Working in Partnership with UNESCO

A Swedish Strategy Framework for 2003–2007

Foreword

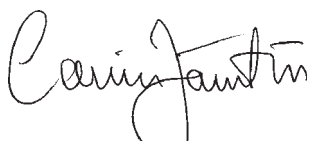
The world has seen unprecedented human and economic development during the last thirty years, but serious problems remain and new challenges have emerged with the evolution of globalisation. One of the more important issues ahead is to make the positive results of globalisation beneficial for all and limit its negative consequences, not least for poor people.

The United Nations plays an important role in supporting the world's poorest countries in achieving the Millennium Development Goals. As one of the specialised agencies of the UN system, UNESCO has a global, normative mandate in the areas of education, science, culture, communication and information. UNESCO shall play a key role in defining important challenges in its spheres of competence and in identifying strategies to deal with them. As a global knowledge management centre, UNESCO's task is to share information, knowledge and best practice, assist member countries in building human and institutional capacities, and play a catalytic role for development co-operation. In addition, the organisation shall serve as a forum for articulating and debating ethical issues in its fields of work and lead the search for universal responses and agreements.

Multilateral development co-operation is a vital element of Sweden's official development assistance. We believe that the political support that we might be able to give to the UN is just as important as our financial contribution. Together with other member states, Sweden is engaged in the reform of the UN, including its specialised agencies. Sweden intends to work in partnership with UNESCO to make its advocacy and operations worldwide more effective.

This strategy framework intends to give guidance to Sweden's development co-operation with UNESCO. Forward-looking, its objective is to reaffirm our commitment to work together with other member states to strengthen the capacity of UNESCO to fulfil its mission.

Stockholm, Sweden, June 2004.



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To the reader

The first section of this booklet, *the Introductory Framework*, presents Sweden's view of the United Nations and its role on the global development stage. It also provides a framework of Sweden's response to the United Nations in the area of development.

In the second section, the *Swedish Strategy Framework* for UNESCO is presented. This section has three parts: Background, Assessment and Proposal.

An Introductory Framework

1 The global development agenda

The world has seen unprecedented human and economic development during the last fifty years. But new challenges have emerged with the evolution of globalisation. In the global village, someone else's poverty very soon becomes one's own problem.

Sweden believes that the main challenges to the international community in the 21st century will stem from global trends, such as trade and increasing ecological interdependence, and from persistent factors, such as widespread poverty and severe social and economic inequities between and within nations, a lack of respect for human rights including the rights of the child, as well as gender inequalities. Extended and enhanced collaboration across borders is necessary in order to prevent and resolve violent conflicts including terrorism, insecurity and illegal immigration; to preserve the global environment; to secure free and fair terms for international trade; and to combat international crime, drug trafficking, and HIV and AIDS.

All of the above challenges have been discussed in the international conferences of the past decade and in the United Nations system, and have resulted in declarations, plans of action and resolutions, notably the Millennium Declaration.

Widespread poverty is the main cause of human suffering. Some 1.2 billion people are living on less than $1 a day and an additional 1.6 billion living on less than $2 a day. The concept of poverty is multidimensional and extends beyond income and consumption. Due attention must be paid to cross-cutting issues as well as people's opportunities, empowerment, and security. In order to make concrete progress towards poverty eradication, countries need to embark on strategies to reshape their economies and to reform their public sectors. This implies that policy-makers should give particular attention to accelerating both economic growth and social development, and improving the distribution of income and wealth. The concrete commitment of all nations, as agreed at the Millennium Summit is:

– to reduce the proportion of people living in extreme poverty by half between 1990 and 2015.

Sweden believes that globalisation must be a positive force for all the world's people and the United Nations has a critical role to play in this context. After the manifestations in Seattle, Gothenburg and Genua, the negative consequences of globalisation have received increasing attention. Globalisation is a multidimensional and complex process that involves both opportunities and risks and is driven by the forces of economic and financial integration. The growing intensity of world-wide interconnectedness has created development prospects of unprecedented magnitude. Globalisation has the potential to contribute to poverty eradication, and the achievement of the vision and goals of the Millennium Declaration as well as international development targets. If globalisation cannot be made to work for the poor, we will all suffer the consequences – for world peace, for development, for social justice and for human rights.

The world needs a coherent approach based on the rights of each individual. Policies should be formulated in all relevant areas on the basis of the overall objective of combating poverty and the new conditions created by globalisation. Coherence, co-ordination and co-operation among all relevant actors at the national and international level, both at the policy and operational level, must be strengthened if goals and targets established by the international community are to be achieved.

The overall development context has also evolved and the context of the development agenda has been extended and deepened. With the rapid growth of civil society, an increasing number of players have become involved and there has been a striking convergence on the goals of human development and poverty eradication. In addition, a paradigm shift in development co-operation took place through the 1990s, with the emphasis on national ownership. It is increasingly recognised that the governments of programme countries should drive the international development process, with various partners providing support on the basis of comparative advantage.

At the same time, the concept of security is increasingly seen as also embracing economic and human dimensions. There has been a growing realisation that sustainable development cannot be achieved without real peace, and vice versa.

2 The United Nations and its mandate

The United Nations was created:

– To maintain international peace and security;

– To develop friendly relations among nations based on respect for the principle of equal rights and self-determination of peoples;

– To achieve international co-operation in solving international problems of an economic, social, cultural, or humanitarian character, and in promoting and encouraging respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language, or religion; and

– To be a centre for harmonising the actions of nations in the attainment of these common ends.[1]

The UN Charter states that international economic and social co-operation should aim at creating conditions of stability and well-being which are necessary for peaceful and friendly relations among nations based on respect for the principle of equal rights and self-determination of peoples. The United Nations shall promote:

– Higher standards of living, full employment, and conditions of economic and social progress and development;

– Solutions of international economic, social health, and related problems; and international cultural and educational co-operation; and

– Universal respect for, and observance of, human rights and fundamental freedoms for all without distinction as to race, sex, language, or religion.

The Charter established a number of principal organs, such as the General Assembly, the Security Council and the Economic and Social Coun-

[1] The United Nations Charter

cil (ECOSOC). In addition, subsidiary organs have been created for social and economic activities, including UNDP, UNICEF and UNFPA. These funds and programmes are governed by Executive Boards and submit annual reports to ECOSOC. There is also a number of specialised agencies of different origin.

The Millennium Declaration, adopted by the General Assembly in the year 2000, offers a means to analyse and structure the challenges the world is facing today and will face tomorrow. The primary purpose of the Millennium Summit was to strengthen and revitalise the United Nations and identify common goals. As part of the follow-up process, the Secretariat has prepared a road map and developed proposals for annual reports to the General Assembly. The road map reflects the broad array of goals and commitments established in the Declaration.

3 The United Nations – relations and co-ordination mechanisms

The Secretary-General, as part of his reform agenda for the United Nations (1997), has established the United Nations Development Group (UNDG) to lead the process of reform in UN development organisations. UNDG consists of UN programmes, funds and some of the specialised agencies engaged in development activities; it helps facilitate joint policy-making and programme co-ordination. At the same time, UNDG also seeks to expand effective partnerships with the Bretton Woods institutions and other organisations involved in development co-operation.

Resolution 56/201 of 12 December 2001 reaffirms the importance member states attach to the operational activities of the United Nations. The resolution emphasises the need for all organisations of the United Nations development system to enhance their co-ordination in accordance with their mandates. Of particular interest to Sweden is the resolution's reference to the co-ordination mechanisms at the country level (see below) and the need to simplify and harmonise rules and procedures.

UNDG was charged by the Secretary-General with the elaboration of the United Nations Development Assistance Framework (UNDAF). In principle, all UN activities in a programme country will be presented as part of this framework under the leadership of the UN Resident Co-ordinator. The UNDAF is intended to bring greater coherence and efficiency to the United Nations' programmes of assistance at the country level. Common objectives and time frames are established in close consultations with governments. The purpose is to make UN assistance more effective. Thus, the UNDAF constitutes the planning framework for the development operations of the UN system as such at the country level. It should consist of common objectives and strategies for co-operation, and proposals for follow-up, monitoring and evaluation.

The Common Country Assessment (CCA) is the first step in the preparation of the UNDAF. The CCA is a country-based process for reviewing and analysing the national development situation and identifying key issues as a basis for advocacy, policy dialogue and preparation of the UNDAF. It should be nationally owned and country-driven with the UN country team as the key partner. Thus, the CCA is intended to provide a common understanding of development needs, problems and priorities of the country concerned, and to further partnerships within the UN country team and with other key development actors.

The elaboration of CCAs and UNDAFs contributes to establishing a common outlook for, and co-ordination among, UN funds and programmes as well as UN agencies. As is evidenced by an independent Nordic study in eight countries, the CCA/UNDAF process has created a renewed spirit of collaboration but has yet to reach its full potential.

When the UN is working as one system, it will contribute to a more effective use of donor resources and will reduce the administrative burden of governments. The UN system will carry more weight and have a greater impact.

The harmonisation of programme cycles of major UN organisations has come a long way, but no corresponding progress has taken place with regard to administrative, financial and reporting procedures, an area of considerable interest to the programme country. This makes it difficult for the UN system to move into joint planning and programming.

CCAs and UNDAFs have enhanced the position and authority of the Resident Co-ordinator system, providing it with an important instrument vis-à-vis the government and the UN system. Leading the co-ordination process is a demanding and time-consuming task and the Resident Co-ordinator rarely has sufficient staff resources.

When the World Bank first introduced the Comprehensive Development Framework (CDF) in 1998, it was concluded by UNDG that the CDF would offer an opportunity to strengthen the UN partnership with the World Bank at country level while supporting country priorities. The UNDP Administrator has instructed all UN Resident Co-ordinators to participate fully in government-led CDF processes. Likewise, the World Bank should continue to be encouraged to participate in the CCA and UNDAF processes. It is also critical that the UN fully participates in a country's process to develop its national poverty reduction strategies, such as the Poverty Reduction Strategy Paper (PRSP).

Strengthened co-ordination among UN organisations, bilateral donors and the European Commission would also benefit programme countries in their efforts to achieve national goals and international development targets. During the Swedish Presidency of the EU, Sweden successfully contributed to developing a set of recommendations on how collaboration between the Commission and the UN could be enhanced.

4 Opportunities and challenges facing the United Nations

It is increasingly recognised that global problems cannot be solved solely at the global level, and that national problems cannot be addressed successfully solely at the national level. A form of global-national interdependence has emerged. Globalisation, liberalisation, technological change and the need for developing countries to be integrated in the world economy present major challenges to development.

In this context, the United Nations could serve as a forum for the adoption of global norms and agreements, and perform a range of operational services to support the translation of these norms and agreements into action.

An agenda for a new, integrated and norm-based approach to development is emerging. Despite their different sectoral and thematic focuses, the global international conferences of the 1990s have made significant contributions to this agenda, as have various UN conventions, declarations and resolutions, especially the Millennium Declaration. The approach is people-centred, rights-based and cross-sectoral. The goal is human sustainable development through the empowerment of people, enhancing their choices and enabling them to deal adequately with their everyday life. The challenge is to approach emerging issues and to link the issues effectively in an integrated and holistic manner with the overriding goal of reducing poverty. Bilateral organisations, the European Community and the World Bank must take part in this process.

In economic, social and related fields, the United Nations faces an increasingly difficult situation. The complexity of the United Nations system requires coherence and co-ordination among the various funds, programmes and bodies of the United Nations to achieve maximum impact with scarce resources. In certain cases, the organisation lacks the capacity and resources to deal adequately with the huge tasks assigned to it.

The discrepancy between capacity and tasks has led to a vicious circle in which the perceived marginalisation of the United Nations makes it less attractive to donors, which, in some cases, leads to reductions in voluntary core contributions. This erodes its capacity even further. There is a need for the international community to ensure that its expectations are matched by its contributions to the United Nations system.

5 Sweden and the United Nations – an evolving partnership

Sweden has traditionally been a very strong supporter of the United Nations, recognising the importance of the world organisation particularly for smaller nations whose well-being and security are considerably dependent on their relations with the rest of the world. This support has manifested itself in both active support for peacekeeping operations and support for the operational activities of the organisation.

Sweden has high expectations of the role of the United Nations in the area of economic and social development. The United Nations is essential for the establishment and implementation of global norms, goals and objectives for the livelihoods of people and the behaviour of their institutions.

Approximately 30 per cent of Sweden's total ODA is channelled through multilateral organisations, primarily the United Nations and the World Bank. In 2001, Sweden provided approximately SEK 1.8 billion in core support to various funds and programmes of the United Nations for the promotion of development in the economic and social fields. In addition Sweden makes significant contributions to the specialised agencies. This makes Sweden a principal and predictable supporter of the UN system in the area of development cooperation.

As a consequence of the critical financial situation of the United Nations in the 1980s, the Nordic countries initiated a Nordic-UN Project in 1990 that resulted in various recommendations on how to strengthen the organisation. The 1990–1991 project was later followed by another initiative in 1996 that had the purpose of further exploring ways to enable the United Nations system to better fulfil its economic and social mandate.

The Nordic UN Project of 1996 concluded, among other things, that all parts of the UN system should be merged in a phased manner to enhance co-ordination of UN activities. The first step would involve bringing the funds and programmes under one umbrella by getting them to support field unification of all development services at country level. With

regard to the specialised agencies, such as UNESCO, WHO and ILO, the Nordic Project proposes a new form of collaboration. They should be centres of excellence, focusing primarily on their normative tasks. Their operational activities, if any, should be clearly linked to the normative work at their headquarters level and be coordinated with the funds and programmes.

6 Swedish positions

Swedish positions are based on Swedish foreign policy and, in particular, on Swedish development co-operation policy, as well as Sweden's views on globalisation. In order to ensure synergy, coherence between various policy areas is of particular importance. Swedish experience of working with the United Nations also contributes to forming Swedish positions.

The Millennium Declaration and the Secretary-General's Road Map for its follow-up, as well as the follow-up of the major international conferences of the 1990s, will influence Sweden in its work with the United Nations.

Swedish positions are based on the United Nations Charter and all other relevant international instruments, in particular the human rights treaties[2]. Also, other relevant Swedish government white papers, action plans and policies help formulate Swedish positions vis-à-vis the United Nations funds and programmes.

The primary responsibility for achieving growth and equitable development lies with governments themselves. The bulk of the savings available for a country's investment will always come from domestic sources, regardless of whether the country is large or small, rich or poor. But financial capital can provide a valuable supplement to the resources a country can generate internally. The UN, together with other development actors, can help to initiate development in countries that do not attract much private investment and that cannot afford to borrow extensively from commercial sources.

[2] e.g. ICCPR, ICESCR, CRC and CEDAW

From a Swedish perspective, the role of the UN system at the global level, with its unique position vis-à-vis other development actors, should be to:

– take the lead in bringing together governments and peoples of the world to achieve the commitments made at the major international conferences and the development targets of the Millennium Declaration, and in particular to reduce poverty, monitor the protection of human rights, and conduct a dialogue on issues that are politically and culturally sensitive.

– have a global and regional overview of development issues and to disseminate information and lessons learned among regions, countries and institutions in order to fully play its catalytic role.

– play an active role in situations of conflict and post-conflict where neutrality and impartiality, and the ability to co-ordinate various actors, are of significant value.

– promote sustainable human development by providing development advice, advocacy and financial grants to developing countries.

The following conclusions of the Nordic-UN project form a basis for Swedish positions:

– The major strength of the UN lies in its legitimacy, which derives from a universal and democratic structure.

– Greater coherence is needed between the UN's normative and operational activities.

– To maximise the impact of the UN development activities, it is necessary for the UN development system to concentrate its resources through unification of its presence at country level into one UN office; with common premises and administration, and with harmonised programming, budgeting and priority-setting.

To create a strong and effective UN system that can fulfil its mandate and role, strengthened international commitment and additional financial sup-

port are necessary. New funding mechanisms leading to a greater degree of burden-sharing among member countries must be achieved.

7 Framework for Sweden's response

The Swedish government will provide support to the development co-operation activities of the United Nations in a variety of ways. It will offer financial contributions in line with this strategy, and will also adopt an expanded advocacy role to strengthen multilateral approaches and mechanisms.

Different modalities of support to the United Nations system will be used in a strategic combination. The aim will be:

– to promote greater linkages between the normative and operational work of the UN,

– to achieve greater synergy and compatibility between bilateral and multilateral development co-operation, and

– to ensure coherence between Sweden's various relations with partner countries in their work.

UNESCO
A Swedish Strategy Framework
for 2003 – 2007

Introduction

This document is divided into three parts. Part 1, *Background*, is based on UNESCO's own documentation and information, mainly the Medium-Term Strategy 2002–2007, Programme and Budget 2002–2003, to some extent Programme and Budget 2004–2005, and Executive Board documents. The second part, *Assessment*, is the result of an analysis of UNESCO's role and organisation, which has evolved through the study of documents and discussions with different actors, UNESCO and others. Part 2 is thus Sweden's assessment of UNESCO. Part 3, *Proposal,* is based on the first two parts and contains proposals for future development of the partnership between UNESCO and Sweden.

This strategy framework covers development cooperation between UNESCO and Sweden and does not encompass other forms of cooperation that take place between the two parties.

1 Background

United Nations Educational, Scientific and Cultural Organisation (UNESCO) was founded in 1945. For almost 60 years it has worked to contribute to peace and security by promoting collaboration among nations through education, science and culture, and, more recently, communication.

UNESCO is a specialised agency of the UN. As a specialised agency it has primarily a normative function – unlike the UN funds and programmes, such as UNDP and UNICEF, which are purely development cooperation agencies. UNESCO has almost universal membership, 190 member states today. The General Conference is the main decision-making body of UNESCO. It meets every two years and determines the policies and approves the programme and budget. The Executive Board is composed of representatives of 58 member states elected for four years on a rotating basis from six groups of regions/countries. It meets twice a

year and is responsible for the execution of the programme adopted by the General Conference. The Secretariat consists of the Director-General, elected for a period of six years, and the staff appointed by him. Five programme sectors (education, natural science, social and human science, culture and communication & information) work in collaboration with the administrative and support services to implement the programme. UNESCO is unique among UN organisations in that it requires each member state to set up a national co-ordinating body, a national commission, to support communication between UNESCO and civil society.

1.1 Towards a new vision for Unesco

The Millennium Declaration, with its call to halve poverty by 2015, provides a powerful framework for the United Nations system in the 21st century. It places new and complex demands on the United Nations system, calls for better-defined roles for the various UN funds, programmes and agencies, and more effective co-ordination among them. In this general framework UNESCO's mandate is to contribute to peace and human development in an era of globalisation through education, the sciences, culture and communication.

UNESCO's mission is to:

- provide a platform for dialogue and action – involving both the public and the private sectors – concerning the world's intellectual commons,
- promote the free flow and sharing of information and knowledge as well as serving as a global knowledge broker in all its areas of competence,
- contribute to human security and the equitable and inclusive management of social change and transformation as well as natural resources,
- serve as a facilitator and coordinator for the global Education for All movement,

– promote the implementation of the new commitment to science (emanating from the World Conference on Science),
– provide a forum for deliberations on emerging ethical issues, especially those related to science and technology,
– serve as a gateway for an enhanced understanding of cultural diversity.

(Medium-Term Strategy 2002–2007)

As a specialised agency of the United Nations system, by its mandate UNESCO shall perform a range of functions corresponding to its role.

UNESCO shall play a key role in defining the most important problems in its spheres of competence, and in identifying strategies and policies to deal with them; serve as forum for articulating ethical, normative and intellectual issues and for working towards universal agreements on these issues; gather and share information, knowledge and best practice in its field of competence; organise international cooperation to assist its stakeholders in building human and institutional capacities; and play a catalytic role for development cooperation in its field of competence.

This responsibility of UNESCO requires a highly qualified organisation with the capacity to ensure the convergence of various approaches, disciplines and skills.

1.2 UNESCO in transition

For various reasons, UNESCO has had difficulties in living up to its mandate and function. Sustained criticism of UNESCO's bureaucracy and inefficiency gradually led to the necessity of reforming the organisation. This was further accelerated by the overall UN reform agenda initiated by Secretary-General Kofi Annan in 1997.

Upon taking office in November 1999, the present Director-General of UNESCO, Koïchiro Matsuura, immediately launched a comprehensive programme of reforms, aimed at rethinking UNESCO's priorities and refocusing its actions, streamlining its structures and management

procedures, re-motivating its staff and rationalising its decentralisation policy.

In-depth analysis showed that the structure of the Secretariat was heavy and fragmented, with a large number of isolated elements that often overlapped. In many cases it appeared to be person-based rather than function based. It stressed the urgent need for a revised personnel policy to contribute to a situation in which the staff matched the requirements of the organisation. The management system was felt to be rigid, hierarchical and incoherent.

Based on the results of the in-depth analysis, it was decided that the reform process would concentrate on three main areas: 1) programme and priorities, 2) secretariat structure, staffing and management systems, and 3) decentralisation.

Policy and programmes

In the organisation's Medium-term strategy for 2002–2007 it is stated that UNESCO must make strategic choices based on its mandate and a dynamic analysis of its comparative advantage and of emerging challenges. UNESCO cannot be everything for everybody. The Strategy unifies the four main programme areas with a common purpose and defines for the first time a limited number of strategic objectives:

The major strategic objectives and sub-objectives shall emphasise UNESCO's comparative advantages in relation to other institutions and its role as a specialised agency.

A new feature for UNESCO is that for each strategic objective there are expected outcomes to be attained by the end of 2007. This system is intended to facilitate the introduction and application of results-based programming, management and monitoring (Medium Term Strategy 2002–2007).

For these strategic objectives there are two crosscutting themes, intrinsic to all programmes: the eradication of poverty, especially extreme poverty; and the contribution of information and communication technologies to education, science, culture and information. The promotion of themes shall serve, among other things, to strengthen interdisciplinary and intersectoral approaches and work within UNESCO. Another innovation

Education:

- promote education as a fundamental human right
- improve the quality of education
- stimulate innovation and the sharing of knowledge and best practice

Culture:

- promote the drafting and implementation of standard – setting instruments
- safeguard cultural diversity
- enhancing the linkages between culture and development

Sciences (comprises both the programme area of Natural Sciences and the area of Social and Human Sciences):

- promote principles and ethical norms
- improve human security by better management of the environment and social change
- enhancing scientific, technical and human capacities to participate in the knowledge societies

Communication and information:

- promote the free flow of ideas and universal access to knowledge
- promote the expression of pluralism and cultural diversity
- access for all to information and communication technologies

built into the present strategy is the mainstreaming of areas, previously designated as priority areas, namely, Africa, the least developed countries, women and youth. All sectors and programmes must address their needs and requirements (Appendix I).

The biennial Programme and Budget, which specifies for each sector one principal priority and three to four other priorities together with expected results, should have a clear relationship with the Strategy. The annual work plans, approved by the Director-General, translate this document into concrete actions.

UNESCO's programme for the next biennial period, 2004–2005, will be the subject of further concentration and prioritisation. The intention is also to establish clear links between the forthcoming Programme and Budget and the Millennium Development Goals.

In line with directives from the governing bodies and the Director-General, all extra-budgetary funds will be fully integrated with and reinforce regular budget activities.

Organisational development

In line with the re-thinking and re-shaping of the organisation and its methods of work, the Director-General established the Bureau of Strategic Planning (BSP) in 2000. Its main task is to prepare UNESCO's Medium-Term Strategy and the biennial programme and budget, ensuring that the strategic objectives and priorities set by the General Conference and the Executive Board are duly taken into account. BSP also manages SISTER (System of Information on Strategies, Tasks and the Evaluation of Results), the new principal and mandatory tool for the results-based programming, management and monitoring system, which covers both regular and extra-budgetary funds. SISTER is interrelated with the new Finance and Budget System (FABS). The two systems complement each other.

The establishment of a consolidated internal oversight service (IOS) is a part of the reform process. The oversight mechanism is to ensure that strategic management information is reliable and timely and that programmes and plans are delivered effectively. The primary functions of IOS include audit, management improvement, inspection, investigation and evaluation. UNESCO's Evaluation Strategy states "UNESCO is committed to being a *'learning organization'*. While evaluation obviously satisfies many needs, it is first and foremost a learning process."

The decentralisation of UNESCO is another dimension of the reform process. UNESCO's decentralisation policy is a means to ensure that programme design and implementation are adapted to the needs and specific circumstances of Member States. The cornerstone of the decentralisation process is the establishment of cluster offices, which serve a number of countries. Therefore most of the existing country offices have been, or will be, closed. The cluster offices will work through multidisciplinary teams, backed by specialised regional bureaux in each of UNESCO's fields of competence. The objective is to maintain a regional-level presence for UNESCO to lead the implementation of regional programmes. In the search for a more demand-driven UNESCO, cluster offices will play a proactive role, consulting individual Member states and their National Commissions, as well as with the United Nations system and other partners.

A new policy framework for Human Resources Development has been introduced by the Director-General that is intended to ensure respect for rules and procedures, transparent systems for staff recruitment and rationalisation of the staff structure at headquarters. A radical restructuring of central management has been undertaken, resulting in highly qualified leadership. By alternating between headquarters and the field, the staff are expected to develop an improved understanding of teamwork and the benefits of mobility. A plan of action for the implementation of the Human Resources Development policy framework was presented at the General Assembly in October 2003. Policies for recruitment, promotion, rotation, learning and development have been developed. These policies also consider the fact that, in five to seven years, 36% of the staff in senior positions (salary levels P5 and above) will have retired.

For the organisational chart of UNESCO, see Appendix II.

Collaboration and partnership

UNESCO collaborates with a broad range of partners in the implementation of its programmes. Partners include not only governments and international and intergovernmental organisations, but also civil society and the private sector. In 2001 UNESCO joined the United Nations Development Group (UNDG). This allows UNESCO to interact better with other parts of the UN system. At the country level the main focus will be on cooperation in the context of the Common Country Assessment (CCA) and the United Nations Development Assistance Framework (UNDAF) and with the World Bank/IMF in the context of, for example, Poverty Reduction Strategies. UNESCO will also support efforts to involve major bilateral donors in its programming.

In the Programme and Budget Document 2004–2005, partnership relations have been specified in a context map, identifying for each programme and strategic objective the partners in question and their specific roles and contributions.

UNESCO's six education institutes have different backgrounds and have been created to meet particular purposes at particular points in time. The institutes are the International Bureau of Education (IBE) in Geneva, the Institute for Education (UIE) in Hamburg, the International Institute for

Educational Planning (IIEP) in Paris, the Institute for Information Technologies in Education (IITE) in Moscow, the International Institute for Higher Education in Latin America and the Caribbean (IESALC) in Caracas, and the International Institute for Capacity-Building in Africa (IICBA) in Addis Ababa. Regarding relations between UNESCO and its institutes, the Director-General has committed himself to specify more concretely the roles of the different institutes in order to ensure complimentarity and coherence of action. A comprehensive strategy for cooperation between UNESCO and its institutes will be developed. (Appendix III gives a short description of the six education institutes).

1.3 Resources

1.3.1 Financial resources

UNESCO is financed through assessed contributions to its regular budget from the 190 member states. The size of each contribution is a function of national GDP and population figures.

The regular budget is approved for a biennium. In 1998–1999, as well as in 2000–2001, the regular budget was MUSD 544, giving an annual allocation of MUSD 272. This level of funding has been maintained for the biennium 2002–2003, which means that available funds were reduced by 4.2% in real terms since the previous period. UNESCO stated that this imposed constraints on the organisation at a time when reform efforts may justify additional resources. For 2004–2005 the budget has increased to MUSD 610.

The largest share of the funding for programme areas is budgeted for the Education programme, followed by the Natural Science programme. Social & Human Science, Culture and Communication & Information are smaller programmes, each with approximately 10% of the regular budget. The UNESCO Institute for Statistics is treated as a separate programme area, mainly financed by the regular budget. The other institutes form part of the programme area budgets.

In addition to the regular budget, UNESCO requires extra-budgetary resources to perform its functions. The extra-budgetary contributions vary

from year to year. In the biennium 2002–2003, they amounted to MUSD 426, compared to MUSD 544 for the regular budget. UNESCO receives extra-budgetary contributions mainly in two forms:

– Funds in Trust (earmarked funds, specially accounted for and charged with a 13% overhead)
– Special multi-donor account based on the Medium Term Strategy (MTS) and the Programme & Budget (P&B

All five programmes receive extra-budgetary funding. The Education and the Culture programmes have large amounts of extra-budgetary funding, particularly for Education for All and the World Cultural & Natural Heritage. The other programmes receive extra-budgetary funds at approximately the same level as the regular budget.

About one third of the programme area budgets are decentralised to the regions. Education is the most highly decentralised area mainly because a major part of the extra budgetary funds go to the regions. The Culture programme is the least decentralised programme area with regard to personnel and extra-budgetary funding.

Africa and Asia/the Pacific receive the largest shares of the decentralised regular budget, with Latin America in third place. The Arab States and Europe/North America follow in fourth and fifth places. Latin America receives by far the largest share of the extra-budgetary funds. This is explained by the fact that the Government of Brazil provides funding for programmes in Brazil, to be implemented by UNESCO. These programmes are thus self-financed by Brazil.

The ten major donors of extra-budgetary contributions in 2003 were, in ranking order: Brazil, Italy, Japan, USA, Norway, Sweden, UK, Belgium, Libya and Denmark. Brazil and Libya use UNESCO as an implementation agency for national programmes. (See Appendix IV for amounts of the 10 largest donors to UNESCO in 1992–2003.)

1.3.2 Human Resources

The budgetary limitations have necessitated a staff review, leading to a reduction in staff. In the budget for 2004–2005, UNESCO has a total of 1 946 posts financed by the regular budget and 145 employees financed

by extra-budgetary funds. Posts in the programmes mainly consist of higher professional categories, while posts in the administrative functions are categorized as General Service.

Most field posts are locally recruited. At present there are around 600 employees in the field. Of 45 country offices, 22 have been closed since 2000 and activities and personnel have been concentrated to the cluster and regional offices.

In 2002, 45% of the professional staff were female and 55% male, while the figures for the general service staff were 64% female and 36% male. Of ten Assistant Directors-General, only two are women.

1.4 Sweden and UNESCO – a long-term relationship

Sweden has been a member of UNESCO since 1950. As a member state, Sweden makes an annual assessed contribution to UNESCO based on GDP and size of population (MSEK 31.0 in 2001, MSEK 33.7 in 2002 and the same amount in 2003). The Nordic countries usually have one seat on the Executive Board. Sweden is a member of the Executive Board on a rotating basis among the Nordic Countries.

The Swedish National Commission to UNESCO was created in 1951. Among its members national agencies/authorities and institutions of education, science and culture as well as civil society organisations are represented. The secretariat of the Commission is based at the Ministry of Education. Through a recently revised mandate, the Commission has been given a stronger role in advising the Swedish Government on all matters relating to UNESCO.

Swedish support to and cooperation with UNESCO have varied over the years. Sida has contributed to and participated in a number of important conferences organised by UNESCO, including the Jomtien and Dakar conferences on Education for All, EFA, (1990 and 2000), and the Salamanca Conference on Inclusive Education (1994). In Dakar, Sweden strongly supported UNESCO's mandate to coordinate international, regional and national efforts to reach the EFA goals set for 2015 and to follow-up measures taken. The Salamanca Conference was important in that it drew attention to the right to education for excluded groups, such

as children with disabilities or special learning needs, refugees, minority or ethnic groups and other disadvantaged groups. As a result of the Conference, inclusive education processes have been implemented in many countries.

The Intergovernmental Conference on Cultural Policies for Development - The Power of Culture – in Stockholm in 1998, adopted an Action Plan on Cultural Policies for Development, the so-called Stockholm Action Plan. Sweden played a key role in the development of the Plan, which presents principles and policy objectives to be adopted by national governments in cooperation with actors at local and regional levels.

Sida is supporting three of UNESCO's six education institutes, mainly for their role in the EFA process. The International Institute of Educational Planning, IIEP, has received Swedish support since the 1960s, the UNESCO Institute of Education, UIE, since 2002, and the International Bureau of Education, IBE, since 2001. Support is also given to UNESCO for its coordination of the EFA process, mandated to UNESCO at the Dakar World Conference on EFA in 2000. Among other things, Sweden is contributing to the production of the EFA Global Monitoring Report that will provide a reliable basis for monitoring progress towards meeting the Dakar Goals as well as the two Millennium Development Goals related to education.

In the Science sector, Sweden has a long-standing programme of cooperation with the International Centre for Theoretical Physics, ICTP, to support talented academics from Low and Middle Income Countries. Recently Sweden has been instrumental in assisting UNESCO to follow up issues emerging from the World Conference on Higher Education and the World Summit on Science relating to research systems in developing countries, the Forum on Higher Education, Research and Knowledge. The Forum is a cooperation linking Higher Education and the Sciences.

Most of the Swedish extra-budgetary contributions have been granted for education, mainly for the three Institutes mentioned above and, in science, for the ICTP.

Although the number of Swedish nationals in UNESCO has decreased from 15 in 1998 to 9 in 2002, Sweden is meeting its geographical distribution quota. In 2003 there were two posts at level P5 and the others were at lower levels.

Between 1960 and 2002, a total of 125 Swedish junior professional officers, JPOs, were recruited to UNESCO of whom 48 have been working at UNESCO offices in Africa, 27 in Asia, 24 in Europe, and 16 in Latin America.

In 2003, there are four persons on secondment to UNESCO, three from Sida and one from the Ministry of Education. Three are working in the education sector: two at HQ and one at IIEP. The fourth is working in the communication and information sector at HQ. UNESCO has now developed a new format for secondments which is expected to facilitate procedures.

Swedish financial support to UNESCO (regular and extra-budgetary contributions) is shown in the following tables:

Regular budget – Sweden's assessed contributions (disbursements)

Year	**1999**	**2000**	**2001**	**2002**	**2003**
Disbursement MSEK	28,7	31,6	31,0	33,7	33,7

Swedish extra-budgetary contributions and ranking among donors, including institutes and secondments

Year	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
Disbursement MSEK	17	32	15	14	15	25	26	24	24	22	34	38
Ranking	5	6	10	8	8	8	9	8	10	9	8	6

2 Assessment

The following assessment has been based on Sweden's experience of UNESCO and an analysis of UNESCO documents and discussions with UNESCO officials. DFID's Institutional Strategy paper on UNESCO (October 2001), the EU-Position on the reform and development of UNESCO (December 1999), as well as documents from and discussions with Nordic colleagues, have also been considered in this assessment.

2.1 Comparative advantages

With its almost universal membership *UNESCO's main comparative advantage lies in its global normative function. With its multilateral character and access to expertise worldwide it has an important role in promoting international debate and developing universal principles and norms.*

The combination of Education, Science, Culture and Communication is unique and the UN mandate for these areas is unquestioned.

However, these comparative advantages have become diffused due to UNESCO's involvement in a broad range of areas of work at overall programme level as well as with national projects. Over time a variety of new initiatives and new country offices have contributed to the fragmentation of programme activities and UNESCO has lost part of its profile. UNESCO has sometimes acted as a funding organisation instead of a normative organisation with a global mandate. This development has also created overlapping with other UN agencies.

2.2 Organisational capacity

In the past, UNESCO has had difficulty in capitalising on the potential strengths of its international position and mission. The wide array of activities, unwieldy bureaucracy and a resistance to reform have hindered it from reaching its full potential. Under the leadership of the present Director-General the organisation is now undergoing vital change. The ongoing reform of UNESCO was badly needed but it is a lengthy and some-

times painful process. The Director-General has taken determined steps to restructure the organisation and concentrate the programmes. Steps are also being taken to make UNESCO a more transparent organisation. Lately the organisation has shown a new constructive openness and self-criticism.

As part of this necessary transformation of UNESCO, a new staff policy, new leadership, new modern management systems with results-based approaches, and a decentralised organisation are gradually being implemented. These steps are commendable and good progress can be noted for the different parts. If it is consistent in pursuing the reform process, UNESCO will certainly enhance its efficiency as well as its role and position on the international arena.

In the decentralisation process much attention and support will be needed to assist the field staff in the cluster offices in developing the new roles necessary to enable them to work in a more coherent and strategic way. The role, responsibilities and staffing of the cluster offices are critical issues in the reform process. The many vacancies in the field will have to be filled with competent women and men.

Human resource management is the key to successful reform. *More steps need to be taken to fulfil the requirements of the restructured organisation.* The implementation of the human resource development strategy will be crucial to carry out the much needed strengthening of the organisation. *Gender is not sufficiently covered in documents on the staff situation or the proposed staff policy. This must be improved.*

The culture of a "learning organisation" needs to be strengthened within UNESCO itself. With the ongoing reform, important steps have been taken to implement regular monitoring and feedback of programmes and to draw on lessons learnt from evaluations made in the organisation. Enhanced informal interaction and sharing of experience and ideas in the organisation would facilitate a learning process essential to UNESCO's organisational development. The staff policy promotes teamwork, an intersectoral team approach and job rotation. This started early in 2002 but needs to be scaled up.

The system of results-based programming and monitoring which has recently been introduced needs to be further refined and strengthened.

2.3 Policy and programme development

The Medium-Term Strategy, together with the Programme & Budget, constitutes a good basis for concentration and focus. UNESCO has developed clearer priorities in its programme and a link between the two documents. This process is strongly endorsed by Sweden.

UNESCO's fields of activities are, however, still very broad and stronger priorities are needed. The inconsistency of having two science programmes in the Programme and Budget but only one in the Medium-Term Strategy creates confusion. It is difficult to understand why this division still remains.

The geographical allocation of UNESCO funds shows that Latin America receives an unproportionally large share and that Africa is underfunded, despite the objective of giving priority to this region. The inclusion of the countries (Brazil and Libya) that provide funds for their own programmes in reports on extra-budgetary funds is misleading.

UNESCO programme activities benefit substantially from extra-budgetary funds. There is an obvious risk that these funds may dilute the strategic objectives and priorities. *UNESCO needs to use the instruments it has in a strict way and accept funds for purposes only in compliance with the Medium-Term Strategy and Programme & Budget.*

UNESCO's initiative to invite a group of donors to discuss broader programme activities is a positive way to strengthen UNESCO's priorities, avoid fragmentation and promote donor coordination.

UNESCO's strength lies in its international overall normative role, not in implementing country specific projects. By establishing a number of cluster offices and closing most of the country offices, the potential to further strengthen the overall strategies and concentration efforts has been enhanced.

Developing three two-year Programme & Budgets during the six-year period of the Medium-Term Strategy is demanding and costly. It is more or less constantly ongoing work. *Longer Programme & Budget cycles with clear links to results from the previous period would be more efficient.*

Where education is concerned, IIEP, IBE and UIE contribute important knowledge and expertise towards the achievement of the EFA Goals and the Millennium Development Goals within their respective fields of

competence. However, *a clearer distinction of UNESCO's role and responsibilities in relation to its institutes is needed to avoid duplication and uncertainty.*

Sida's experience of its longstanding cooperation with IIEP and ICTP is good. An evaluation of IIEP in 2003 states that its programmes have proved relevant to the needs of member states. IIEP enjoys a high international reputation in the field of educational planning and management. IIEP serves as a laboratory of ideas, both for UNESCO and member states, on issues such as monitoring educational quality, financial and budgetary techniques, and policies and strategies for secondary education. One of the recommendations of the evaluation is that IIEP further strengthens the capacity of member states to plan and manage resources to achieve EFA.

An evaluation of ICTP made in 2002 states that the organisation's support to talented academics from Low and Middle Income Countries has been slightly skewed in favour of the latter. One recommendation is that ICTP should put more emphasis on strengthening science skills in Low Income Countries.

2.4 Coordination and partnerships

The broad mandate has sometimes led to unclear roles and conflicting interests between UNESCO and other intergovernmental organisations, such as UNICEF, UNEP and WIPO. *UNESCO needs to clarify its role in relation to other UN organisations based on its mandate and comparative advantages.* UN coordination mechanisms contribute to donor coordination and reduce the administrative burden of governments. Sweden views favourably that UNESCO has recently increased its participation in the coordination and harmonisation efforts of the UN system. This has been the case, especially in relation to UNICEF, but also recently the World Bank. Guided by its mandate and comparative advantages, UNESCO's role in donor coordination should be further developed at different levels.

The initiative taken by UNESCO to coordinate some of its funding partners of extra-budgetary contributions in a broader programme is a good way to reduce transaction costs, both for UNESCO and for the funding partners.

In order to achieve coherence and a clear division between normative and methodological tasks, *relations between UNESCO and its institutes need to be defined and better coordinated. UNESCO should improve its normative function while the institutes should strengthen their functions with regard to capacity building, research, advisory services etc.* Improved coordination between the institutes would lead to greater efficiency.

In strengthening its overall coordinating and normative role, UNESCO should develop its cooperation with universities and other institutions around the world. This would make it possible for UNESCO to use research and data produced by those institutions instead of producing it within UNESCO.

2.5 Financial resources

UNESCO's total budget is the result of commitments from the 190 member states.

To make an important contribution to the achievement of the Millennium Development Goals, the organisation must make difficult decisions on the use of financial and human resources as already envisaged in the reform process. Concentrating on selected issues within the programme areas is one important step in this direction. Longer periods than two years for Programme and Budget could make the direction the organisation should take clearer. Also the staff review exercise indicates that the organisation is willing to make changes.

To avoid a situation in which extra-budgetary contributions derail the organisation from its course, both UNESCO and donors must adhere to priorities and objectives set in the Medium-Term Strategy and Programme and Budget. Enhanced coordination between the regular and extra-budgetary resources is also needed. The best way of doing this seems to be through special multi-donor accounts for existing programmes that are managed in line with UNESCO's internal procedures and regulations.

In October 2003 the General Conference decided on the budget for the next biennium. The moderate increase to MUS$ 610 may facilitate the implementation of the reform process.

The costs of administration and personnel are high compared to those of activities/programmes. This could partly be explained by UNESCO's normative mandate. Another reason could be found in an inefficient ad-

ministration, which is currently being dealt with in the reform process. The management should use budget processes to indicate more clearly where efficiency gains could be made.

3 Proposal: Towards a strengthened partnership with UNESCO

Part 3 of the document contains proposals for Sweden's support to and relations with UNESCO for the five-year period 2003–2007. It is based on the Introductory Framework, the background and analysis in Part 1 and the assessment of UNESCO in Part 2 of this document.

3.1 Motives for Swedish development cooperation with UNESCO

The Millennium Development Goals, declarations adopted at the major international conferences, the commitment to human rights treaties and Sweden's own development objectives guide Sweden's international development cooperation. Multilateral development cooperation is a vital part of Sweden's Development Cooperation.

As a specialised agency of the United Nations and by virtue of its multilateral character, UNESCO has a key role in providing global leadership in the areas of its mandate, promoting international debate and developing universal principles and norms.

In recent years Sweden's development cooperation with UNESCO has been limited and directed mainly towards its institutes. The reason for this has been UNESCO's unclear role and responsibilities and its perceived organisational inefficiency. Given the ongoing UN reform process and the current internal reform efforts of UNESCO, Sweden gives priority to supporting UNESCO in its transition towards a more highly focussed and strategic normative organisation.

The assessed contribution to the regular budget and extra-budgetary funding to UNESCO programmes and institutes are two ways of supporting UNESCO in strengthening its normative role in the fields of education, science, culture and communication & information.

Extra budgetary support from the Swedish development cooperation budget shall be used to strengthen UNESCO's normative role, particularly in relation to developing countries.

3.2 Swedish positions

The Swedish positions presented below are based on the assessment made of UNESCO's strengths and weaknesses in Part 2. The positions refer to a selected number of development-related issues on which Sweden has taken firm stand.

Organisational capacity

UNESCO's internal reform process has started to show results in the form of new systems for more efficient human and financial management. UNESCO must pursue its reform efforts, ensuring that changes are implemented swiftly and forcefully at all levels in a sustainable manner.

In order to strengthen its global normative function UNESCO should:

– enhance its analytical and advocacy capacity
– clarify its role in relation to other organisations in the UN system based on its mandate and comparative advantages
– continue to close country offices in favour of strengthening cluster offices and providing them with competent staff

UNESCO must actively promote gender aspects at all levels of the organisation, including its management and staff policy.

UNESCO shall give priority to developing the use of evaluations as a strategic management and learning tool. UNESCO must be open and transparent, not only in respect of its successes but also its problems. UNESCO must promote learning within the organisation.

Policy and programme development

Considerable efforts have been invested in the Medium-Term Strategy 2002–2007 (MTS) and the Programme and Budget (P&B). These documents must remain the central strategic and programming tools. Further concentration, focus and prioritisation are needed. Poverty reduction and the Millennium Development Goals should guide this process.

UNESCO should strive towards full internal consistency between the MTS and P&B. For example, in the MTS there are only four programmes

while in the P&B there are five programmes/sectors. Consideration should be given to merging the programme sectors Natural Science and Social & Human Sciences into one sector for Science.

To avoid fragmentation, a broad programme approach should be promoted whenever appropriate. Longer programme and budget periods would increase efficiency and also facilitate results-based management.

UNESCO should apply strict criteria to extra-budgetary contributions. All such contributions must be fully consistent with the MTS and P&B.

Budget allocations must reflect the priorities expressed in the MTS, to be followed up in the P&B. UNESCO should live up to the priority given to Africa in relation to other regions, which should be reflected in the budget allocations.

Coordination and partnerships

It is imperative that UNESCO takes an active part in the coordinating mechanism of the UN system, and enhances coordination with the World Bank and the European Community. UNESCO needs to clarify its role in relation to these organisations on the basis of its mandate and comparative advantages.

A clearer distinction of UNESCO's role and responsibilities in relation to its institutes is needed to avoid duplication and uncertainty. The organisation should ensure necessary coordination and synergy in programmes where both UNESCO and its institutes are involved, such as Education for All.

In strengthening its overall coordinating and normative role, UNESCO should develop its cooperation with universities and other institutions around the world.

UNESCO should encourage joint donor support and joint procedures for strategic programmes. Sweden will act jointly with Nordic and other like-minded countries in order to facilitate UNESCO's coordination and thereby reduce transaction costs for all parties involved.

3.3 Objectives

From the Swedish viewpoint, the overall objective of the development co-operation activities of the United Nation system is:

> *To support Member States in their efforts to achieve the Millennium Development Goals and to realise commitments made in relation to international human rights treaties and at major international conferences.*

To contribute to this overall objective, the specific role of UNESCO is to assist member states to reduce poverty by providing overall guidance, policy advice and coordination in accordance with its Mission Statement, MTS and P&B.

Specific objectives of Swedish development cooperation with UNESCO 2003–2007
Together with other member states, Sweden will help strengthen UNESCO's reform process to enhance the capacity of the organisation to fulfil its mission and mandate, as formulated in the MTS and P&B. To avoid fragmentation, Swedish support will focus on strategic areas of the normative role and coordinating function of UNESCO.

In particular, Sweden shall support UNESCO to:

– further focus its mission through continued concentration and prioritisation of the MTS and the P&B
– continue to develop the human rights approach in policies and programmes throughout the organisation in all parts of its work
– enhance capacity development related to UNESCO's normative function for holistic analysis, advocacy and learning
– develop programme approaches.

3.4 Instruments

To achieve the stated objectives, Sweden shall make use of various instruments, as outlined below. Swedish positions and policies in relation to UNESCO, as outlined in this strategy, will guide Sweden's participation in the governing bodies on issues related to development cooperation, decisions on extra-budgetary funding, consultations, and possible joint initiatives. Consultations will take place periodically between the Ministry for Foreign Affairs, the Ministry of Education, the Ministry of Culture, the National Commission for UNESCO and Sida.

3.4.1 The Executive Board

The Executive Board represents an important platform for discussions between member states and between them and the Secretariat on policy direction and programme development. Also, during periods when Sweden is not a member of the board, Sweden should participate as an observer in Executive Board meetings in order to obtain valuable insight into the reform process which is needed to assess cooperation and possible future support to UNESCO. Sweden shall seek more active participation in the coordination of the Nordic group and the members of the European Union. Close cooperation between the Swedish National Commission for UNESCO and Sida is necessary.

3.4.2 Financial contributions

The Swedish financial contributions to UNESCO are administered by the Ministry of Education for the regular budget and by Sida for the extra-budgetary contributions.

The regular budget

As UNESCO's regular budget is made up of annual assessed contributions, Sweden's contribution is determined by a fixed formula. In 2002 and also in 2003, Sweden's assessed contribution amounted to MSEK 33.7. All support in addition to this membership fee is considered as extra-budgetary contributions.

Extra-budgetary contributions at the global level

Since the purpose of this strategy is to strengthen UNESCO's global normative and coordinating role, Sweden will consider contributions of this type mainly at the global level, and only exceptionally at regional level. Support will be considered when UNESCO can offer well-designed proposals which are in line with the MTS and P&B and consistent with Swedish strategies and established priorities. Such programmes are financed by the bilateral allocation and considered part of Sweden's bilateral development cooperation programme.

Sweden should support UNESCO in its efforts to improve its coordination of extra-budgetary contributions, for example through joint donor support, thus reducing transaction costs.

In the area of education, Swedish support should strengthen UNESCO in its role as coordinator of the EFA process and in cooperation with its institutes.

In the field of higher education, sciences, including social sciences, Sweden should support the analytical capacity and development of systems and policies or other normative work in line with this strategy.

In the area of culture and communication, Sweden should explore strategic ways of supporting UNESCO's normative work in line with this strategy, particularly as regards cultural diversity and freedom of expression.

3.4.3 Consultations

As the main element of dialogue between Sweden and UNESCO, bilateral consultations shall be held on a regular basis. This will provide opportunities to discuss selected policy issues, to follow up specific areas of Swedish support to UNESCO and its institutes, and to consider possible joint initiatives. When UNESCO has developed a system for joint donor consultations, these may partly or fully replace bilateral consultations depending on the circumstances and content. Also institutes in receipt of separate support should participate in such meetings.

As Sweden will focus on support to UNESCO's global functions, consultations will normally take place at headquarters level. UNESCO programmes supported by Sweden with extra-budgetary funds will continue

to be subject to regular follow-up by Sida, based on UNESCO's reports as outlined in specific agreements between UNESCO and Sweden.

To promote donor coordination and harmonisation, Swedish embassies in partner countries may engage in a dialogue with UNESCO cluster offices/regional bureaux. The dialogue shall be guided by the positions, priorities and proposals contained in this strategy. Swedish embassies will be requested to report back to Sweden on UNESCO's work and performance, when relevant.

3.4.4 Joint initiatives

Sweden and UNESCO may want to take joint initiatives to further common interests in line with MTS and P&B, for example arranging seminars or training on pertinent topics, organising events for mutual learning, undertaking joint evaluations or issuing joint publications.

3.4.5 Swedish presence in UNESCO

In view of Sweden's evolving partnership with UNESCO and the availability of professionals with a relevant background, it is reasonable and desirable that the number of Swedish staff should be gradually increased at higher levels in order to attain a better balance between Swedish personnel at different levels in the organisation. Having said this, Sweden recognises the responsibility of the Director-General to manage the human resources of UNESCO, including staff recruitment. Sweden will facilitate recruitment of this type by finding and proposing highly qualified Swedish candidates for consideration by UNESCO.

The Junior Professional Officer Programme is considered an important instrument, both for contributing staff capacity to UNESCO and for giving young Swedish professionals an opportunity to gain experience. One main purpose of the JPO programme is to develop a resource base for future recruitment of middle and senior level staff.

Secondment of Swedish professionals in strategic areas is another instrument which could be of mutual benefit to UNESCO and Sweden.

Appendices

Appendix I

UNESCO's Themes, Thrusts and Strategic Objectives

UNIFYING THEME

UNESCO contributing to peace and human development in an era of globalization through education, the sciences, culture and communication.

TWO CROSS-CUTTING THEMES

- Eradication of poverty, especially extreme poverty
- The contribution of information and communication technologies to the development of education, science and culture and the construction of a knowledge society

THREE MAIN STRATEGIC THRUSTS

Developing and promoting 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"

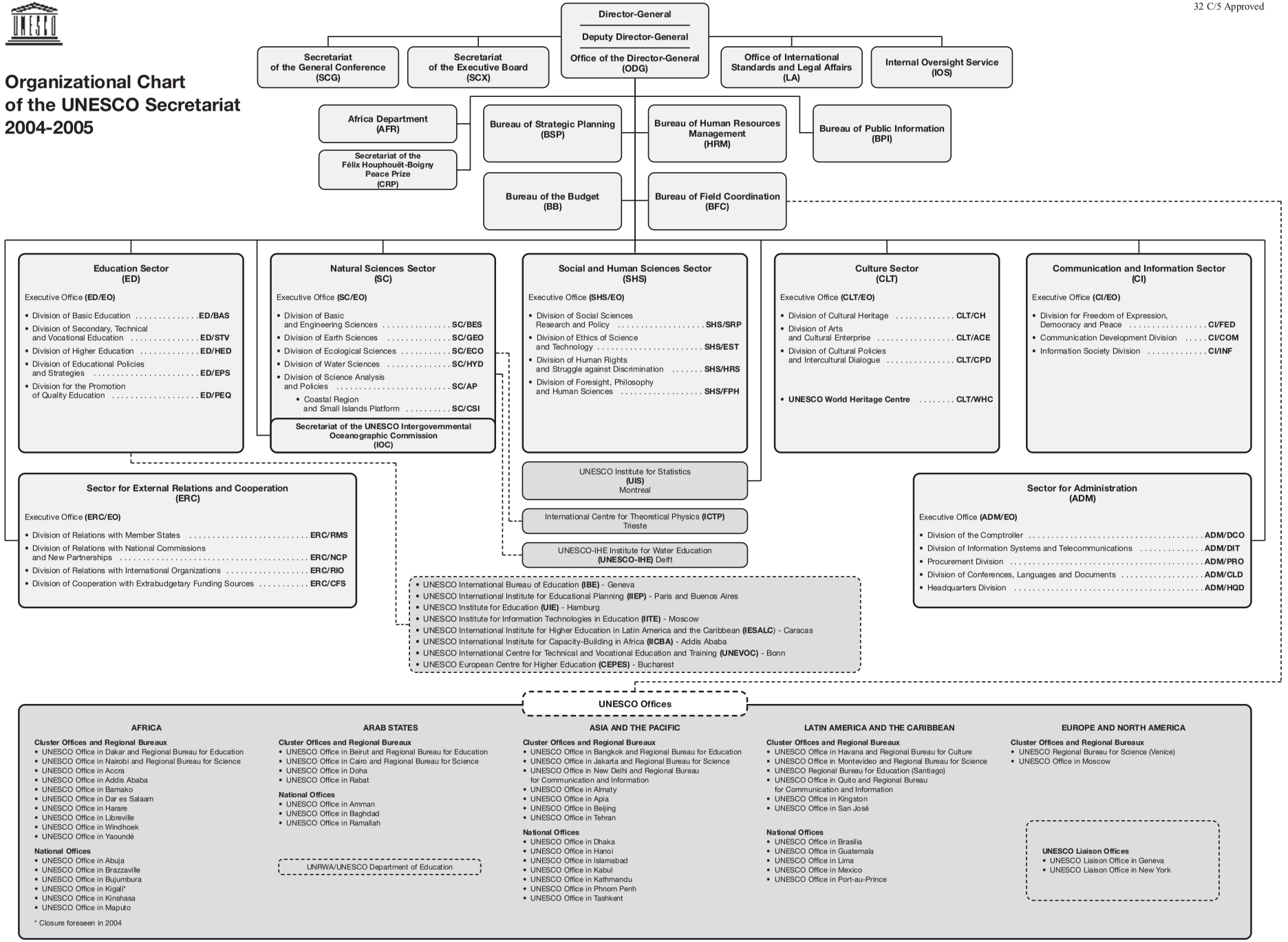
Promoting pluralism, through recognition and safeguarding of diversity together with the observance of human rights

Promoting empowerment and participation in the emerging knowledge society through equitable access, capacity-building and sharing of knowledge

TWELVE STRATEGIC OBJECTIVES

Education	*Sciences*	*Culture*	*Communication and Information*
■ Promoting education as a fundamental right in accordance with the Universal Declaration of Human Rights; ■ Improving the quality of education through the diversification of contents and methods and the promotion of universally shared values; ■ Promoting experimentation, innovation and the diffusion and sharing of information and best practices as well as policy dialogue	■ Promoting principles and ethical norms to guide scientific and technological development and social transformation; ■ Improving human security by better management of the environment and social change; ■ Enhancing scientific, technical and human capacities to participate in the emerging knowledge societies.	■ Promoting the drafting and implementation of standard-setting instruments in the cultural field; ■ Safeguarding cultural diversity and encouraging dialogue among cultures and civilizations; ■ Enhancing the linkages between culture and development, through capacity-building and sharing of knowledge.	■ Promoting the free flow of ideas and universal access to information; ■ Promoting the expression of pluralism and cultural diversity in the media and world information networks; ■ Access for all to information and communication technologies, especially in the public domain.

Organizational Chart of the UNESCO Secretariat 2004-2005



Appendix III

UNESCO Education Institutes

The institutes are governed by statutes and resolutions adopted by the General Conference. Their financial resources are made up of (i) a financial allocation approved by the General Conference covering both staff and programme costs; (ii) voluntary contributions from Member States, in particular the host countries; (iii) other financial resources coming from contract fees and from the execution of projects entrusted to UNESCO under funds-in-trust agreements. The work of each institute is supervised by a Governing Board which approves the detailed programme and budget every year on the basis of the effective resources available and submits to each session of the General Conference a report on its implementation.

UNESCO International Bureau of Education (IBE)

Background. IBE is UNESCO's specialized institute on curriculum policy, contents and methods. IBE concentrates on three key functions: capacity-building for the renovation of educational contents, teaching/learning methods, structures and methodologies for curriculum management in Member States; collecting, analysing and diffusing information, experiences and best practices; and promoting policy dialogue in these areas.

Strategy. Directed towards the priorities of Major Programme I, IBE's programme will particularly contribute to promoting and implementing the right to education, to improving the quality of education, to the monitoring of progress and evaluation of the international EFA strategy, and will support the renewal of secondary education and teacher training. It will continue to have a very strong focus on field activities, including decentralized regional and national capacity-building exercices. In keeping with UNESCO's Medium-Term Strategy (31 C/4), IBE will work in close collaboration with UNESCO's field network and Headquarters to address the priority needs of excluded groups or geographic regions.

UNESCO International Institute for Educational Planning (IIEP)

Background. IIEP's mission is to strengthen national capacities in educational planning and administration through training, research, technical advice and publication.

Strategy. IIEP's key contribution to Major Programme I (notably Programme I.1) is to reinforce the capacities of Member States to plan and manage their education systems. While pursuing Paris-based training activities of educational personnel, IIEP will concentrate its activities and develop programmes for country-level capacity development through training, networking, research and direct support to countries. New information and communication technologies, including Internet and interactive modalities, will increase the impact of IIEP's activities.

UNESCO Institute for Education (UIE)

Background. UIE focuses mainly on adult and continuing education, literacy and non-formal basic education in the perspective of lifelong learning.

Strategy. The CONFINTEA V conference outcomes, the Dakar Framework for Action and the United Nations Literacy Decade will provide the framework for UIE's work. UIE's key modalities of operation will include: action-oriented research; policy dialogue; partnership building and inter-agency cooperation; capacity-building and networking. Core areas of activity in favour of adult and lifelong learning will include: mainstreaming gender issues; reviewing adult and lifelong learning policies; developing new approaches to non-formal education; researching, systematizing and disseminating culture-specific lifelong learning practices; promoting community-based literacy and life skills programmes for disadvantaged young people and adults.

UNESCO Institute for Information Technologies in Education (IITE)

Background. IITE aims at strengthening national capacities in the application of information and communications technologies (ICT) in education, through research, training and clearing house activities, with a major focus on Central and Eastern Europe, the Baltic States and the Commonwealth of Independent States.

Strategy. As its contribution to Major Programme I in 2004–2005, IITE will develop and propose to Member States various modes of ICT usage for primary and secondary levels, in technical and vocational education and training, and in higher education. The strategy will focus on research and training in the development of information environments for educa-

tion (including distance education, digital libraries, Internet and multimedia in education) and the improvement of the quality of education through ICT usage.

UNESCO International Institute for Capacity-Building in Africa (IICBA)

Background. The goal of IICBA is to help African Member States to develop their capacities to provide quality education and fostering educational leadership in Africa.

Strategy. IICBA will focus on strengthening the capacities of teacher-education institutions to provide quality basic education for all in line with the Dakar goal of universal primary education by the year 2015. It will concentrate on state-of-the-art pre-service and in-service training to primary- and secondary-school teachers in Member States.

UNESCO International Institute for Higher Education in Latin America and the Caribbean (IESALC)

Background. The mission of IESALC is to implement UNESCO's programme for higher education in Latin America and the Caribbean.

Strategy. In the 2004–2005 biennium, IESALC will help systems and institutions meet new challenges in the development of higher education in the region by improving its quality, its relevance and its contribution to sustainable human development.

(Source: 32 C/5 Programme and Budget 2004–2005)

Appendix IV

Extra-budgetary contributions to UNESCO 1992–2003
10 largest donors

(Expressed in million US dollars)

YEAR 2003		YEAR 2002		YEAR 2001		YEAR 2000	
Donor	**MUSD**	**Donor**	**MUSD**	**Donor**	**MUSD**	**Donor**	**MUSD**
1. Brazil	95,8	1. Brazil	105,0	1. Brazil	106,4	1. Brazil	82,1
2. Italy	37,2	2. Italy	27,8	2. Italy	23,9	2. Japan	31,8
3. Japan	32,1	3. Japan	6,9	3. Japan	21,9	3. Italy	17,7
4. USA	8,6	4. Netherlands	5,6	4. Norway	5,7	4. Denmark	5,8
5. Norway	8,2	5. Libya	3,8	5. Netherlands	4,7	5. Netherlands	5,8
6. Sweden	4,7	6. Germany	3,7	6. Denmark	4,7	6. Norway	5,3
7. United Kingdom	4,3	7. Norway	3,6	7. Libya	3,0	7. Germany	3,0
8. Belgium	3,6	8. Sweden	3,5	8. USA	2,2	8. USA	2,8
9. Libya	3,6	9. Belgium	2,7	9. Sweden	2,1	9. Belgium	2,7
10. Denmark	3,5	10. United Kingdom	2,6	10. France	2,1	10. Sweden	2,6

YEAR 1999		YEAR 1998		YEAR 1997		YEAR 1996	
Donor	**MUSD**	**Donor**	**MUSD**	**Donor**	**MUSD**	**Donor**	**MUSD**
1. Brazil	50,3	1. Brazil	18,8	1. Italy	24,8	1. Italy	15,6
2. Italy	19,1	2. Italy	17,6	2. Netherlands	7,5	2. Germany	7,0
3. Japan	11,2	3. Costa Rica	11,6	3. Japan	6,9	3. Denmark	6,4
4. Netherlands	7,1	4. Netherlands	9,8	4. Germany	6,5	4. Japan	5,4
5. Norway	5,5	5. Japan	9,8	5. Denmark	5,8	5. Norway	5,2
6. Denmark	5,2	6. Germany	6,1	6. Brazil	4,6	6. Netherlands	4,3
7. Germany	4,3	7. Norway	6,0	7. Norway	4,4	7. Brazil	3,1
8. Sweden	2,9	8. Denmark	5,7	8. Sweden	3,3	8. Sweden	2,3
9. USA	2,3	9. Sweden	3,3	9. Costa Rica	2,3	9. Costa Rica	1,6
10. France	1,8	10. Finland	1,9	10. USA	1,9	10. France	1,3

YEAR 1995		YEAR 1994		YEAR 1993		YEAR 1992	
Donor	**MUSD**	**Donor**	**MUSD**	**Donor**	**MUSD**	**Donor**	**MUSD**
1. Germany	5,5	1. Germany	8,2	1. Japan	8,7	1. Germany	6,7
2. Netherlands	5,5	2. Libya	7,9	2. Germany	7,7	2. Italy	5,4
3. Japan	5,1	3. Italy	4,1	3. Lebanon	6,1	3. Japan	4,7
4. Italy	4,6	4. Brazil	3,8	4. Italy	5,5	4. Denmark	3,9
5. Denmark	4,2	5. Japan	3,6	5. Libya	4,4	5. Sweden	3,0
6. Brazil	3,5	6. Denmark	2,9	6. Sweden	4,1	6. Norway	2,8
7. USA	2,0	7. Netherlands	2,8	7. Netherlands	3,4	7. Netherlands	2,6
8. Sweden	1,9	8. Norway	2,6	8. Norway	3,2	8. Saudi Arabia	2,1
9. France	1,8	9. USA	2,0	9. Denmark	3,0	9. Madagaskar	1,9
10. Bangladesh	1,7	10. Sweden	1,9	10. France	2,1	10. France	1,9

Sweden is by tradition a strong supporter of the United Nations recognising the potential of the world organisation to serve the interests of smaller and less developed nations. A significant part of Sweden´s international development co-operation is channelled through the United Nations funds, programmes and specialised agencies whose task it is to combat poverty and promote human development. In Sweden´s view, the UN system has some definite comparative advantages in terms of supporting partner countries in their efforts to achieve the Millennium Development Goals and to realise the commitments they have made in human rights treaties and at major international conferences.

To ensure that Sweden has a coherent and co-ordinated policy approach the Government of Sweden has adopted a strategy framework for UNESCO, which will guide Sweden´s support to and relations with this organisation for the next few years.

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