



United Nations
Educational, Scientific and
Cultural Organization

Executive Board

Hundred and eighty-ninth session

189 EX/5

PARIS, 13 February 2012
Original: English

Item 5 of the provisional agenda

REPORT BY THE DIRECTOR-GENERAL ON THE FOLLOW-UP TO DECISIONS AND RESOLUTIONS ADOPTED BY THE EXECUTIVE BOARD AND THE GENERAL CONFERENCE AT THEIR PREVIOUS SESSIONS

SUMMARY

This report is intended to inform the members of the Executive Board of the progress achieved in the follow-up to the decisions and resolutions adopted by the Executive Board and the General Conference at their previous sessions.

It contains information on:

- the preparations for drafting the programme and budget for 2014-2017 (37 C/5);
- mechanisms for linking the quadrennial programme and the biennial budgets in the new programme cycle;
- implementation of 36 C/Resolution 43 and 187 EX/Decision 5 relating to the Ascent to the Mughrabi Gate in the Old City of Jerusalem.

This document does not have any direct financial and administrative implications.

TABLE OF CONTENTS

	Page
Preparations for drafting the Programme and Budget for 2014-2017 (37 C/5)	1
Mechanisms for linking the quadrennial programme and the biennial budgets in the new programme cycle	2
Implementation of 36 C/Resolution 43 and 187 EX/Decision 5 relating to the Ascent to the Mughrabi Gate in the Old City of Jerusalem	5

Preparations for drafting the Programme and Budget for 2014-2017 (37 C/5)

1. By 169 EX/Decision 4.1, the Executive Board “request[ed] the Director-General, at the first session of each biennium, to report on the preparations for drafting the programme and budget for the following biennium”. The below table intends to give an overview on the preparations of the next programme and budget document (37 C/5):

Timeline for the preparation of the 37 C/5 (2014-2017):

Date	Action to be taken
189th session of the Executive Board (spring session)	The Director-General reports to the Executive Board about the preparations made for the 37 C/5 process
March/April 2012	Preparation and dispatch of the online questionnaire pertaining to programmatic issues and priorities for the new 37 C/5 (and 37 C/4) documents to Member States, National Commissions, NGOs and intergovernmental organizations, with a deadline for preliminary responses by May
May-July	Subregional consultations on issues addressed in the questionnaire in order to prepare regional consultations on the programme and budget aspects of the 37 C/5 document (exact scope/modality to be determined subject to the availability of funds)
May-July	Five regional consultations of the Director-General with National Commissions , building on the subregional consultations held and the preliminary returns to the online questionnaire. Each regional consultation adopts a report – including recommendations – which will be submitted for information to the Executive Board at its subsequent 190th session (exact scope/ modality of each consultation to be determined)
mid-July 2012	Deadline for the submission of supplementary written comments to the earlier questionnaire by Member States, National Commissions, NGOs and intergovernmental organizations
mid-August 2012	Preliminary proposals by the Director-General for document 37 C/5: The Director-General prepares a document containing her preliminary proposals for the new C/5 document, bearing in mind the outcomes of the regional consultations, as well as the responses to the questionnaire
190th session of the Executive Board (autumn session)	The Executive Board adopts a decision concerning document 37 C/5 (and document 37 C/4): The Board (i) considers the preliminary proposal by the Director-General, together with the outcomes of the written questionnaire and the regional consultations; (ii) adopts a decision providing a framework as well as strategic policy directions to the Director-General for the formulation of document 37 C/5 (and document 37 C/4)

End October 2012	Publication of the Director-General's Ivory Note on the preparation of the draft document 37 C/5.
One month prior to the 191st session of the Executive Board (spring session 2013)	Statutory deadline for submission of draft document 37 C/5 to the Executive Board
191st session of the Executive Board (spring session 2013)	The Executive Board considers draft document 37 C/5 and adopts a decision containing its observations and recommendations on the draft documents (contained in document 37 C/6), to be submitted to the General Conference at its 37th session
37th session of the General Conference (autumn 2013)	Consideration of draft document 37 C/5 in light of the recommendations made by the Executive Board (37 C/6) and the proposed amendments submitted by Member States, and adoption of document 37 C/5 . The Programme part of the 37 C/5 will be implemented from 2014-2017, while the budget part will run from 2014-2015, bearing in mind that the budget for 2016-2017 will be adopted at the next session of the General Conference

Mechanisms for linking the quadrennial programme and the biennial budgets in the new programme cycle

I. BACKGROUND

2. At its 63rd session in 2008, the United Nations General Assembly had decided to change the “comprehensive policy review of operational activities for development of the United Nations system” from a triennial to a quadrennial cycle “in order to better provide policy guidance to the United Nations funds and programmes and the specialized agencies” (United Nations General Assembly resolution 63/232 on “Operational activities for development”). It had furthermore decided to commence its next comprehensive policy review in 2012. By the same resolution, the United Nations General Assembly “urges the funds and programmes and encourages the specialized agencies to carry out any changes required to align their planning cycles with the quadrennial comprehensive policy review (QCPR), including the implementation of mid-term reviews as necessary” (para. 20).

3. The comprehensive policy review constitutes a key reference text to orient the development cooperation activities of the United Nations system, including through United Nations coordination and inter-agency cooperation at the regional and at the country levels. The QCPR is expected to offer *inter alia* detailed policy guidance in the areas of funding, development effectiveness, improved functioning of the United Nations development system, and national capacity development. The provisions of the comprehensive policy review are particularly relevant as a matter of system-wide coherence and consistency at country level.

4. Subsequent to the General Assembly's request, UNESCO's General Conference and Executive Board have discussed the matter in a series of documents, starting at the 35th session of the General Conference, when it by Resolution 82 (ii) “Report by the Director-General on the implementation of the reform process – Decentralization strategy” requested the Executive Board “to submit to it proposals to accommodate the United Nations General Assembly's request to specialized agencies to align their programme cycle with the new quadrennial cycle of policy review of operational activities for development of the United Nations system, starting in 2012”. Documents 184 EX/5 and 185 EX/19 provided an initial assessment and a progress report on the

matter, as part of reporting on the “Follow-up on the implementation of United Nations General Assembly resolution 62/208 concerning the triennial comprehensive policy review of operational activities for development of the United Nations system”. Document 186 EX/17 Part III provided then a thorough analysis of the implications, *inter alia* programmatic, financial and administrative, of changing the C/4 and C/5 cycles. Document 187 EX/ 17 Part II outlined the modalities for introducing the envisaged changes in UNESCO’s programme cycles. The issue has furthermore been discussed in the context of the follow-up to the independent external evaluation.

5. Subsequently, the General Conference, at its 36th session, decided by 36 C/Resolution 105 to:

- (a) extend the Medium-Term Strategy (C/4 document) cycle from six to eight years in 2014, starting with document 37 C/4, with an appropriate mechanism for adjusting to the most recent quadrennial comprehensive policy review;
- (b) maintain the rolling character of UNESCO’s Medium-Term Strategy so as to ensure that the substance and directives of two consecutive quadrennial comprehensive policy review documents be reflected in the Organization’s strategic documents, as appropriate;
- (c) extend the C/5 programme cycle from two to four years, starting with document 37 C/5 from 2014, with an appropriate mechanism for adjustments every two years;
- (d) maintain the biennial cycle for the appropriation of the budget of the C/5 document.

By the same resolution, the General Conference invited the Director-General to propose to the Executive Board at its 189th session **possible mechanisms for linking the programme and budgets in the new programme cycle**. The present document aims at responding to this request.

II. FEATURES OF THE NEW C/5 PROGRAMME AND BUDGET

6. Document 186 EX/17 Part III (Annex III) had provided a detailed analysis of the implications of changing the C/5 programme cycle. It had discussed in detail aspects such as opportunities for programming, monitoring, and evaluation; relevance of results to UNDAF or equivalent common country programming exercises; relationship between the programme and the budget; implications for the agenda of the General Conference session, as well as on the frequency and nature of C/5 consultations. The present document will provide further information on how the linking of the quadrennial programme and the biennial budget could be conceived.

(a) C/5 programme

7. The programmatic part of the new C/5 document will run over a period of **four years**. With the longer duration of the programme part, the time horizon available for **planning, implementing and monitoring** doubles from two to four years. Hence, the scope, depth, and ambition of the expected programmatic results UNESCO seeks to achieve within a C/5 programme period will be broadened, allowing for a better assessment of the maturity and impact of the Organization’s action. Arguably, the longer-term planning horizon and the increased stability and predictability associated with this longer time frame might be more promising for delivering results on complex and interdisciplinary issues within UNESCO’s realm.

8. UNESCO’s General Conference has asked that particular attention be paid to programme monitoring and evaluation mechanisms. A larger time span for implementation and delivery might indeed allow for **better opportunities for monitoring** the implementation of the C/5 programme, including also adjustments of ongoing activities in light of monitoring information. This might then lend itself to a more comprehensive, evidence-based assessment of the results and their impact, as well as a better identification of good practices and lessons learned.

9. In addition, a four-year programming and planning process might afford more opportunities for a more effective coordination of substantive matters and programme results, including between Headquarters and field offices, among field offices, as well as with other organizations active in the same fields. Intensified exchange and coordination during planning processes could bring about not only greater programme clarity and coherence, but also a better division of work between Headquarters, regional and country levels, and vis-à-vis other partners.

(b) C/5 budget

10. The appropriation of the budget will continue to take place every **two years through an Appropriation Resolution**. The 37 C/5 programme is running from 2014-2017 and will be accompanied by two consecutive budgets, covering years 2014-2015 and 2016-2017 respectively.

III. LINKING PROGRAMME AND BUDGET

11. As the C/5 programme and budgets run over different timelines (four years and two years respectively), the following intends to illustrate how the programme and budget parts of the C/5 can be meaningfully linked.

12. The 37 C/5 programme will continue to apply the principles of results-based programming, management, monitoring, reporting and evaluation (RBM) throughout all programme and support services, as well as the corporate services. This includes a limited set of specific, measurable (to the extent possible), time-bound, achievable and relevant expected results at the level of main line of action (MLA). The **expected results will typically cover the entire duration of the 37 C/5 programme, i.e. four years, and would clearly indicate what is expected to be achieved within the quadrennium**. In some cases, expected results might also be called for at the biennial level.

13. For each expected result, typically formulated for a duration of four years, the C/5 will provide an implementation strategy and monitoring information, including proper phasing and specifying implementation milestones, performance indicators and benchmarks/targets for each of the two-year periods, i.e. covering the duration of one C/5 budget. This biennial information would therefore serve to detail the level of results achievement/activity implementation targeted at the end of each biennium and budget.

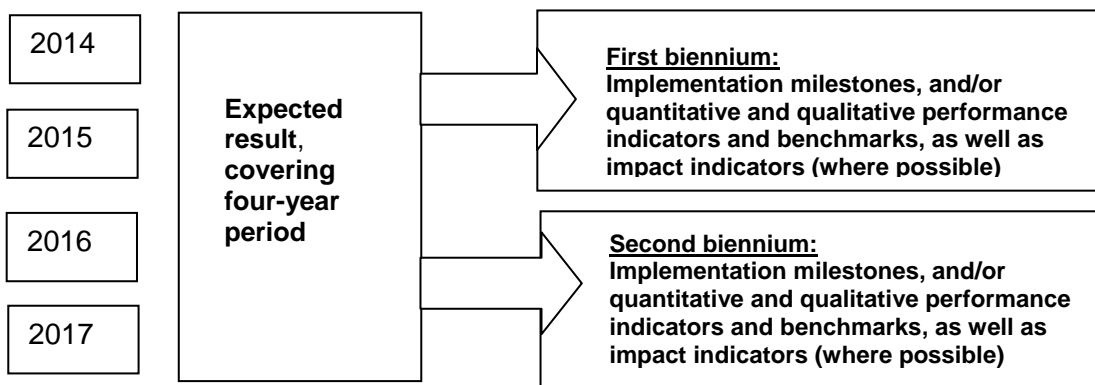


Chart 1: Suggested presentation of results information in the next four-year draft C/5 document

14. While the adopted C/5 results would represent a **programmatic commitment** as to what the Organization wants to achieve over the next four years, they would be accompanied:

1. by a **proposed budget** for the first biennium, similar in presentation to the current draft budgets;

2. by **budgetary indications** as to the level of resources allocated for the implementation of the programme in the second half of the quadrennial cycle.

15. Unused funds that may remain from biennium 1 could be carried over into biennium 2. Under this scheme, an amendment will be required to the current financial rules and regulations in order to allow such a specific **carry-forward of the unused budget** of the biennium 1 to biennium 2.

16. The **initial biennial budget** of a four-year programme will be adopted together with the C/5 programme at the preceding session of the General Conference, in light of the recommendations by the Executive Board and taking into account the amendments submitted by Member States. In the case of the 37 C/5, this will take place at the 37th session of the General Conference (Document 187 EX/17 Part II provides a complete timeline and sequence for the introduction of documents 37 C/4 and 37 C/5).

17. The **second biennial budget** of a four-year programme, which will be reviewed and revised (if needed) in the course of the first two years of the biennium, will be adopted at mid-term by the General Conference. In the case of document 37 C/5, the Executive Board will be able to consider revised proposals for the budgetary appropriation of years 3 and 4 of document 37 C/5 at its 196th session to take place in spring 2015, together with possible programmatic adjustments for years 3 and 4 of document 37 C/5. The General Conference will then at its 38th session in 2015 adopt the appropriation resolution for 2016-2017.

18. The **transition from biennium 1 to biennium 2** will hence be accompanied by a review of the programme based in part on monitoring and stocktaking of the level of implementation achieved (“rolling” of the programme), and by possible proposals for adjustment on the budget of biennium 2, if considered necessary.

Implementation of 36 C/Resolution 43 and 187 EX/Decision 5 relating to the Ascent to the Mughrabi Gate in the Old City of Jerusalem

19. Pursuant to 176 EX/Special Plenary Meeting/Decision and to the decisions of the World Heritage Committee since its thirty-first session in 2007 (Christchurch, New Zealand), the World Heritage Centre has spared no efforts to facilitate the exchanges between Israeli, Jordanian and Waqf experts regarding the design of the Mughrabi ascent in the Old City of Jerusalem. Despite these efforts, no follow-up to the technical meetings which had taken place in January and February 2008 was possible.

20. This item was inscribed on the agenda of the Executive Board at all subsequent sessions. It is also presented annually to the World Heritage Committee within the framework of the item related to the Old City of Jerusalem and its Walls.

21. At its 187th session, the Executive Board adopted, by consensus, 187 EX/Decision 5, reiterating “its request that Israel continues the cooperation commenced with all concerned parties, in particular with Jordanian and Waqf experts to enable agreement on, and implementation of a final design for the restoration and preservation of the Mughrabi Ascent among all parties concerned”. The decision also noted “reports of preliminary discussions between Jordan and Israel concerning the Mughrabi Ascent which stipulate, *inter alia*, that no measures, unilateral or otherwise, shall be taken on the site” [...], and the necessity of an accepted design and implementation thereof among all parties concerned”.

22. Should there be any developments on this matter, the Director-General is prepared to issue an addendum to the present document before the 189th session of the Executive Board.