (7) and fewer programmatic areas.

The 37 C/4 is a rolling strategy that will be periodically monitored and adjusted as necessary by the Governing Bodies. Therefore, systematic monitoring and evaluation will not only play a key role in facilitating effective oversight by the Governing Bodies but also in ensuring ongoing programme focus and concentration.

- All programme sectors conducted comprehensive assessments of current programmes (191 EX/Decision 19) as a basis for focusing the draft 37 C/4 and 37 C/5 around a limited number of programme priorities.

- The Global EFA meeting, held in November 2012, called for renewed high-level political support to accelerate efforts towards achieving EFA by 2015 by focusing on a limited number of strategic priority actions.

- An operational strategy is being developed for Priority Africa thereby bringing greater attention to the programmes contributing to this global priority. The results of the evaluation of priority Gender Equality is presented to the Executive Board at its present session (see Annex II of document 191 EX/22).

- An innovative feature of the 37 C/4 and 37 C/5 is the proposal to create a new Centre for Social Transformations and Intercultural Dialogue whose mission will be to strengthen UNESCO as a global laboratory of ideas and foresight on key questions facing societies and to support Member States in developing innovative policies in response to social transformations and new needs for intercultural dialogue.

- The area of freedom of expression and media development will receive greater attention as a strategic objective in the 37 C/4.

- The streamlining of work practices continued and significant efforts are being made to reduce administrative costs as part of focusing processes, systems, mechanisms which support programmes. The achievement of a large number of Roadmap Targets illustrates the progress achieved. The Roadmap is the subject of a separate document.

- Challenges:
  - At this juncture, the main focus on strategic objectives (C/4) and programme delivery (C/5) is being discussed in the Executive Board. Often, while the overall intention to bring greater focus is endorsed, it has proven difficult politically to terminate programmes.

Strategic Direction Two – Positioning UNESCO Closer to the Field

The reform of the field network in Africa is on track and will be fully implemented as originally planned. Two multisectoral regional offices in Abuja and Yaoundé will be established by mid 2013 to complement those already established in Dakar and Nairobi. Despite some delays identifying the location of the Southern Africa office, all five multisectoral regional offices are expected to be

established by the end of 2013 as originally planned. The administrative and financial support platform in Addis Ababa will be established by summer 2013.

A central pillar in the ongoing field reform, a new management and accountability system for UNESCO field offices has recently been developed specifying the new reporting lines, accountabilities and authorities. Greater decentralized authority and accountability will improve the Organization's relevance and impact on the ground, and ensure a more efficient and effective use of resources.

The first consultation meeting with the Arab States group will take place before the spring Executive Board.

- At its 36th session the General Conference approved a comprehensive reform of the field network which will first focus on Africa and is to be completed by the end of 2013. The overall progress achieved to date comprises: the establishment of the first two regional multisectoral offices in Dakar and Nairobi with two more expected in the coming months in Abuja and Yaoundé, the creation of two new national PCPD offices in South Sudan and Côte d'Ivoire, the preparation of the administrative and financial support platform in Addis Ababa, and the creation of several antennae / project posts.

- There remains a strong commitment to implementing reform of the field network in Arab States beginning in 2014 as planned. Initial discussions were held with the relevant authorities of several Arab States on key aspects of the field reform, lessons from the ongoing phase in Africa and the timetable for implementation;

- Challenges:
  - ➤ Determining the optimal location for the regional office in Southern Africa has required additional consultations and there have been some delays in the establishment of the administrative and financial support platform in Addis Ababa.
  - ➤ Furthermore, the functioning of the new lines of authority and accountability, while established on paper, will need to be implemented and field tested.

Strategic Direction Three – Strengthening Participation in the United Nations

Due to continuous efforts UNESCO has achieved significant progress in further strengthening its involvement and leadership within the United Nations at the global/inter-agency, regional and country levels.

- UNESCO continues to be an active participant in the United Nations system coordination mechanisms at global/inter-agency level, including in the Chief Executives Board (CEB) and its three pillars, the High-Level Committees on Programme and Management (HLCP and HLCM) and the United Nations Development Group (UNDG).

- UNESCO provides coordination and/or leadership functions in a number of sectoral United Nations system-wide initiatives:

  - ➤ In the area of education, UNESCO will host the Secretariat of the United Nations Secretary-General's Global Education First Initiative (GEFI), for which the Director-General has been designated Executive Secretary of the Steering Committee. UNESCO played a critical role in designing the Initiative, which has three main priorities: putting every child in school, improving the quality of education and fostering global citizenship. The Organization is now in the process of working with champion countries and other United Nations system-actors in order to identify targeted actions to deliver on the priorities of the GEFI.

> ➢ In 2011 UNESCO was officially appointed by UN-Water to lead the preparations for the International Year of Water Cooperation and the World Water Day in 2013. In February 2013, the Director-General launched the United Nations International Year of Water Cooperation in the presence of the Chairperson of UN-Water and other high-level personalities.

> ➢ As to the establishment of the Scientific Advisory Board of the United Nations Secretary-General (for which UNESCO has been asked to take a lead role, including by providing its Secretariat), the Director-General has undertaken broad consultations with the heads of other United Nations organizations and scientific organizations. These were based on a comprehensive proposal elaborated by the Director-General including the terms of reference of the Board and a list of high-level experts representing a broad spectrum of sciences for sustainability issues, as potential members of the Board. The results of the consultation process will be submitted by the Director-General to the United Nations Secretary-General.

> ➢ Building on the projects of the UNDP/Spain MDG Achievement Fund (MDG-F), UNESCO has suggested to the UNDG the establishment of an inter-agency Task Team on Culture and Development, to further strengthen the inclusion of culture components in development programmes, including in CCA/UNDAFs at country level. The UNDG has endorsed the establishment of the Task Team, which has commenced its work in December 2012 under the chairmanship of ADG/CLT.

> ➢ In an inter-agency initiative, UNESCO supported the launch a joint plan of action for the safety of journalists in five initial countries: South Sudan, Iraq, Nepal, Pakistan and a country of Latin America that is still to be named.

- UNESCO has actively contributed to the elaboration of the Quadrennial Comprehensive Policy Review (QCPR) resolution, which constitutes an important framework for joint United Nations operational activities for the years to come. Noteworthy is in particular that the QCPR for the first time contains a dedicated section on "Delivering as One" (DaO), which recognizes the achievements and experiences so far in enhancing the coherence, relevance, effectiveness and efficiency of the United Nations development system in the original eight Delivering as One pilot countries. The QCPR then asks the United Nations development system to formulate 'standard operational procedures' for those countries which decide to implement DaO. UNESCO is fully involved in developing these tools, and has been co-leading the work in the area of harmonized business operations.

- UNESCO is actively contributing to the Post-2015 Development Agenda Process (including the follow-up to Rio+20) through all relevant inter-agency mechanisms, such as the United Nations System Task Team on the Post-2015 United Nations Development Agenda, the UNDG MDG Task Force and the Technical Support Team for the Open Working Group on Sustainable Development Goals (SDGs). UNESCO has substantially contributed to the report of the UN System Task Team on the Post-2015 Development Agenda "Realizing the Future We Want for All", notably through the drafting of think pieces in its area of expertise. UNESCO, together with UNICEF, is co-leading the Post-2015 Global Thematic Consultation on Education and contributing actively to other relevant Post-2015 consultations, including on water. UNESCO country offices are engaged in the national consultations on post-2015. Furthermore, UNESCO is closely liaising with the office of the United Nations Secretary-General's special adviser on Post-2015 Development Planning (see document 191 EX/6 for a more detailed account).

- UNESCO has been assuming a leadership role in particular in the UNDG, with ADG/BSP serving as UNDG Vice-Chair to Helen Clark, the Chair of UNDG. In that function, the Vice-Chair has been entrusted with leading several tasks of system wide-relevance, notably an inter-agency review on the future modalities for funding the United Nations Resident Coordinator system.

- UNESCO has in January 2013 chaired and hosted the meeting of the Steering Committee of the "Expanded Funding Window" for Delivering as One, which has been the single most important pooled fund mechanism in supporting One Funds at country-level. After a positive evaluation it is hoped that this funding modality can be continued in the years to come; UNESCO is co-leading a system-wide reflection on how this support fund can be most effectively endowed by donors in the future.

- At the regional and country levels, UNESCO continues to strengthen its involvement in Regional UNDG Teams and United Nations Country Teams (detailed reporting on these activities can be found in 191 EX/4 Add.).

- Challenges:

  ➢ As many donors scale down or withdraw funding for Delivering as One and the UN Resident Coordinator system, participating United Nations organizations will have to contribute increasingly to ensuring the minimum funding requirements;

  ➢ United Nations reform and coordination activities are implemented with a minimum of staff, and require often high staff time investments, including at the most senior levels of the Organization.

Strategic Direction Four – Strengthening Governance

Many of the detailed recommendations under Strategic Direction 4 – as will be apparent in the associated matrix table – are well under way in terms of accomplishment, and by the end of 2013 most of the remaining ones, particularly where they concern the General Conference, will have been addressed. But governance is not just about the two Governing Bodies. As highlighted in the JIU Report on UNESCO's management and administration, discussed at the last Board (and also in the IEE itself), UNESCO still has significant issues with other aspects of governance. From this point of view, there are results of various converging studies concerning notably the governance and the statutory meetings of the category 1 institutes, the intergovernmental programmes and the conventions that will be tabled at this Board.

- A key area of progress is highlighted in Part IV of this Item, namely (a) an initial assessment of intergovernmental programmes and experts committees and (b) information on intergovernmental meetings as a programme implementation modality, including the associated costs.

- The challenges involved in the studies are:

  ➢ the scope of such studies is very broad and their interactions too complex to allow a full picture to emerge in the space of five months;

  ➢ not all types of statutory meetings are experiencing the same problems;

  ➢ it is difficult for the Secretariat to substitute itself for the Member States in analysing governance issues in UNESCO and certainly in developing recommendations for improvement;

  ➢ the timeline for introducing any meaningful changes, if such are identified as needed, is necessarily long since it requires at least two successive sessions of the General Conference;

  ➢ furthermore, proposed changes must involve the various intergovernmental governing mechanisms of each of these bodies taking this task on, conducting their own studies and presenting their own recommendations, something that is perhaps not in line with the expectations relating to the more immediate impact of reform measures connected with the roadmap and the current financial context;

➢ UNESCO's track record in achieving governance reform is not particularly successful and there is a risk that, despite the initial determination to go ahead with these efforts to rationalize, unless Member States show sustained determination, and an ability to ensure a coherent position throughout the diverse national membership of the multifarious communities of expertise these bodies involve, the spirit behind current intentions would be diluted into quite minor adjustments;

➢ another important challenge concerns the issue of accountability. In 190 EX/INF.12 Annex II, the Secretariat reported on the status of developing an accountability framework specifically for relations between the Governing Bodies and the Secretariat. However, this issue is much broader in fact. Seven planned actions in the Action Plan [SD2 (b and c), SD 4 (a, t, y, and z) and SD 5 (c)] refer directly to accountability frameworks, information requirements for governance oversight, transparency of information, and clarifying roles, responsibilities and reporting lines. Furthermore, the Joint Inspection Unit (JIU) has recommended that all United Nations system organizations develop stand-alone accountability frameworks as a matter of priority (ref. JIU/REP/2011/5). Given its importance to the effective functioning of the Organization and seeking to align ourselves with best practice in the United Nations system, the Secretariat will present a consolidated accountability framework to the 192nd session of the Executive Board;

➢ furthermore, as discussed in more detail in 191 EX/16 Part IV, it is difficult to chart far-reaching governance reforms because the Governing Bodies themselves find it difficult to formulate and find consensus on these. Also, for the Secretariat, it is nearly impossible to formulate proposals that could find political support because of the many issues and sensitivities involved.

Strategic Direction Five – Developing a Partnership Strategy

> In response to a decision of the last Executive Board, the policy framework for strategic partnerships has been enhanced by including three additional categories of partners, UNEVOC network, Goodwill Ambassador and category 2 institutes and centres. With the comprehensive policy framework and individual strategies firmly in place, the Organization has made significant progress in mobilizing its vast network of partners to further UNESCO's objectives, values and principles.

• In response to 187 EX/Decision 17 (IV) and 189 EX/Decision 11 and 190 EX/Decision 21 (II), a comprehensive policy framework for strategic partnerships has been developed. It comprises an umbrella statement and individual strategies for engagement with, inter alia, the private sector, bilateral donors, media companies, NGOs, Goodwill Ambassadors, UNEVOC network and category 2 institutes. It contains objective criteria for the selection, approval and renewal of partnerships, as well as funding and accountability clauses.

• The 190th session of the Board approved the remit of the tripartite working group for the review of the cooperation of UNESCO's Secretariat with National Commissions. The working group, composed of Permanent Delegations, National Commission and the Secretariat, has held two productive meetings and formulated an action plan to implement the recommendations of the IOS review of cooperation between the Secretariat and National Commissions (191 EX/33).

• Since October 2012, 25 new private-public partnerships have been concluded for a total of $25 million, a major improvement which has made it possible to achieve Roadmap Target 9.

• In December 2012, the International Conference of NGO's assembled 130 NGO's and other members of civil society to discuss the Director-General's preliminary C/4 and C/5 proposals and approved a shared contribution to the elaboration of the two documents.

• Challenges:

> ➢ While the policy framework has been formulated, operationalizing it takes time before it becomes effective in order to overcome certain resistance to change

III. IEE FOLLOW-UP MECHANISM

8.   The Director-General will continue to inform the Governing Bodies of progress made in response to the IEE through a progress report to both the Executive Board at its 192nd session and the General Conference at its 37th session. In addition, a dedicated website containing all relevant material on the IEE and its follow-up is maintained and is accessible through the *UNESCO.int* website for Member States and their National Commissions.

Proposed decision

9.   The Executive Board may wish to adopt a decision along the following lines:

The Executive Board,

1.   Recalling 35 C/Resolution 102, 185 EX/Decision 18, 186 EX/Decisions 17 (I) and (II), 187 EX/Decisions 17 (I) and (II) and 36 C/Resolution 104,

2.   Having examined documents 191 EX/16 Part I and 191 EX/16.INF,

3.   Takes note of the progress made by the Secretariat in the implementation of the recommendations of the Ad Hoc Working Group on the Independent External Evaluation of UNESCO, and the Director-General's action plan with respect to the operational aspects of the independent external evaluation of UNESCO;

4.   Invites the Director-General to continue implementing the recommendations and planned actions;

5.   Requests the Director-General to submit to it at its 192nd session a report on progress in the implementation of the recommendations contained in document 186 EX/17 Part I and the planned actions contained in document 186 EX/17 Part II.

Executive Board
Hundred and ninety-first session

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191 EX/16
Part III

PARIS, 4 March 2013
Original: English

Item **16** of the provisional agenda

FOLLOW-UP TO THE INDEPENDENT EXTERNAL EVALUATION OF UNESCO

PART III

POLICY FRAMEWORK FOR STRATEGIC PARTNERSHIPS: A COMPREHENSIVE PARTNERSHIP STRATEGY

SUMMARY

This report concerns the further elaboration of the "Policy Framework for Strategic Partnerships: A Comprehensive Partnership Strategy" to bring three additional categories of partners within the scope of the strategy, namely the Goodwill Ambassadors, the UNEVOC network and the category 2 institutes and centres, and to include specific targets and expected results which take into account the specificities of each category of partner.

This report has no financial or administrative implications.

Action expected by the Executive Board: proposed decision in paragraph 10.

1.   The 190th session of the Executive Board broadly endorsed the umbrella statement of the "Policy Framework for Strategic Partnership: a comprehensive partnership strategy" (190 EX/21 Part II) and the accompanying "separate strategies for engagement with individual categories of partners" (190 EX/INF.7).

2.   At the same time, the Executive Board requested UNESCO to include in the strategy three additional categories of partner, namely the Goodwill Ambassadors, the UNEVOC network and the category 2 institutes and centres.

3.   The Secretariat was also requested to elaborate specific targets and expected results which take into account the specificities of each category of partner.

4.   Separate strategies have been elaborated for the Goodwill Ambassadors, the UNEVOC network and the category 2 institutes and centres following the same structure and format as other categories of partner presented in 190 EX/INF.7. The strategies for the three additional categories of partner will be submitted to the Board in their integrity as an INF. document (191 EX/16.INF.3).

5.   The 190th session of the Executive Board recommended that specific targets and expected results should be presented at its 191st session. The Secretariat noted this request. However in an effort to formulate targets and expected results that would be forward-looking and closely aligned with UNESCO's medium-term strategy and programme, the Secretariat has determined that it would be premature to present targets and expected results linked to the 37 C/5 document at the 191st session of the Executive Board.

6.   Targets and expected results for each category of partner, aligned with the four-year programmatic period of the C/5, should be based on the draft 37 C/5 document as reviewed by the 191st session of the Executive Board. Therefore, it might be more appropriate to include targets and expected results for each category of partner within a document comprising the complete comprehensive partnership strategy including all categories of partners to be presented to the 192nd session of the Executive Board. Once endorsed by the Board and, if considered necessary, by the General Conference, the targets and expected results for each category of partner will be annexed to the 37 C/5 Approved document. For the future, targets and expected results for each category of partner will be presented as an annex to the relevant C/5 document.

7.   In the interest of clarity and transparency and to make the "Comprehensive Partnership Strategy" available in its integrity, after the 192nd session of the Executive Board, the complete strategy including all categories of partner, as well as targets and expected results, will be posted on the UNESCO's partnership website.

8.   Resource mobilization targets linked to the two year budgetary period of the C/5 will continue to be disseminated on a biennial basis in the Complementary Additional Programme (CAP). The CAP will similarly be made available, *inter alia* through UNESCO's partnership website.

9.   With regard to the biennial reporting on the implementation of the comprehensive partnership strategy, as per the paragraph 12 of the Board's decision 190 EX/Decision 21 (II), the Executive Board is informed that it would be difficult to apply this provision to category 2 institutes and centres under the auspices of UNESCO, as the cooperation framework with these entities is guided by the specific comprehensive integrated strategy (document 35 C/22 and Corr.), approved by the General Conference at its 35th session (35 C/Resolution 103).

Proposed decision

10.   In view of the above, the Executive Board may wish to adopt a draft decision along the following lines:

The Executive Board,

1.   Recalling 190 EX/Decision 21 (II), which requested the Director-General to include the Goodwill Ambassadors, the UNEVOC network and the category 2 institutes and centres in the Comprehensive Partnership Strategy and which further requested the Director-General to provide specific targets and expected results in the partnership strategies, taking into account the specificities of each category of partners, and to present them to the 191st session of the Executive Board,

2.   Having examined 191 EX/16 Part III, entitled "Policy Framework for Strategic Partnerships: a comprehensive partnership strategy" and 191 EX/16.INF.3 comprising separate strategies for engagement with Goodwill Ambassadors, the UNEVOC network and the category 2 institutes and centres,

3.   Welcomes the separate strategies for engagement with Goodwill Ambassadors, the UNEVOC network and the category 2 institutes and centres contained in document 191 EX/16.INF.3;

4. <u>Requests</u> the Director-General to present specific targets and expected results aligned with the four-year programmatic period of the 37 C/5 within a document comprising the complete comprehensive partnership strategy including all categories of partners to the 192nd session of the Executive Board, and to ensure that each ensuing C/5 document will contain an annex with the targets and expected results for each category of partner covered by the Comprehensive Partnership Strategy;

5. <u>Takes note</u> that the Comprehensive Partnership Strategy including the following categories of partners (Goodwill Ambassadors, the UNEVOC network and the category 2 institutes and centres) and including specific targets and expected results will be posted on the UNESCO's partnership website after the 192nd session of the Executive Board;

6. <u>Further takes note</u> that the cooperation framework with category 2 institutes and centres under the auspices of UNESCO, including the provisions on reporting on cooperation with these entities, is guided by the specific comprehensive integrated strategy (document 35 C/22 and Corr.), approved by the General Conference at its 35th session (35 C/Resolution 103);

7. <u>Also requests</u> the Director-General to present the first consolidated biennial report on the comprehensive partnership strategy to the 195th session of the Executive Board.

FOLLOW-UP TO THE INDEPENDENT EXTERNAL EVALUATION OF UNESCO

PART IV

FOLLOW UP TO THE REPORT OF THE JOINT INSPECTION UNIT ON THE MANAGEMENT AND ADMINISTRATION OF UNESCO

SUMMARY

By its 190 EX/Decision 22, the Executive Board requests the Director-General notably to *"(;;;)present to it at its 191st session a report mapping all challenges in relation to overlapping and potentially conflicting governance arrangements of UNESCO, and proposals for addressing such challenges";* to *"include this item in the agenda of its 191st session with a view to recommending to the 37th session of the General Conference ways forward for reducing overlapping and potentially conflicting governance arrangements;"* *"(…)with reference to recommendation 1 of the Joint Inspection Unit report, requests her to report on the implementation by the Senior Management Team [of the change process]"* and to *"ensure follow-up to the implementation of recommendations 2, 4, 5, 6 and 7 contained in the Joint Inspection Unit report, and to report to it at its 191st session on the status of implementation of those recommendations."*

Financial and administrative implications: Although possibly considerable, these cannot yet be quantified from a budgetary planning viewpoint.

Proposed draft decision: see paragraph 16.

INTRODUCTION

1.   Part A of this paper presents information on the types of intergovernmental meetings as a programme implementation modality and provides estimates of the attendant expenditure. The annex gives the list of such bodies. The 191 EX/16 INF.2 attached to this item provides an updated version of the document 190 EX/INF.15 with the detailed analyses of governance provisions and costs for these bodies.

Part B of the paper analyses the issues involved with a view to informing on possible actions needed to reduce expenditure and improve efficiencies in holding these meetings.

Part C of this paper provides follow-up information on the status of implementation of recommendations contained in the Joint Inspection Unit report.

Part A: Programme meetings as a modality of programme execution and attendant costs (see also 191 EX/16.INF.2)

2.   The Programme meetings (see list in Annex) convened by UNESCO itself or jointly by UNESCO and a specialized agency are divided into the following eight categories:
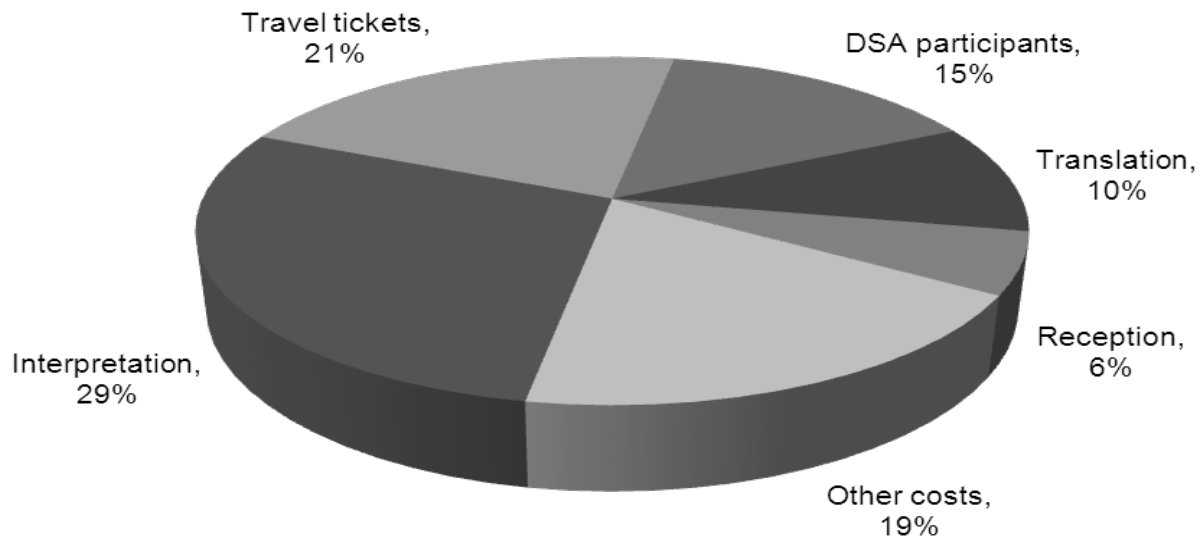
   (a)   Meeting of a representative character:

      (i)   Category   I – International conferences of States;

      (ii)   Category II – Intergovernmental meetings other than international conferences of States;

      (iii)   Category III – Non-governmental conferences;

   (b)   Meetings of a non-representative character:

      (iv)   Category IV – International congresses;

      (v)   Category V – Advisory committees;

      (vi)   Category VI – Expert committees;

      (vii)   Category VII – Seminars and training or refresher courses;

      (viii) Category VIII – Symposia.

3.   During 2011, UNESCO spent an estimated amount of $16.3 million on organizing conferences, workshops and trainings. However, these costs do not include interpretation, translation and document production costs relating to the Governing Bodies meetings (estimated at an additional $8.3 million biennially). Further, the staff costs related to the organization of these meetings and the costs borne by the participating organizations are considerable but not included in these cost figures.

Meetings of intergovernmental bodies

4.   During the biennium 2010-11, 101 Intergovernmental bodies meetings were held. Total direct expenditure of $3.92 million was incurred by UNESCO on these meetings excluding the UNESCO staff costs involved in organizing, preparing and servicing these meetings. It is estimated that during the biennium UNESCO incurred approximately $3 million of staff costs in organizing these meetings.

5.   The distribution of the direct costs incurred in these meetings is shown below in the pie chart:

Travel tickets, 21%

DSA participants, 15%

Translation, 10%

Reception, 6%

Other costs, 19%

Interpretation, 29%

Meetings of Governing Bodies

6.   It has been a constant concern of the Member States and the Secretariat alike to find ways of reducing running costs of the Governing Bodies in order to free resources for programme implementation. This has regularly involved reforms in working methods approved by the Governing Bodies themselves as well as in efficiency, level of documentation and so forth introduced by the Secretariat.

7.   Over the past decade, the operational budget for the General Conference has been reduced biennially from around $5.5m to around $4.4m, and that of the Executive Board from around $6.5m to $6.1m (i.e., a total of some $12m decreasing to around $10.5m). For the present biennium, in response to the difficult financial situation, further economies and rationalizations have been introduced so that the estimated expenditure level for the biennium stands at around $8.3m. This represents a cut over a decade, discounting the effects of inflation, of nearly a third. It should also be pointed out that over the same period, the costs of temporary assistance, of travel for Executive Board members and other items have actually gone up, so that the bulk of the savings was achieved through a reduction in the length of meetings and documentation rationalization.

8.   Further, the staff costs involved in providing the support services for the Governing Bodies meetings is estimated at $11.0 million ($2m in GBS and $9m in MSS/CLD), taking the actual comprehensive cost of the Governing Body meetings for the biennium to $19.3 million ($21.5m under the adopted 36 C/5 budget).

9.   To give an example of the sort of efforts that this has implied, the pre-session documentation for the autumn 2010 session of the Executive Board was over 1200 pages, whereas in preparation for the coming 191st session it is estimated at around 600 pages.

10.   The length of Governing Body meetings has gradually been halved since the 1980s.

11.   The size of the Executive Board has gradually expanded in line with the growth in UNESCO's membership. The last time it was increased was following the constitutional reform of 1991 introducing intergovernmental functioning to the Board, with its numbers rising from 51 to 58.

12.   It seems to be the opinion of the JIU and the IEE that many of the discussions and decisions taken by the Governing Bodies over the years have only timidly addressed governance

improvement. The General Conference and the Executive Board should perhaps consider further improvements particularly in task-sharing to avoid duplication. .

13.   The frequency and/or length of sessions of the Governing Bodies might also be reviewed once it is clearer what the effects are of the change in the programming cycle on their workload and agenda.

Part B: Analysis and possible way forward

14.   Based on an analysis of a select sample of these meetings, following points are highlighted for the consideration of the Board:

- UNESCO financial regulation 13.1 states that "No committee, commission or other competent body shall take a decision involving expenditure unless it has before it a report from the Director-General on the administrative and financial implications of the proposal.". It may be relevant to mention here that the Joint Inspection Unit in its report (JIU/REP/2011/4) on 'Multilingualism in United Nations' recommended that "when creating new institutional bodies that would require the provision of conference services, the legislative bodies of the UN system organizations should plan for the budgetary resources associated with the resulting additional workload, in particular for translation and interpretation".

   However, as mentioned earlier, while the statutes of Intergovernmental bodies are created by the General Conference, the subsidiary bodies are often created by the Intergovernmental committees themselves, with its own rules of procedures and frequency of the meetings, often without taking into consideration the cost implication relating to the meetings of these subsidiary bodies.   This leads to uncontrolled expenditure. There is a need for ex ante examination of full financial implication, before creation of a subsidiary body. Further, measures like payment of participant travel costs by the Member States, for participation in the subsidiary body meetings and raising extrabudgetary funds for these meetings should be considered. At any rate, at the very least it would seem logical that funds to cover the expenses of bodies that are not "statutory" (i.e., they were not foreseen by the General Conference) should be extrabudgetary and no longer a burden on the regular budget.

- Given UNESCO's current financial position, opportunities for Member States hosting intergovernmental meetings could be further explored. While this practice is followed in some cases (e.g. WHC and IBC), this needs to be promoted on a wider scale. This would reduce the costs that need to be borne by UNESCO's regular budget. The sectoral reports in document 191 EX/4 Part I (A) provide further details on all ongoing initiatives in this regard.

- In one instance, a subsidiary body meeting was held through audio conference. While it is acknowledged that holding 'virtual' meetings for the intergovernmental bodies may not always be feasible, given the formal nature of these meetings and requirements for interpretation services, technology aided meeting methods need to be introduced into the meetings of subsidiary bodies (such as bureaux of intergovernmental councils) in order to improve the cost effectiveness. .

- The move from a biennial to a quadrennial programming cycle is likely to leave room for some changes in the frequency or length of governance meetings, many of which are devoted themselves to programming from the point of view of preparing a contribution to the elaboration of the C/5. A logical rule of thumb might be to halve the number of governance meetings/days of meetings.

- It has also become apparent that there is sometimes confusion about the nature of discussions on programme and strategy that occur within the governance structures of these bodies and their impact on the decisions taken by the Governing Bodies of UNESCO. In this regard, it seems evident that no such discussions should take place without a clear understanding that

the final resolutions of these intergovernmental bodies can only be seen as recommendations that are for the General Conference to decide upon in the final instance as the supreme body legislating on the budgetary balances between and among the various spending priorities of the Organization as a whole. It might be even simpler if the programmatic and implementation discussions in these bodies and consequent expenditures were scheduled after the General Conference had adopted the C/5 rather than before. Moreover, efforts could be made to revisit size and needs of these governing bodies, the duration of their sessions and their conference servicing requirements.

- Interpretation costs constitute the largest component of direct expenditure in organizing these meetings as shown in the table above. While the language policy on the intergovernmental meetings requires document production and interpretation in all six languages (Arabic, Chinese, English, French, Russian and Spanish), the policy also provides, where possible, to consider interpretation from Arabic, Chinese, Russian or Spanish but not into them. However in our study, both way interpretation in the six languages was invariably provided. In fact, in case of the Intergovernmental Council of the International Hydrological Programme, the original statute provided for four working languages of the Council, i.e. English, French, Russian and Spanish, however, following a resolution of the General Conference (33 C/91) to strictly apply the language policy, all six languages are now used, leading to higher interpretation and translation expenses. Consideration to a restricted interpretation, wherever possible, as provided in the policy itself, would lead to economies on the interpretation costs. An alternative would be to tackle the question of the number of working languages used by distinguishing between the corresponding plenary body (which is where all decisions are taken) and the various subsidiary bodies. Taking the example of the General Conference and Executive Board, it is clear, simply from the Member States' own decision to use screens for their deliberations on draft decisions, which are in English/French format, that a sense of practicality could induce a trend in favour of the use of just two languages in all subsidiary bodies.

15.   It is difficult to decide on an effective way forward because the Governing Bodies themselves have thus far found it nearly impossible to formulate and find consensus on far-reaching reforms. Also, for the Secretariat, it is difficult to formulate proposals that could obtain political support because of the many sensitivities involved. It is therefore submitted for the consideration of the Executive Board whether it would not be desirable that a limited membership panel be established, with representatives of all regional groups, to develop practical recommendations against a cost reduction target that is deemed reasonable.

Part C: Status of follow up to the implementation of JIU recommendations

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Recommendation 1:

The Director-General should create a dedicated and broadened change management group to be responsible for the change management process. It should be led by a full-time senior change management focal point who would drive the process within a two-year time frame.

Status update:

This recommendation has been acted upon. In response to this recommendation, a Change Management working group was established under the leadership of the Deputy Director General. Further, the DG has assigned to the Deputy Director-General the day-to-day management and coordination of the change management process, including through the Programme Management and the Corporate Services Committees, dedicated working teams and other appropriate means. The first Change Management working group meeting took place on 17 December 2012 in a combined session of Corporate Services Committee (CSC) and the Project Management Committee (PMC). The focus of the meeting was on broad areas of reform work that has taken place over the past two years. The second meeting was held on 21 December 2012 with the aim of reviewing the progress in the implementation of the Organization's reform agenda and look forward to a number of management challenges for UNESCO's future, in the context of preparations of the 37 C/4. Two more meetings are scheduled in March/early April. The change management process is driven by the recommendations of the Independent External Evaluation of UNESCO.

In addition, the Director-General leads and manages the overall change process through bodies already established, primarily the Senior Management Team (SMT) with particular initiatives under the purview of the Corporate Services Committee and the Project Management Committee.

Recommendation 2:

The Director-General should issue a DG/Note clarifying further the mandates and responsibilities of the existing management structures and their interaction with the senior management committees as part of the delegation of authority.

Status update:

This recommendation is being implemented. There terms of reference of the management committees are available on line (http://myintranet.hq.int.unesco.org/en/SMT/Pages/default.aspx). They will be revisited if and when necessary.

Recommendation 3:

The General Conference and the Executive Board should ensure that decisions regarding the field architecture and field deployment are fully in line with the conclusions of the debate on strategic focus and future priorities of the Organization.

Status update:

This recommendation is in progress. The ongoing field reform and the related deployment of staff to the field is elaborated and is being implemented in full alignment with the overall programme objectives of the Organization. The Executive Board is following the process closely and an evaluation will be initiated after the first phase for Africa has been completed by the end of 2013.

Recommendation 4:

The Director-General should present to the Executive Board and the General Conference (at the 37th session) a comprehensive report on all network components and take appropriate measures for their evaluation at least every four years.

Status update:

This recommendation has been accepted, and can be deemed implemented. At its 190th session, the Executive Board invited the Director-General to report to it once every biennium of the implementation of the comprehensive partnership strategy starting in 2014. In doing so the Director-General will be presenting a consolidated report on all of the various categories of partners, including various "networks".

Per the Executive Board approved partnership policy framework, criteria for periodic evaluation are to be included in all partnership strategies and agreements.

Recommendation 5:

The Director-General should ensure full compliance with human resources rules and procedures and consistency in their enforcement across the Organization.

DG's response:

This recommendation can be deemed implemented, as there is already a high level of compliance with HR rules and regulations. However, better transparency, faster delivery and communication remain a high priority for UNESCO. This is currently being achieved through regular town hall sessions with the DG and one-on-one sessions with the DDG.

Recommendation 6

With due regard to financial implications and operational requirements, the Director-General should set up a Mobility Review Committee to accelerate the implementation of the mobility policy of International Professionals and explore modalities for the functional mobility of other categories of staff.

Status update:

Action with regard to this recommendation is in progress. An updated Mobility Policy has been proposed and includes the establishment of a Mobility Review Committee to review reassignments of international professional staff taking into consideration the required competencies, job and staff profiles, the talent management and succession planning, as well as the career development and the personal/family situation of staff and the staff member's personal preferences. Pending the institutionalization of the Mobility Policy and its committee, the current mobility decisions have been made on a case-by-case basis, as required, by matching functions with the competencies of staff.

Recommendation 7:

The Director-General should implement a new system of managing individual performance, including for senior officials, by, inter alia, including a 360-degree feedback mechanism as an annual exercise, no later than 2013.

Status update:

The online appraisal system for senior managers together with a revised online appraisal system for the Directors and Heads of Field Office were launched in 2011. Full implementation of this recommendation is expected by April 2014 when the competency assessment tool which will allow for 90/180/360° feedback exercises becomes operational

Recommendation 8:

The General Conference, at its 37th session, should adopt a new Medium-Term Strategy which clearly defines the Organization's focus, its priorities and expected results.

DG's response:

This recommendation is being implemented. The new Medium-Term Strategy is being formulated. Full implementation of this recommendation is expected by end of 2013, when the General Conference is expected to approve the new Medium-Term Strategy.

Proposed decision

16. The Executive Board may wish to adopt a decision along the following lines:

The Executive Board,

1. Having examined document 191 EX16 Part IV and 191 EX/16.INF.2,

2. [……………………….],

3. [Recommends to the General Conference that it consider establishing a limited membership panel, with representatives from all regional groups, to develop practical recommendations against a determined cost reduction target;]

4. [Recommends to the General Conference that it request the governance bodies of all intergovernmental and other bodies referred to in document 191 EX/16 Part IV to address the efficiency and effectiveness of their meetings and formulate governance reform and cost-saving measures as appropriate, for consideration by it at its 38th session;]

5. Encourages the Director-General to fully implement the JIU recommendations as enumerated in Part C of document 191 EX/16 Part IV.

ANNEX

UNESCO STATUTORY BODIES AND REGULAR MEETINGS[1]

A.   Governing Bodies

- <u>General Conference</u>

      – Headquarters Committee

- <u>Executive Board</u>

B.   UNESCO Institutes and Centres

<u>International Bureau of Education (IBE)</u>

      – Council
      – Steering Committee
      – International Conference on Education

<u>UNESCO Institute for Statistics</u>

      – Governing Board
      – Policy and Planning Committee

<u>UNESCO International Institute for Educational Planning (IIEP)</u>

      – Governing Board
      – Executive Committee
      – Nominating Committee

<u>UNESCO Institute for Lifelong Learning (UIL)</u>

      – Governing Board

<u>UNESCO Institute for Information Technologies in Education (IITE)</u>

      – Governing Board

<u>UNESCO International Institute for Capacity-Building in Africa (IICBA)</u>

      – Governing Board

<u>UNESCO International Institute for Higher Education in Latin America and the Caribbean (IESALC)</u>

      – Governing Board
      – Executive Committee

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[1]   The present list shows all established bodies holding regular meetings throughout each biennial period. These fall mainly into three categories: (i) UNESCO institutes (category 1 or assimilated); (ii) organs established by International Conventions and related bodies; and (iii) governing and other bodies of International and International Programmes established by the General Conference. A complete list of these bodies, containing references to the statutory regulations for their subsidiary organs and meetings, as well as financial data on these meetings can be found in document 191 EX/18.INF.2

Mahatma Gandhi Institute on Education for Peace and Sustainable Development (MGIEP)

- – Governing Board
- – Executive Committee

UNESCO-IHE Centre for Water Education (UNESCO-IHE)

- – Governing Board
- – Executive Committee

Abdus Salam International Centre for Theoretical Physics (ICTP)

- – Steering Committee
- – Scientific Council

UNESCO International Centre for Technical and Vocational Education (UNEVOC)

C.   International Conventions and related bodies

Convention on the Protection of Cultural Property in the event of Armed Conflict (1954)

- – Meeting of High Contracting Parties
- – Meeting of Parties to the Second Protocol (1999)
- – Committee for the Protection of Cultural Property

Convention against discrimination in Education (1960)

- – Conciliation and Good Offices Commission responsible for seeking the settlement of any disputes that may arise between States Parties to the Convention
- – Consultations of States Parties on the Implementation of the Convention

Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property (1970)

- – Meetings of States Parties

Convention Concerning the Protection of the World Cultural and Natural Heritage (1972)

- – General Assembly of the States Parties
- – World Heritage Committee
- – Bureau of the Committee

Convention on the Protection of Underwater Cultural Heritage (2001)

- – Meetings of States Parties
- – Scientific and Technical Advisory Body

Convention for the Safeguarding of the Intangible Cultural Heritage (2003)

- – General Assembly
- – Intergovernmental Committee for the Safeguarding of the intangible Cultural Heritage

Convention on the Protection and Promotion of the Diversity of Cultural Expressions (2005)

- – Conference of Parties

– Intergovernmental Committee

International Convention against doping in sport (2005)

– Conference of Parties

D. International and Intergovernmental Programmes and International Commissions and Committees

International Oceanographic Commission (IOC)

– Assembly
– Executive Council

International Hydrological Programme (IHP)

– Intergovernmental Council
– Bureau

Programme on Man and the Biosphere (MAB)

– International Coordinating Council
– Bureau

International Basic Science Programme (IBSP)

– International Scientific Board
– Bureau

International Geosciences Programme (IGCP)

– Scientific Board
– Bureau
– Scientific Committees established by the Board

Management of Social Transformations (MOST) Programme

– Intergovernmental Council
– Bureau
– Scientific Advisory Committee

Intergovernmental Committee for Physical Education and Sport (CIGEPS)

– Committee meetings
– Permanent Consultative Council
– Bureau

Intergovernmental Bioethics Committee (IGBC)

International Bioethics Committee (IBC)

(+ Joint meetings of the IGBC and the IBC when the Director-General and the IGBC so decide)

Intergovernmental Committee for Promoting the Return of Cultural Property to its Countries of Origin or its Restitution in Case of Illicit Appropriation (ICPRCP)

– Bureau

Executive Committee for the International Campaign for the Establishment of the Nubia Museum in Aswan and the National Museum of Egyptian Civilization in Cairo

International Programme for the Development of Communication (IPDC)

- – Intergovernmental Council
- – Bureau

Information for all Programme (IFAP)

- – Intergovernmental Council
- – Bureau

E. Other

Regional Education Project for Latin America and the Caribbean (PRELAC)

- – Intergovernmental Committee
- – Bureau

International Fund for the Promotion of Culture

- – Administrative Council

EFA Steering Committee

Global EFA Meeting

EFA High-level Forum

Note: These three EFA-related structures, issued from the reform of the global EFA coordination architecture in 2011-2012 take the place of the EFA High Level Group and the EFA Working Group. They cannot be considered statutory as such, but they imply regular meetings.