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la science et la culture

Organización
de las Naciones Unidas
para la Educación,
la Ciencia y la Cultura

Организация
Объединенных Наций по
вопросам образования,
науки и культуры

منظمة الأمم المتحدة
للتربية والعلم والثقافة

联合国教育、
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**PREPARATION OF THE DRAFT PROGRAMME
AND BUDGET FOR 2012-2013 (36 C/5)**

OUTLINE

Source: 29 C/Resolution 87.

Background: In accordance with the provisions of 29 C/Resolution 87 of the General Conference dealing with its structure and function, the General Conference is invited to deliberate about various aspects of the preparation of the subsequent Draft Programme and Budget for 2012-2013 (36 C/5). This will be the third, and final, C/5 document falling within the period of the current Medium-Term Strategy for 2008-2013 (34 C/4), which had been adopted by the General Conference at its 34th session.

Purpose: The Director-General submits the present document containing a very preliminary indication of major issues that could be discussed by the different programme commissions when addressing this item of the provisional agenda. There are no budgetary and financial implications related to this document as it is deliberative in preparation of a future programme and budget document.

Decision required: No decision is required on this document.

1. Pursuant to 29 C/Resolution 87 of the General Conference, the cycle of preparations for a draft programme and budget will begin two years prior to the preceding General Conference. Accordingly, the present document shall facilitate the reflection by the General Conference at its 35th session on the future programme orientations for the Draft Programme and Budget for

2012-2013 (draft 36 C/5). To underpin this exercise, the General Conference at its 35th session will have at its disposal several key documents:

- the report on the activities of the Organization in 2006-2007 (35 C/3), containing a strategic assessment of results achieved through actions undertaken by UNESCO, a list of key achievements, including achievements realized through extrabudgetary resources, and a presentation of challenges and lessons learned;
- the report on the implementation of activities in the first 18 months of 2008-2009 (document 182 EX/4 and related oral and written introductions by the Director-General);
- a report by the Executive Board to the General Conference on the implementation of the current Programme and Budget further to 33 C/Resolution 78 (II), 33 C/Resolution 92 (Recommendation 13), and 34 C/Resolution 89.

2. While the Programme Commissions of the General Conference will concentrate their work on the adoption of the Draft Programme and Budget for 2010-2011 (draft document 35 C/5 as well as document 35 C/6 representing the recommendations of the Executive Board and related draft resolutions), it is essential that, in accordance with its role as primary policy-making body of the Organization, the Conference also provide initial future-oriented indications concerning the preparation of the subsequent draft document 36 C/5, in particular as regards desirable programme orientations and biennial sectoral priorities closely related to the overarching and strategic programme objectives of document 34 C/4, which shall be fully implemented during its third, and final, biennial period. As emphasized by the General Conference at its 33rd session and by the Executive Board, the current Medium-Term Strategy for 2008-2013 and the three biennial Programme and Budget documents falling within this period must be seamlessly linked.

3. Document 36 C/5 shall be designed to respond to the five overarching objectives, the 14 strategic programme objectives and, as appropriate, the various intersectoral platforms launched during the Programme and Budget for 2008-2009. Overall, all programme activities must be geared in such a manner that they help attain both the expected outcomes of the Medium-Term Strategy for 2008-2013 and the expected results of the Programme and Budget for 2010-2011 through an organization-wide and coherent results-based programming, management and monitoring (RBM) approach. In the light of the experience gained with the programming policy introduced since the Medium-Term Strategy for 2002-2007 and continued for the preparation of two Programme and Budget documents of the Medium-Term Strategy for 2008-2013 (34 C/5 and draft 35 C/5), it would be desirable to elicit feedback and orientations from Member States on a range of issues, including but not limited to:

- (a) should the **structure** of document 35 C/5 be maintained and applied for the preparation of document 36 C/5, i.e. Major Programmes with a limited number of biennial sectoral priorities and main lines of action (MLAs) and to the extent feasible linked to a series of intersectoral platforms;
- (b) the **linkages** between document 36 C/5 and the overarching objectives and strategic programme objectives of document 34 C/4 for the five major programmes (Education, Natural sciences, Social and human sciences, Culture, and Communication and information) and the interdisciplinary/intersectoral platforms;
- (c) suggestions for selecting, defining or adapting **biennial sectoral priorities and MLAs** for each major programme for 2012-2013, *inter alia* in the light of (i) their formulation in document 35 C/5 and document 35 C/6; (ii) the need to provide programmatic continuity; and (iii) the results and recommendations obtained from programme evaluations;

- (d) the relative importance of **intersectorality**, interdisciplinarity and problem-based approaches in the design of document 36 C/5, including programme areas where intersectoral activities should likely be initiated or strengthened, the desirable scope of intersectoral/interdisciplinary projects/platforms, and the need and modalities for dedicated funding and administrative support by dedicated teams;
- (e) the importance attached to **programme focus and concentration**, to ensure that available resources are used in the most efficient and results-oriented manner, as well as to **clarity of information**, including in the formulation of a limited number of expected results and related monitoring information;
- (f) the identification of the ways and means by which UNESCO may continue to improve its contribution to the achievement of the outcome-oriented and time-bound **internationally agreed development goals** (IADGs), including those contained in the Millennium Declaration or adopted at the Dakar EFA World Education Forum, the Budapest World Conference on Science, the Stockholm Intergovernmental Conference on Cultural Policies for Development, the World Summit on the Information Society, the 2009 cycle of education conferences (DESD, higher education etc.), as well as other relevant conferences and events;
- (g) the identification of the right mix between **global-local, normative-operational, global-regional-national activities**, in a context where UNESCO, as a specialized agency of the United Nations system, is challenged to uphold and demonstrate the “feedback” loop between normative and operational activities, building on linkages between global, regional, subregional, national and sometimes even community levels, recognizing that development, peace and security and human rights are ultimately interlinked and mutually reinforcing pillars for action by the United Nations system as a whole, and where regional programmes and initiatives can contribute to the achievement of these objectives through closer regional integration and cooperation;
- (h) the identification of the ways and means by which UNESCO, as a specialized agency of the United Nations system, can continue to make, and to further enhance, its contribution to the process of **United Nations reform and increased system-wide coherence** at the country level, while responding to the **national development priorities**. This challenge will be particularly important in 2012-2013, with a high number of CCA/UNDAF roll-out countries requiring attention. The main common country programming modality in this regard will continue to be the United Nations Development Assistance Framework (UNDAF), complemented by an operational document (e.g. an UNDAF Action Plan). Taking on board the lessons learned from the “Delivering as One” pilot experiences and the roll-out of a new generation of UNDAFs over the past two years, the upcoming UNDAFs will constitute a generation of enhanced and results-based documents, responding strategically to national development priorities ideally to be reconciled with international goals;
- (i) the need to maintain UNESCO's pro-active involvement in inter-agency consultations, geared towards improving the global coherence and effectiveness of the United Nations, but also towards ensuring that UNESCO priority areas are fully reflected at all levels of international and inter-agency cooperation and that its global policy responsibilities are fully brought to bear. This involves in particular UNESCO's participation (a) at the global/inter-agency level through the Chief Executives Board (CEB) and its three pillars – the High-level Committees for Management (HLCM) and Programme (HLCP) and the United Nations Development Group (UNDG); (b) at the regional level – notably through the Regional Directors Teams (RDTs), regional management teams, regional economic commissions and other regional and subregional entities and mechanisms; (c) at the national level, as a full partner of

United Nations country teams and their various committees and thematic working groups, covering also the implementation of multi-donor trust funds (MDTFs);

- (j) another challenge relates to the ongoing efforts to further harmonize the use of **business practices** across the United Nations system, including the issue of cost recovery, as well as the use of commonly agreed tools such as the Harmonized Approach to Cash Transfers (HACT), shared premises and collocation, common IT and travel services, etc.

4. The discussion of the 2012-2013 Programme and Budget also needs to be reflective of the implications of the ongoing **global economic and financial crisis**, as well as of the food crisis and of the growing debate over the role of education, science, culture, communication and information to respond to the challenges of **climate change**. UNESCO has chosen to recommend that countries and the international community “**invest out of the crisis**” by maintaining and, when possible, reinforcing investments in all social services, including education, sciences, culture and communication and information, and into the important global public goods they represent. Past experience has shown that in similar crisis situations, significant reductions have occurred in the provision of basic social and public services, and that UNESCO’s areas of competence could potentially be vulnerable to severe budget cuts, with attendant long-term implications. This concerns both national allocations and development assistance funds. Rolling back investments in education, the sciences, culture and communication and information would threaten the important and hard-won gains made in those areas over the past decades, the enjoyment of human rights for present and future generations and the achievement of internationally-agreed development goals. UNESCO has a responsibility to affirm the enormous importance of maintaining and possibly increasing commitments in these areas, which are vital to build the knowledge society and the green economy of the twenty-first century, setting the world on the path to sustainable development, peace and security, solidarity and social justice. Responding to the crisis might entail devising creative and innovative approaches for our programmes in order to demonstrate their relevance and impact, including in programme implementation modalities.

5. An important guiding principle for priority-setting and programme formulation is the identification of the ways and means by which UNESCO can ensure that **priority is paid to the poorest, most disadvantaged and most vulnerable**, who are likely to suffer from a disproportionate and particularly serious impact of the current global financial and economic crisis. Widening existing disparities is one of the main risks in the current global dynamics, giving rise to an “**inequality crisis**” in many regions of the world. UNESCO will be called to pursue, through its domains, policies and approaches that will benefit primarily the poorest and most vulnerable, as the United Nations system collectively also undertakes a range of measures to increase the resources allocated to **low-income countries**, and to populations most remote from the attainment of internationally-agreed goals and standards. Particular emphasis needs to be placed, in this respect, on LDCs in particular in sub-Saharan Africa.

6. In this regard, UNESCO may be called to carry out policy-relevant empirical and analytical work and studies related to the impact of the crises in order to provide a basis for **trends analysis** and an **early warning with a view to triggering appropriate support and interventions**. This should help countries and the international community in the development and implementation of evidence-based policies and initiatives, and also set the stage for effective advocacy.

7. The next programme and budget must also be fully measurable and contribute to the two global priorities of the Medium-Term Strategy for 2008-2013, namely **Africa and gender equality**. Moreover, UNESCO action must also be designed to benefit through targeted action priority groups such as the least developed countries, small island developing States (SIDS), youth and disadvantaged segments of society, including indigenous peoples.

8. In addition, other issues may need to be taken up in the General Conference’s discussion of the elements to be observed in drawing up the future draft Programme and Budget for 2012-2013:

- (a) the need for a seamless linkage between the regular programme of the Organization and extrabudgetary projects/programmes in order to improve the alignment and impact of the extrabudgetary support on programme priorities contained in the C/5 document;
- (b) the cooperation with multilateral and bilateral partners as well as civil society actors and the private sector, including a delineation of respective comparative advantages;
- (c) the continued application and refinement of a coherent results-based programming approach, including the use of quantitative and, to the extent possible, qualitative expected results, performance indicators, including impact indicators where feasible, and benchmark indicators (defined as quantitative targets) for regular and extrabudgetary programme activities alike. This shall allow for improved and meaningful monitoring, reporting and evaluation by the Secretariat and the governing bodies;
- (d) the need for a decentralization strategy of staff and programme resources, an adapted field structure and a human resource policy which take into account recent developments in terms of United Nations system-wide efforts towards greater coherence as well as the preparation of results-based country programming documents;
- (e) strategies and measures to enhance the visibility of the Organization.

9. The above list of issues is not exhaustive nor is it presented in any order of priority. The General Conference may wish to address these issues – as well as any other issue relevant for the preparation of document 36 C/5 – when considering this item of the agenda.