

UNESCO

the will to reform

An overview of reforms since 1988

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*E*xecutive summary

*'Without haste but without delay I shall set in motion
the modernization process that we all want.'*

Federico Mayor
Inaugural address
November 1987

New realities, new strategies

UNESCO is going through a process of reform and renewal in order to adapt to the new realities of a rapidly changing and complex world. An external Senior Advisory Group has been set up to monitor how reforms are implemented while, to keep up the momentum, a small executive unit within the Directorate is following up, appraising, and further promoting the reform process.

This brochure is an overview of reforms in programming and evaluation, in management style and effectiveness, in organizational structure and systems, and in personnel policies. Equally, it details UNESCO's new policies and strategies.

Reform requires perspective, instruments and political will. UNESCO is demonstrating that it possesses all three of these qualities, in anticipation of a future in constant flux, and new developments in the structure and governance of the United Nations system and in the general conduct of international affairs. Today UNESCO is more relevant, more efficient, more responsive to the changing environment and is reaching more people than ever before.

The background

The reform process began in 1988 when an independent commission, chaired by Knut Hammarskjöld,¹ was set up to conduct a management survey. Its findings were subsequently reviewed and endorsed in 1990 by a Panel of International Advisers headed by the late Dr P. S. Wilenski.² This report, together with the first management review

1. Knut Hammarskjöld, a Swedish diplomat, has headed a number of international agencies. He is currently on the Board of Directors of a number of public and private corporations.
2. Dr Peter Wilenski, an expert on management and administration, was Australia's permanent representative and Ambassador to the United Nations from 1989 to 1992. He died in 1994.

conducted by the United States Government Accounting Office (GAO) in 1984, formed the basis against which the GAO measured UNESCO's management reform progress in 1992.

In a follow-up report in 1993, the GAO made the following observation: 'Since 1988, UNESCO has demonstrated a commitment to management reform through its actions.'

Chapter by chapter account

Chapter 1 shows how the relevance and impact of its programmes have been improved and its evaluation techniques refined, while *Chapter 2* illustrates UNESCO's new working methods with partners worldwide and describes its new publications and clearing house policy. *Chapter 3* details the way in which scarce financial resources have been used to the best effect. *Chapter 4* goes on to describe the decentralization process undertaken to induce Member States to join in more actively with planning and implementing programmes.

UNESCO in no way underestimates the importance of the human resources on which the Organization, dedicated to intellectual co-operation, depends for its efficiency and effectiveness. Personnel policy reform is covered in *Chapter 5*. *Chapter 6* reveals the direct impact that improvements in management and administration have had on economies of time and costs, and on adaptability to changing needs. But, in the final analysis, as *Chapter 7* demonstrates, UNESCO reforms also rely upon the capacity of its governing bodies to carry out their responsibilities more effectively.

The process of renewal is only beginning and its further development forms part of the Medium-Term Strategy for 1996-2001, detailed in *Chapter 8*.

*This brochure is about reforms in the way UNESCO functions.
It is not an account of UNESCO's actions in its Member States.*

UNESCO the will to reform

Programming and evaluation

*'A determination to concentrate on our ethical mission
through a return to the very essence of our Constitution –
"constructing the defences of peace in the minds of men".'*

Federico Mayor
Twenty-seventh session of the General Conference
UNESCO, November 1993

THIS CHAPTER SHOWS HOW UNESCO'S REFORMS HAVE HELPED IT
FOCUS ON ESSENTIAL PROGRAMMES FOR THE SAKE OF EFFICIENCY, AND
TAKES A CLOSE LOOK AT THE PROCESS OF PROGRAMME EVALUATION.

Programming

Fewer programmes but more focus

UNESCO's work agenda for 1996-1997, approved by the twenty-eighth session of the General Conference in November 1995, includes:

- ◆ four major programmes corresponding to UNESCO's mandate: education, natural and social sciences, culture, communication and information; and
- ◆ one major transdisciplinary component comprising, in particular, two large projects which each focus on one theme but draw inspiration from all the other fields of UNESCO's expertise.

Meanwhile, the number of programmes has fallen drastically: each major programme now contains just two.

This concentration is UNESCO's response to Member States' insistence that it avoid channeling money into a variety of projects having little or no impact and concentrate its attention on fewer but better-conceived programmes.

Programme Level	Bicentium 1988- 1989	1990- 1991	1992- 1993	1994- 1995	1996- 1997
Major Programmes/Major Transdisciplinary Component	4	5	5	5	5
Transdisciplinary Projects	51	18	18	17	13
Sub-Programmes/ Transdisciplinary Sub-Projects	23	3	3	38	35
	392	151	141	143	139

Figure 1: UNESCO's programmes 1988-1997

The four major programmes and the two transdisciplinary projects

Programme 1

Towards lifelong education for all

This programme provides support for Member States in the process of rethinking the nature and purpose of education. It helps them reform their education systems, and design flexible and diversified forms of education and training for people of all ages. It does so by encouraging innovation and renewal in curriculum design, teaching methods and delivery systems. A top priority is given to fostering basic education for all, in order to 'reach the unreached' (such as illiterate adults, girls and women in rural areas, minority groups, etc.).

Programme 2

The sciences in the service of development

This programme places emphasis on the advancement of knowledge and how those who possess knowledge might share it with those who need it. It aims at creating a synergy between natural and social sciences providing a follow-up to decisions made at United Nations Conferences (see page 13) through intergovernmental scientific programmes: Man and the Biosphere, the International Hydrological Programme, the International Geological Correlation Programme, the International Oceanographic Commission, and the Management of Social Transformations Programme. The programme further seeks to improve the relevance of university education and foster co-operation in research.

UNESCO the will to reform

Programme 3

Cultural development: heritage and creativity

This programme focuses on safeguarding cultural heritage (including intangible heritage such as oral traditions, folk dances and so on) and heightening awareness of its value to humanity. It attracts world-wide support and funding, often being cited as one of UNESCO's most conspicuous achievements. Emphasis is also placed on promoting artistic creativity (arts and crafts, protection of the artist through, for example, copyright) and developing cultural industries such as books and films.

Interdisciplinary project 1

'Towards a culture of peace'

This project renews emphasis on UNESCO's original mandate and mission: constructing the defences of peace in the minds of men and women. It brings together all the elements that directly contribute to the emergence of a culture of peace: education for peace, human rights, democracy, mutual understanding and tolerance; promotion of human rights and consolidation of democratic processes; the struggle against all forms of discrimination, particularly those affecting women, persons belonging to minorities and indigenous people; cultural pluralism and intercultural dialogue; and prevention of conflicts and post-conflict peace-building.

Programme 4

Communication, information and informatics

This programme pursues the strategy, adopted in 1989 by the UNESCO General Conference: to promote the free flow of ideas by word and image, and to strengthen infrastructures and training of professionals both in developing countries and Member States in transition towards democracy. UNESCO's goals for new developments in information and communication technologies are twofold: to facilitate access to the technology; and, as an intellectual forum and in accordance with its ethical mission, to lead a world-wide reflection on the impact of these new technologies on education, science, culture and communication.

Interdisciplinary project 2

'Environment and population education and information for development'

The goal of this project is to foster education and information programmes on the interrelated issues of environment, population and development. The specific topics addressed include the social phenomenon of population growth, the human health problems of AIDS and drug abuse, and the environmental questions of water resources, energy use and waste management.

Priority groups

Activities carried out under these programmes are designed to meet, in particular, the needs of:

- ◆ on the one hand, women and young people;
- ◆ and, on the other, Africa and the Least-Developed Countries.

This reflects recommendations and plans of action adopted by major United Nations Conferences.

Direct support to Member States

In implementing programmes, the focus has increasingly been on direct support to institutions or projects in Member States that contribute to sharing knowledge and developing endogenous capacities.

For 1996-1997, at least 50 per cent of the cost of each major programme has been allocated to: consolidating networks of institutions or of specialists; training, such as UNESCO Chairs (see page 13) and short-term fellowships; advisory services for Member States in framing policies and formulating development projects; and supporting local initiatives that can serve as examples. In contrast, UNESCO has reduced the number of conferences and meetings and cut down the quantity of its studies, reports and general publications.

Since 1994, approximately 5 per cent of the direct cost of each major pro-

gramme has gone towards identifying and preparing projects in Member States for subsequent submission to funding sources outside UNESCO's regular budget (extra-budgetary financing). These funds, to which will be added funds of the Participation Programme (amounting to \$22 million for the 1996-1997 biennium, through which UNESCO co-finances projects with Member States, see page 18), enable UNESCO to respond to requests for assistance from Member States.

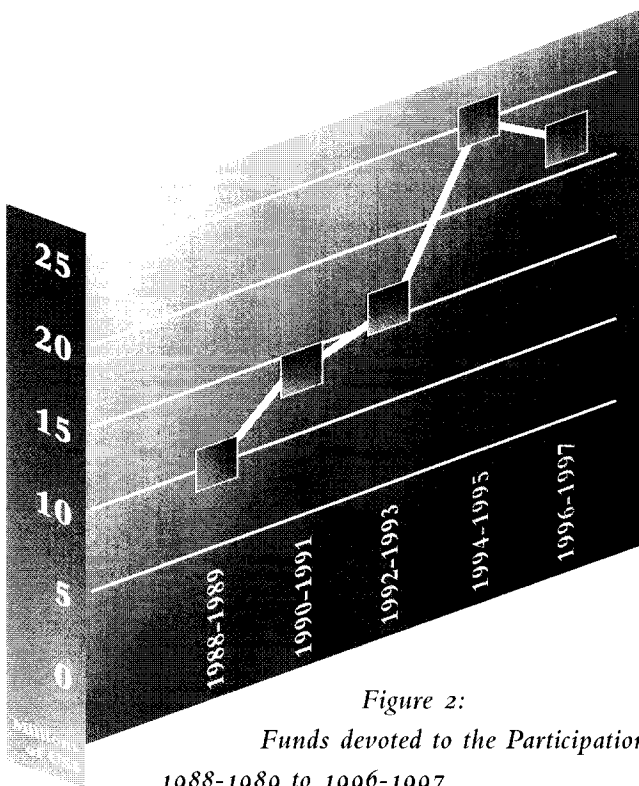


Figure 2:
*Funds devoted to the Participation Programme
1988-1989 to 1996-1997*

Evaluation

Creating a genuine 'evaluation culture'

Programme evaluation has increased both in number and coverage: since 1994, 0.5 per cent of each major programme's budget is devoted to evaluation.

A new computerized monitoring and information system, PROMIS, is being installed to facilitate, promote and support better follow-up of the activities carried out by the different UNESCO sectors. Further, it will encourage staff to focus on results and efficient use of scarce resources. Reporting of programme implementation to Member States is being upgraded and exchange of information on experiences and results among staff members of the Secretariat is encouraged. In due course, UNESCO's Member States will have access to PROMIS via Internet. UNESCO Field Offices are now subject to systematic evaluation: following completion of the evaluation of Field Offices in Asia and the Pacific, as well as in the Arab States, similar evaluation of Field Offices in Africa and in Latin America and the Caribbean will be conducted during 1996-1997.

To create a genuine 'evaluation culture', UNESCO is also working on improving the quality of programme evaluations, their timeliness and cost-effectiveness. National Commissions will be directly participating in evaluation by organizing meetings with beneficiaries and target constituencies of UNESCO, collecting replies to evaluation questionnaires, and so on. National Commissions and the Secretariat will work hand in hand to share responsibility for programme evaluations and ensure their efficient follow-up.

Evaluation = better performance

Major evaluations have influenced the fate of several activities: ministerial conferences in science and technology and activities in agricultural education have been discontinued; and the number of small publications such as newsletters, bulletins and the like has been reduced.

Conversely, UNESCO has increased its support to educational innovation networks and expanded activities directed to priority target groups such as women. The informatics programme and communication development plans were reoriented following an external evaluation in 1995.

Programme evaluation criteria

Programme evaluation assesses the value of results obtained so as to decide on measures to improve, reorient or eventually drop a programme. Main criteria are:

- *effectiveness: level of attainment of objectives, expressed as the ratio of results obtained to results sought;*
- *impact: effect or repercussion on a population group or on an environment by the results obtained;*
- *pertinence: degree of correspondence between results sought or obtained and the needs identified;*
- *efficiency: relation between the quantity of goods and services produced and the resources used to produce them.*

In 1994, UNESCO published a methodological guide on evaluation of programme activities.

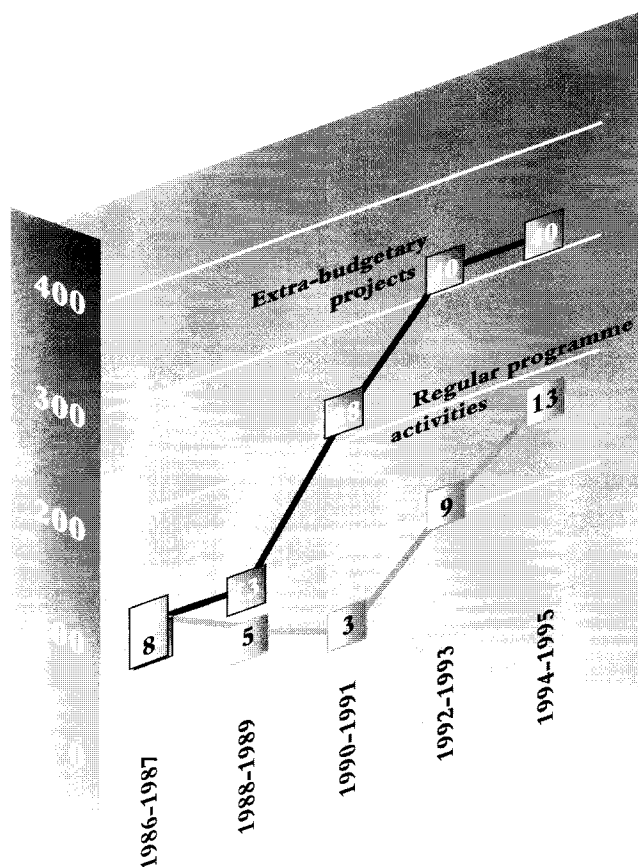


Figure 3:
Evaluations conducted from 1986 to 1995
number and increase in percentage

Some problem areas

Although UNESCO has made significant progress in concentrating its programmes, there is still a long way to go. It is looking at more objective and rigorous criteria for determining priorities – not always easy to define when decision-making is based on intergovernmental consensus. It is also studying means of enhancing the quality and speed of its procedures for evaluating projects.

UNESCO's planning, budgeting and evaluation of programme and projects are complex, time-consuming and costly tasks. In particular, preparing the two-year programme and budget and the yearly work plans involve considerable human and financial resources, to the detriment of carrying out programmes. UNESCO is aware that reforming further its programming and budgeting processes is necessary in order to increase its efficiency and effectiveness

New partners, new policies

'UNESCO – and herein lies its fundamental originality – seldom assumes “direct command”. Its action is “catalytic” in nature, providing the initial impetus that starts the machine up. It is then relayed through the various mechanisms (...) which provide it so many more means of action: universities, foundations, research institutes, documentation centres, intergovernmental organizations, etc.'

1988 At UNESCO
New openings

THIS CHAPTER TAKES A CLOSER LOOK AT TWO EXAMPLES OF UNESCO'S RENEWAL: FIRST, 'CONTRACTING OUT' PROJECTS TO NEW PARTNERS AND CONSOLIDATING TRADITIONAL PARTNERSHIPS, AS WELL AS PROVIDING DIRECT AND MORE MEANINGFUL SUPPORT TO MEMBER STATES IN THEIR PROCESS OF DEVELOPMENT; SECOND, A NEW PUBLICATION AND CLEARING HOUSE POLICY TO INCREASE PROFITS AND MAKE THE MOST OF NEW DEVELOPMENTS IN TECHNOLOGY.

Working with new partners and developing networks

UNESCO's reforms stem from the perception of its primary role as a catalyst, to support existing initiatives and inspire new ones, and promote action to achieve common objectives. This means having something done rather than doing it – the new *modus operandi* has become (i) 'to sell yeast and not bread' and (ii) 'to sell yeast to those who will supply the flour'.

UNESCO's efficiency and effectiveness rely to a large extent on partners who carry out in full or in part the projects which it promotes. It has made optimum use of existing ties between the Secretariat and national, regional and international institutions and civil society in general, and efforts to develop new ties.

These partnerships avoid work being duplicated and enable the Organization to concentrate on projects to which it can contribute a key component.

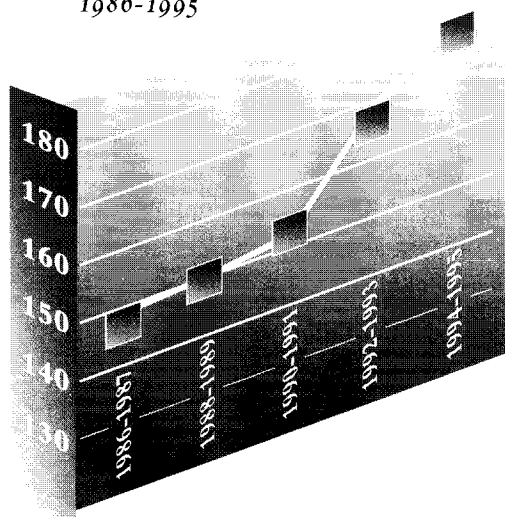
An essential link: UNESCO and its National Commissions

National Commissions (NACs) are UNESCO's unique institutional mechanism for involving its Member States in its work, and for adapting its programmes to the specific characteristics of different regions and countries.

The NACs call upon the skills of their educational, scientific, and cultural institutions, parliamentarians, municipalities, community movements, and UNESCO Associations to further UNESCO's goals. They organize exhibitions and lectures, publish books and newsletters in national languages, and carry out pilot projects.

NACs, of which there are currently 178 out of 185 Member States, are made up of eminent members of the intellectual and scientific communities. The resources of NACs vary from State to State. UNESCO is currently allocating more funds to enable NACs to upgrade their capacity (see, *Support to National Commissions*, page 25).

Figure 4:
Number of National Commissions
1986-1995



Worldwide networks

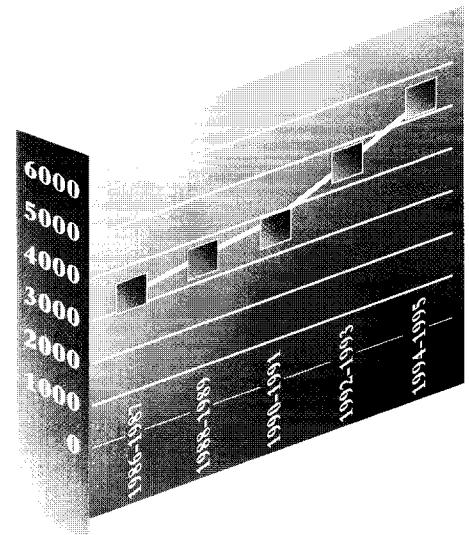
The UNESCO Associated Schools Project (ASP) both experiments with and puts into effect the ways and means of enhancing the role of education in preparing young people to live in a world community. The Project is an international network of some 3,200 pre-schools, primary and secondary schools and teacher-training institutes in 124 countries.

UNESCO Clubs, Centres and Associations:

UNESCO Clubs, with members of all ages, are set up in schools and universities, while associations and centres appeal to a wider public. Since 1981, they have been grouped together as part of the World Federation of UNESCO Clubs, Centres and Associations. They work to make the ideals of the Organization a reality at the grassroots level and encourage local community participation. The scope of their activities is virtually unlimited, ranging from reforestation projects and protecting the world's cultural and natural heritage, to human rights education and promoting women's issues.

There are over 5,300 UNESCO Associations, Centres and Clubs in 130 countries. The first was founded in 1947.

*Figure 5:
Number of UNESCO Clubs, 1986-1995*



UNITWIN and UNESCO Chairs are a successful scheme, launched in 1991, that seeks to bolster co-operation among universities and to create centres of excellence. Thus, post-graduate students and researchers can engage in advanced training in their own regions instead of going abroad. Here, UNESCO plays the role of catalyst and broker. It provides an initial financing, termed 'seed money', and brings together people and institutions to, in the name of academic excellence, develop existing networks or create new ones.

The programme is steadily growing and developing into a large-scale undertaking, UNESCO's major thrust in higher education, proving an excellent means both for the transfer of knowledge and for strengthening international co-operation at university level.

Today the programme includes 208 UNESCO Chairs and 46 inter-university networks, established or on the point of being so, uniting several hundred institutions in more than 100 countries and involving thousands of students, professors and researchers.

The private sector

If UNESCO has been working with foundations for a number of years, the Organization has recently initiated relations with private enterprises willing to finance development projects in Members States. For example, the French company Rhone Poulenc is currently financing a project on cultural heritage in Viet Nam; the American company Gateway Educational Products an international symposium on family literacy for \$175,000; the MacArthur Foundation a project on biodiversity conservation in India for \$210,000; the Swiss Bank Corporation an international project on global teaching for \$82,000; the Japanese World Park Festival, supported by firms such as Dentsu, a benefit concert which has raised \$190,000 for UNESCO's Programme on Tolerance.

Traditional partnerships, new challenge.

THE UNITED NATIONS SYSTEM

Recent UN conferences have provided UNESCO with the opportunity to focus its expertise on specific resolutions and recommendations, and given added relevance to its programmes. It is currently promoting the goal of 'Education for All by the Year 2000' as part of its follow-up to the World Conference on Education for All (Jomtien,

Thailand, 1990) and the Education for All Summit of Nine High Population Countries (New Delhi, India, 1993). Activities resulting from the World Summit for Children (New York, U.S.A., 1990), the World Conference on Human Rights (Vienna, Austria, 1993) and the Fourth World Conference on Women (Beijing, China, 1995) reflect UNESCO's ongoing concern with human rights issues.

Equally, the constant emphasis of UNESCO's programmes on approaching issues through a variety of interrelated disciplines make it especially well-qualified to pursue the goals of Agenda 21 from the UN Conference on Environment and Development (Rio de Janeiro, Brazil, 1992) as well as decisions emanating from the International Conference on Population and Development (Cairo, Egypt, 1994) and the World Summit for Social Development (Copenhagen, Denmark, 1995).

Since 1996, UNESCO, as one of six consulting agencies in UNAIDS, is focusing work on the prevention, information and education aspects of the epidemic.

OTHER INTERGOVERNMENTAL ORGANIZATIONS

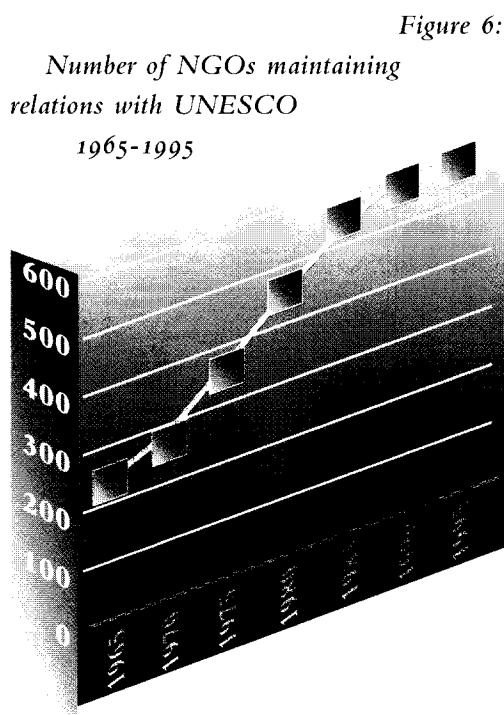
UNESCO's work on bioethics has benefited enormously from contacts with parliamentarians worldwide through the Interparliamentary Union. This is one example of the fruitful co-operation and dialogue it has established with some 140 intergovernmental, interregional, regional and sub-regional organizations outside the UN system. With these, UNESCO carries out joint projects and consultations on points of common interest and exchanges information and documentation.

New ways of working with NGOs

Non-governmental Organizations (NGOs) and Foundations, specialized and often active in the field, provide a valuable source of support in helping UNESCO prepare and carry out programmes. Some foundations supply private funds for UNESCO's projects.

Revised guidelines governing UNESCO-NGO relations, adopted by the 1995 General Conference, have provided the opportunity of creating closer links, in particular with NGOs active on a community level or in parts of the world where, for political, historical or geographical reasons, their situation has in the past been isolated or weak. UNESCO co-operates regularly with 588 NGOs and 28 Foundations, and on an occasional basis with a further 1200 NGOs.

When NGOs do not fulfill the obligations laid down in the Guidelines, UNESCO terminates its relations with them (e.g. 13 NGOs in 1990, and 17 in 1991 and 3 in 1993).



UNESCO the will to reform

New publications and clearing house policy

UNESCO is mandated by its Constitution to 'maintain, increase and diffuse knowledge'. It has recently introduced a new policy for publications and data bases, with a view to renewal and modernization.

Publications

Reforms aim to distinguish more clearly between, on the one hand, the responsibilities of UNESCO's programme sectors for specialized publications intended for free distribution and, on the other, UNESCO's role as a publisher and distributor of works for the general public in a highly competitive environment. The central administrative structures have been streamlined, making editorial work, production and distribution more profitable. UNESCO's objective is for its publications sector gradually to become self-financing (excluding staff costs), which may reasonably be achieved in four years.

Results

The new publications policy, operational since 1992, has resulted in: (i) greater coherence in contents and overall improvement of UNESCO's sales publications; (ii) closer co-operation, at the stage of development of new titles, with the UNESCO sectors, which now benefit from an annual percentage of sales results; (iii) development of new series targeting a more general public, as well as new products with clear impact in terms of image and visibility; (iv) strengthened co-operation with the private sector through co-publishing ventures and an increasingly positive reputation in publishing circles; (v) adjustment of print-runs to realistic sales expectations; (vi) increased diversification of countries for services (photocomposition, printing, binding), keeping in mind value for money; (vii) a major staff reduction and a rationalization of the structures leading to improved results with 18 fewer posts; and (viii) accurate financial management which also helped eliminate the Publication Fund's deficit – \$193,273 at the end of 1992 – even sooner than expected.

Prospects look promising. UNESCO is now also focusing on developing low-cost editions, promoting products and increasing media coverage, and on creating 'cultural bookshops' in a number of Member States under the authority of Field Offices. It is also aiming for better equilibrium in the use of languages and to optimize use of new technologies, for example, catalogue on Internet, with ordering facilities.

Data bases

UNESCO has taken the opportunity offered by CD-ROM to store a part of the information it produces on data bases. In 1994, thirteen of these data bases were made available on two compact discs, updated annually: the CD-ROM of the *Index Translationum* which contains over 600,000 bibliographic references of works translated and published world-wide in all fields (this replaces the printed bibliography which last appeared in 1989); and the CD-ROM of UNESCO Data Bases which

contains references to bibliographies and institutions specialized in UNESCO's fields of expertise.

In addition, the UNESCO INTERNET server currently provides access to a range of general information on the Organization's activities and output.

UNESCO's sales Publications

Some data for 1994-1995

- ◆ 253 titles published
- ◆ 4 magazines produced by UNESCO
- ◆ 3 magazines co-published with private publishers
- ◆ 14 CD-ROMs

Distribution of publications by language:
26 multilingual, 87 English, 80 French,
58 Spanish, 5 Arabic, 4 Chinese, 7 Russian

Total budget: \$2,242,900

Turnover: \$660,657 in 1994

: \$882,277 in 1995

Publication fund

net income: \$433,087

Sale network: 190 agents in 122 countries

Budget and finance

'UNESCO's budget presentations have become clearer. UNESCO now explains its budgeting techniques in greater detail in the draft budget, uses a constant exchange rate to facilitate budget comparisons from period to period, reduces the impact of exchange rate fluctuations [...], and has taken initial steps to link budgeted and actual expenditures.'

United States General Accounting Office
1992 Report

THIS CHAPTER SHOWS HOW UNESCO HAS KEPT ITS BUDGET UNDER CONTROL WHILE INCREASING FINANCES FOR ITS PROGRAMMES AND REDUCING ADMINISTRATIVE COSTS. IN ADDITION, IT HAS MADE ITS BUDGET MORE TRANSPARENT.

The regular budget: 'zero growth'

UNESCO has imposed strict adherence to 'zero growth' in its biennial regular budgets due to the difficult economic situation prevailing in recent years in most Member States, in particular in the major budget contributors. 'Do more with less' has become the cardinal principle in conceiving and implementing budgets.

UNESCO's regular budget, the bulk of its financing, is made up almost entirely of dues paid by Member States. The regular budget for 1996-1997, approved by the General Conference, is \$518.4 million, zero growth in real terms from the budget for 1994-1995. This budget is about the same as that of a large university; yet UNESCO serves more than 180 countries with pressing needs in education, sciences, culture and communication. This includes \$22 million allocated to the Participation Programme. Under this programme UNESCO and a Member State can co-finance a project to be carried out within that State or within its immediate region.

UNESCO: financing

UNESCO also has extra-budgetary resources amounting to an estimated \$290 million for 1996-1997. This money is paid on a voluntary basis, primarily by the Organization's major partners within the United Nations system, such as the United Nations Development Programme (UNDP) or the United Nations Population Fund (UNFPA); by international or regional financial institutions; by Member States, and by individuals.

Figures 7 and 8 show that the budget level, in real terms has remained stable since 1988-1989. The slight increase of 0.89% in 1994-1995 did not compensate for negative growth (-1.71%) in 1992-1993. The result, in real terms, is a 1996-1997 budget lower than 1988-1989.

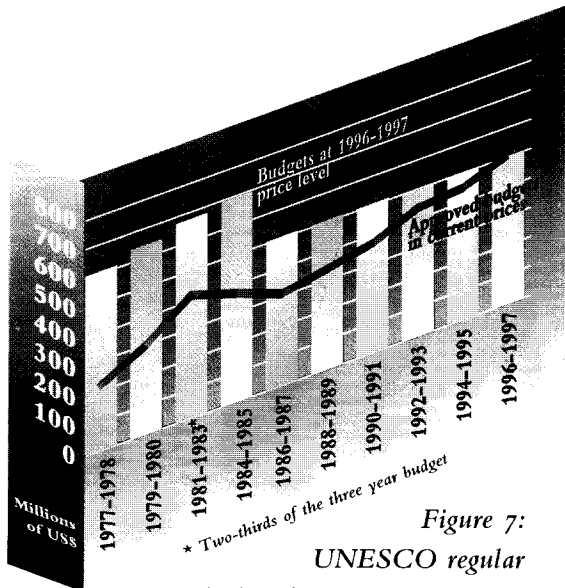


Figure 7:
UNESCO regular budget from 1977 to 1997

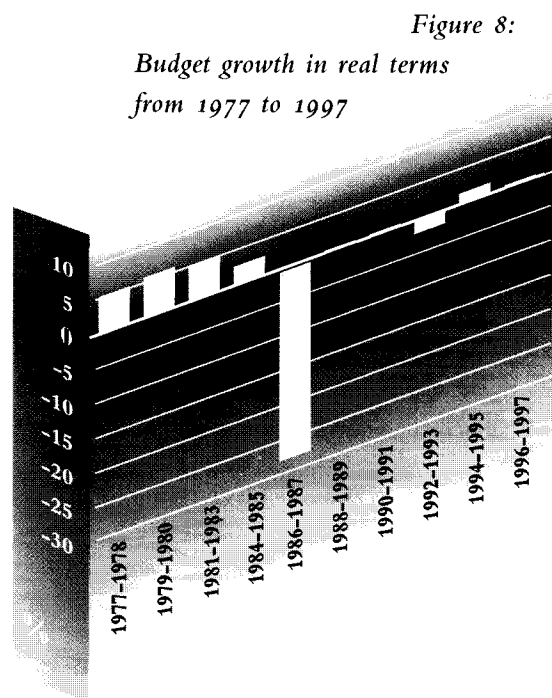


Figure 8:
Budget growth in real terms from 1977 to 1997

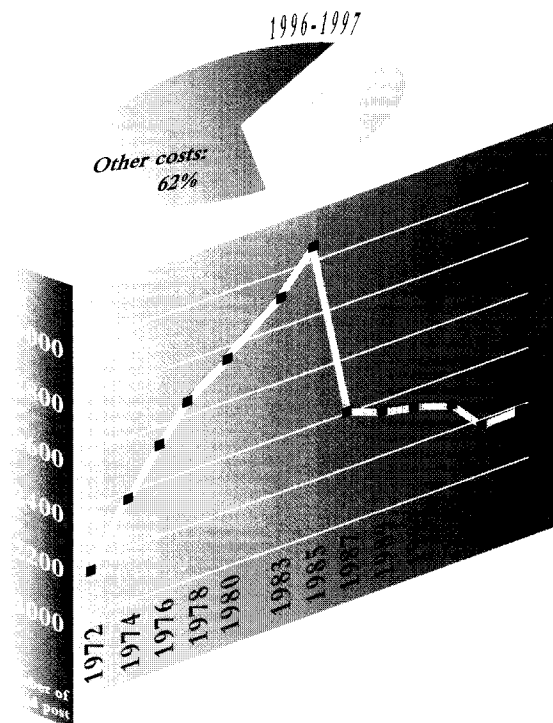
UNESCO the will to reform

Personnel: After the cuts, consolidation

Figure 9 shows the number of staff positions financed from the regular budget since 1971-1972. After the plunge in 1986 due to the withdrawal of the United States of America, the United Kingdom and Singapore, the number of personnel has continued to fall, while the budget itself has levelled out.

Staff costs, on the decrease since 1987, now represent just over one-third of UNESCO's total budget (regular budget and extra-budgetary resources combined). This is one of the lowest proportions in all comparable specialized agencies in the UN system. Just 106 staff members are financed from extra-budgetary resources: it is the regular budget staff who are primarily responsible for implementing extra-budgetary projects.

Figure 9:
Number of posts
financed by the regular
budget and proportion
of total budget associated
with staff costs



More of regular budget and staff allocated to the programme

Among UNESCO's very advanced budgeting techniques, one of the most important is 'zero-based budgeting'. This ensures that budget proposals for each biennium start from scratch, not merely by an increase in the current budget base to include new activities. Placing new programmes on an equal footing with existing programmes means all proposals must compete with each other for priority.

The Part I through Part VI analysis of the regular budget in Figure 10 shows the increasing emphasis on and resources directed to programmes. UNESCO's strict application of 'zero-based budgeting' together with its programming principles and

priorities concentrate resources for the period 1996-1997 on Part II.A: major programmes and transdisciplinary projects, up by \$5,067,400 from 1994-1995. This was achieved by reallocating funds from other parts of the budget, in particular from administrative and support services

<i>Part</i>	<i>1994-1995 Approved as recosted and adjusted</i>	<i>1996-1997 Approved</i>	<i>Increase/ (Decrease)</i>
	<i>\$</i>	<i>\$</i>	<i>\$</i>
Part I General policy and direction	38,654,400	38,713,600	59,200
Part II.A Major programmes and transdisciplinary projects	284,182,200	289,249,600	5,067,400
Part II.B Information and dissemination services	32,950,800	30,941,200	(2,009,600)
Part II.C Participation Programme	—*	—*	—*
Total, Part II	317,133,000	320,190,800	3,057,800
Part III Support for programme execution	64,324,200	63,880,500	(443,700)
Part IV Management and administrative services	44,843,000	44,127,700	(715,300)
Part V Maintenance and security	35,877,500	33,919,500	(1,958,000)
Part VI Capital expenditure	1,618,900	1,618,900	—
Reimbursement -Debts of the past	290,000	290,000	—
Total, Parts I-VI	502,741,000	502,741,000	—

* Budget provisions for the Participation Programme are included under the major programmes of which they form part

Figure 10:

1996-1997 regular budget: a part-by-part analysis of allocation of financing

The proportion of staff directly responsible for programme and projects under the regular budget (Part II.A) has constantly increased from 42.6% in 1988-1989 to 52.1% in 1996-1997.¹ The proportion of staff concerned with programme execution and support (Parts II and III of the regular budget: major programmes, transdisciplinary projects, information services, relations with Member States and funding sources, and documents and conferences services) has increased from 71% in 1988-1989 to 76% in 1996-1997. Staff reductions have been imposed mainly on the administrative services part of the budget.

1. For the sake of comparison with 1988-1989, 27 posts of International Bureau of Education have been added.

Extra-budgetary resources: a rise in sight

Figure 11 shows the rise, at current dollar rates, in extra-budgetary resources since 1971-1972, as well as their probable breakdown between types of donors or funds for 1996-1997. The constant rise of such voluntary contributions since 1987 amply demonstrates an increase in both the relevance of projects and donors' confidence in UNESCO's efficiency.

As an increasing volume of extrabudgetary contributions become available to UNESCO, it will take measures to enhance its own capacities in carrying out projects.

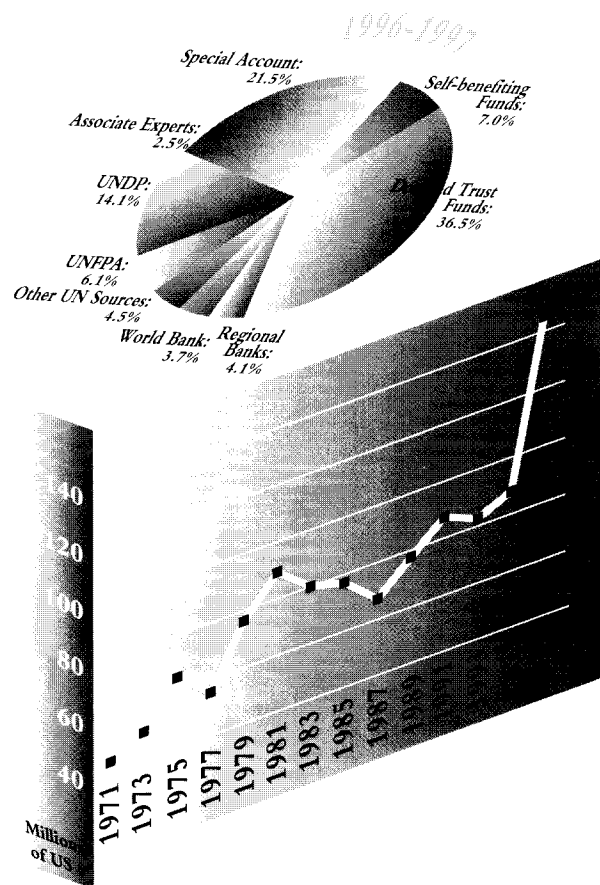


Figure 11:
Extra-budgetary resources from 1971
to 1997

* Graph based on actual delivery up to 1995,
and budget estimates for 1996-1997

Simplified budget presentation and transparency

BUDGET PROPOSALS.

Programme and budget documents are now more easily readable and understandable. Summary tables at the beginning and end of each chapter devoted to a major programme in the Draft Programme and Budget document enable the Governing Bodies to assess the proposed budget in relation to the one they approved for the previous budgetary period. The first table is broken down into costs of personnel and activities while the second is an item-by-item account of expenditure.

The regular budget figures and their breakdown between Headquarters Units and funds decentralized to Field Offices are provided at the end of each sub-programme within the major programmes.

Projects with specific objectives, duration and budget, relating to the four priority groups (women, young people, the least developed countries and Africa) have been included under each major programme and distinctly highlighted.

The Draft Programme and Budget document contains sixteen appendices of complementary information enabling a detailed analysis of proposals. Itemized details on extra-budgetary resources are also provided.

BUDGET EXECUTION.

The Management Chart submitted to each session of the Executive Board provides an item-by-item breakdown of budget execution: appropriation line, form of action, object-of-expenditure, programme Sector, source of funds. It is supplemented by tables and graphs to ensure full transparency.

The United States General Accounting Office (GAO) has recognized that 'budget presentation has improved'. (GAO Report, 1992)

Decentralization

'Decentralization is not an end in itself but a strategy to induce Member States to participate more actively in the planning as well as the implementation of the Organization's activities and, in particular to ensure that such activities have a tangible impact and are truly effective in the various countries of the different regions.'

Federico Mayor
135th Executive Board
UNESCO, September 1990

UNESCO ALREADY HAS A DECENTRALIZED STRUCTURE THROUGH ITS NATIONAL COMMISSIONS, BUT MORE OF THE SECRETARIAT ACTIVITIES NEED TO BE CARRIED OUT IN FIELD OFFICES IN ORDER FOR PROGRAMMES TO BE BETTER ADAPTED TO LOCAL CONDITIONS. THIS CHAPTER FOLLOWS THE ONGOING DECENTRALIZATION PROCESS, AND PROVIDES SOME BACKGROUND ON HOW THE SITUATION HAS EVOLVED OVER THE YEARS FROM FIELD OFFICES WITH LITTLE AUTHORITY AND COVERING ONLY ONE SECTOR OF UNESCO'S WORK TO FIELD OFFICES WITH A LARGE DEGREE OF AUTONOMY, BRINGING ALL SECTORS AND DISCIPLINES TO BEAR ON LOCAL AND REGIONAL ISSUES.

Closer to Member States

UNESCO's effectiveness is closely linked with the decentralization of its work in Member States. Almost 50% of funds devoted to activities are currently assigned to the field, mostly to the Field Offices themselves. The main objectives of decentralization are to adapt programmes and activities to the specific characteristics of different regions and ensure UNESCO's presence in its Member States.

The Field Offices co-operate closely with the National Commissions, supporting the latter's initiatives in creating new partnerships among NGOs and representatives of civil society, to ensure that activities are both sustainable and subject to the 'multiplier effect', where a successful project in one area begets a similar project elsewhere. Today's Field Offices have a larger degree of autonomy than ever before and, due to recent measures to strengthen responsibilities between their different sectors – education, science, culture and communication – and different disciplines, they have become an effective regional and interregional network of expertise. They cover the full range of UNESCO's work, from carrying out regular programme activities and projects funded from extra-budgetary sources to promoting co-operation for development – in particular, project identification, design and evaluation, and fund-raising.

Thus, UNESCO no longer sees decentralization as a mere geographical displacement of activities or simply a transfer of equipment, posts or resources to the field. Decentralization means Field Offices fully participate in UNESCO's work: their staff make a valuable contribution to its knowledge and technical experience, maintaining a fruitful dialogue with Secretariat Headquarters of which they are an integral part.

The evolution towards decentralization

The issue of decentralization has been a virtually permanent topic of discussion since UNESCO's beginnings. The founding fathers were aware from the outset that, if its universal calling were to be translated into practical action, Member States would have to actively participate and assist in the Organization's work. Thus, the Constitution provided for National Commissions, a unique feature among UN agencies, and UNESCO's main partners in mobilizing the intellectual communities of Member States and for co-operating in the field (see, *An essential link: UNESCO and its National Commissions*, page 12).

However, up to the 1980s, the actions of nearly all UNESCO Field Offices, from the ones set up during the initial experimental phase to the various kinds set up in different regions during the first operational phase, were restricted to only one sector of expertise, with very limited resources and powers. Real progress towards decentralization got underway on 1 February 1989, when UNESCO created the Bureau of Co-ordination of Field Units to provide support for the process. Then, in the early 1990s, the Director-General highlighted regional strategies as a means of encouraging Member States to join in more actively with planning and implementing activities, and the Executive Board made an in-depth study of issue at its 136th session. It was at this point that the true decentralization culture of UNESCO began.

Later, at the landmark 145th session of the Executive Board in October 1994, five regional groups reviewed and reported on the progress towards decentralization and the evolving role of Field Offices and National Commissions. Their analyses and considerations have formed the guiding principles on which more recent moves towards decentralization have been accomplished.

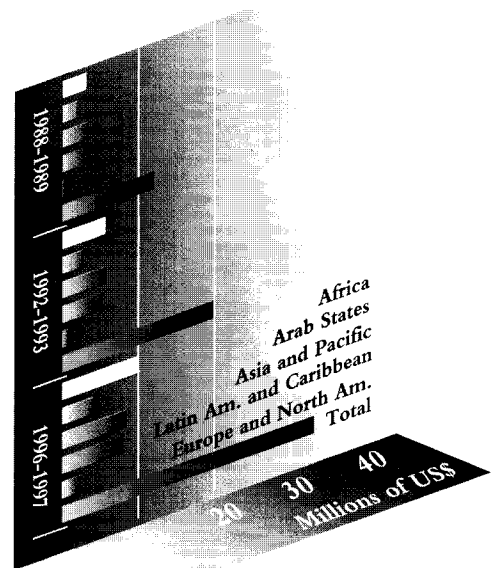
Some data on progress in decentralization¹

Decentralization

Programme decentralization

For the 1996-1997 biennium, UNESCO has increased programme decentralization in two ways: first, almost 50% of funds earmarked for its activities have been assigned to action in the field in direct support of the efforts of Member States; and second, the Field Offices implement on average 40% of UNESCO's programme budget. In Education, the figure rises to 50%.

Figure 12:
Programme budget decentralized
to Field Offices, by region



Support to National Commissions

To strengthen the National Commissions and to reinforce their links with the intellectual community and civil society, the resources allocated for this purpose (e.g. for training, equipment and facilities) have nearly doubled: to \$3,400,000 for 1996-1997 from \$1,800,000 in 1992-1993 (see, *An essential link: UNESCO and its National Commissions*, page 12).

Staff decentralization

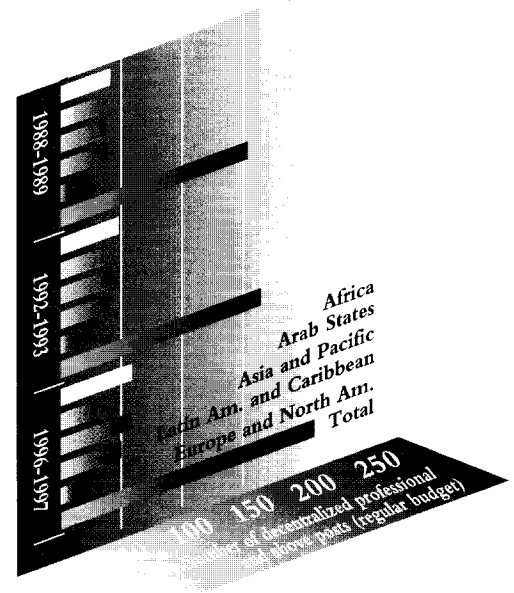
Staff decentralization increased from 21% in 1988 to 26.4% in 1995 for all categories of staff. The average in UN agencies is 38% (end 1994), but this includes agencies whose mandate relates exclusively to technical cooperation activities. Also, many of UNESCO's central administrative and support services (e.g. personnel, budget or audit services, language and conference services) cannot be decentralized. The ratio of decentralized professional staff responsible for carrying out the programme is 40.6% (see *Career Planning and Mobility*, page 33).

1. All figures on decentralization exclude Liaison Offices with the United Nations and autonomous education institutes (IBE, IIEP, UIE Hamburg).

Duty stations	Headquarters	Field	% decentralized
<i>Programme sectors</i>			
Education	89	101	53.2
Natural Sciences	62	46	42.6
Social Sciences	41	11	21.6
Culture	69	29	29.6
Communication	37	17	31.5
Total	298	204	40.6

Figure 13:
Professional and above posts, responsible for programme execution in Headquarters and Field Offices, 1996-1997

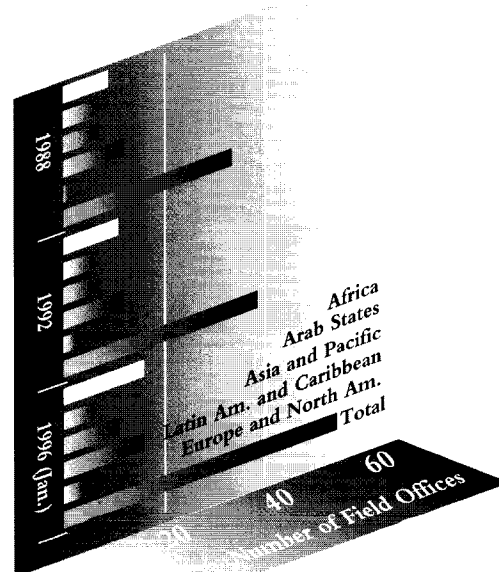
Figure 14:
Professional and above posts in Field Offices, by region, 1988-1996



**UNESCO
Field Offices**

As of December 1995, there are 54 Field Offices, a considerable increase from the 38 at the end of 1993. The three Liaison Offices in New York, Geneva and Vienna and IIEP, IBE, the Hamburg Institute and a few other project offices are not included in this figure.

Figure 15:
Field Offices, by region 1988-1996



UNESCO the will to reform

Decentralization

- UNESCO Headquarters
- UNESCO Liaison Offices with United Nations
- UNESCO Field Offices



Figure 16: UNESCO Offices in the world

Personnel policies

'The effectiveness of the Secretariat depends to a large extent upon its human resources which constitute one of the most precious assets of the Organization.'

Third Medium-Term Strategy
1996-2001

UNESCO'S DIRECTOR-GENERAL AND GOVERNING BODIES HAVE, AS A RESULT OF HAMMARSKJOLD COMMISSION RECOMMENDATIONS, DEVELOPED A NEW PERSONNEL POLICY FOCUSING ON: JOB CLASSIFICATION REVIEW; RECRUITMENT (INCLUDING GENDER EQUALITY); PERFORMANCE EVALUATION AND REWARD; STAFF PARTICIPATION; CAREER PLANNING AND MOBILITY; STAFF TRAINING AND MANAGEMENT DEVELOPMENT; AND THE PROFESSIONAL STANDING OF THE BUREAU OF PERSONNEL. THE AIM IS TO SECURE THE SERVICES OF A STABLE, EXPERIENCED AND MOTIVATED BODY OF STAFF, BROADLY REPRESENTATIVE OF DIFFERENT CULTURES, AND LAY DOWN THE BASIS FOR ITS RENEWAL.

Job classification review

During 1991/1992 UNESCO completed a review of post classification to make a consistent and fair evaluation of the level of posts, based on United Nations approved classification standards. All Professional and General Service posts at Headquarters and in Field Offices were included, the object of the exercise being to ensure equal pay for equal work and reshape UNESCO's hierarchical structure into a more pyramidal form.

The review confirmed that the vast majority of posts – 2,074 out of 2,563 – were graded at the right level, while some (212) needed upgrading and others (277) down-grading.

Recruitment

The Young Professionals Programme

The Young Professionals Programme, renewed in 1989 after a lapse of 15 years, consists of recruiting young graduates from under- or unrepresented Member States after a one-year probation period in several services of the Secretariat. This programme contributes significantly to rejuvenating the professional staff and making a fairer country-by-country distribution of posts. Between October 1989 and May 1995, 46 young professionals have been appointed, all under 30 years old. Twenty-seven are from Member States under-represented in the Secretariat's staff, and 19 from Member States hitherto unrepresented.

However, the average age of professional staff remains relatively high at 49 years, a trend which the Young Professionals Programme has not as yet reversed. Forty per cent of professional staff will be retiring during the next six years.

UNESCO's new recruitment strategy, designed to meet present and foreseeable staff needs, aims at a high level of professional quality and diversity of national origin.

In its 1992 report, GAO stated that: 'Advertising is limited but selection is competitive'. Efforts have since been made to advertise more widely post vacancies, in particular through specialized journals and international newspapers with, however, limited results in number of candidacies received.

Staff professionalization

The ratio of Professionals to General Service staff (i.e. secretaries, clerks and technicians) has been reduced from 1:1.77 in 1988 to 1:1.45 in 1994, which compares favourably with the average in the United Nations system, 1:1.96 (U. N. Statistics, December 1995). This is due in part to the computerization of the Organization.

The advancement of women

UNESCO's Programme for the Advancement of Women achieved its goal of at least 30% representation at the professional level by 1995 four years ahead of target. At the beginning of 1995, 35% of professional staff at Headquarters were women.

The Director General, as part of the Plan of Action on equal opportunities for men and women, has set a target between 1996 to 2001 for at least 50% of newly-recruited staff members to be women in each professional grade. An Advisory Committee on Equal Opportunities has been set up to finalize the Plan and monitor its implementation.

UNESCO the will to reform

Performance appraisal and reward

The Performance Appraisal System, an important reform introduced in November 1990, evaluates a staff member's performance of assigned tasks in terms of both quality and quantity of work carried out. The five levels of rating are: A – outstanding; B – very good; C – good; D – slightly below the level required; and E unsatisfactory. Administrative consequences are specified for each rating. For example, of 19 staff members rated E between 1991 and 1995, 7 were subject to retraining or transfer to another post and 12 had their contracts terminated or not renewed.

While the Performance Appraisal System, monitored by the Reports Board, is a considerable improvement on the previous evaluation system based on character and theoretical aptitudes, it must be noted that it has not yet achieved all its objectives. This is not so much due to the System's possible intrinsic deficiencies but because it requires full commitment on the part of supervisors to assess objectively the performance of their subordinates. In the words of K. Hammarskjöld and P. Wilenski: 'Ratings are now more realistic and are beginning to be used appropriately. As with other changes, it implies the introduction of a new administrative culture and thus will require continuing top level commitment of the same quality, as well as considerable education and training for its institutionalization'. (Consolidated Report on UNESCO Secretariat Reform, 1992).

Nevertheless, with the Performance Appraisal System, UNESCO is now able to help staff members improve their performance, to anticipate staff training needs, to provide staff with a guide in self-evaluation, and to select for promotion to higher grades staff of recognized merit and potential.

A merit-based promotion system was introduced in March 1994 to ensure fairness and transparency. It is monitored by the Promotions Board. The purposes are: (i) to improve the performance of staff members by stimulating their productivity, the quality of their work and their sense of initiative and responsibility; (ii) to select for promotion to higher grades staff of recognized merit and potential; (iii) to strengthen the motivation and morale of staff members; and (iv) to base promotion policy on principles of justice and fairness and make it an essential part of UNESCO's integrated human resources policy.

In February 1995, a list was published of 203 staff members of recognized merit, suitable for promotion in 1995-1996. After one year, only 39 (i.e. 19.2%) of these have been promoted. On the other hand, 107 other staff members have also been promoted through competitive recruitment to vacant posts of a higher grade, reclassification of their post, or personal mid-career promotion (end-of-career promotions, granted under exceptional circumstances, are not included in these figures).

The merit-based promotion system will be reviewed after a two-year trial period in 1997, to take any corrective measures needed.

	Before 1991	Overall rating pattern under the new system ²	Target distribution of ratings ³
A	— ¹	12.2%	1 to 5%
B		63.9%	10 to 25%
C		22.7%	60 to 70%
D		0.8%	0 to 10%
E		0.4%	0 to 2%

1. Nearly all staff was appraised as 'Outstanding' under the system in force before 1991.
2. Based on 4,462 Performance Reports received as 12 June 95.
3. Targets based on normal distribution curve and indicated in a 1994 Administrative Circular.

Figure 17: Performance appraisal

Staff training and management development

UNESCO's training activities were, for a long time, rather basic, without programmes designed to develop the administrative and managerial skills of senior managers on the staff. Today, there is a marked improvement in UNESCO's policy. A senior management development programme extending over three years was conducted with the help of the Institute of Public Administration, Ireland. The first course of this cycle began in 1990.

Participants included most members of the Directorate, including the

Director-General himself, who attended

several of the initial training workshops. In

conjunction with this, separate programmes

were conducted for middle managers and

higher grade General Service staff upwards

on team work and team building. The

whole process involved nearly three hundred

middle and senior staff members. Senior

management workshops were also

held in the field: in Bangkok in 1992,

Nairobi in 1993 and Montevideo in 1994.

In addition, a Project Management pro-

gramme has been launched and a total of

435 staff members at all levels have followed

nine different courses in computer training.

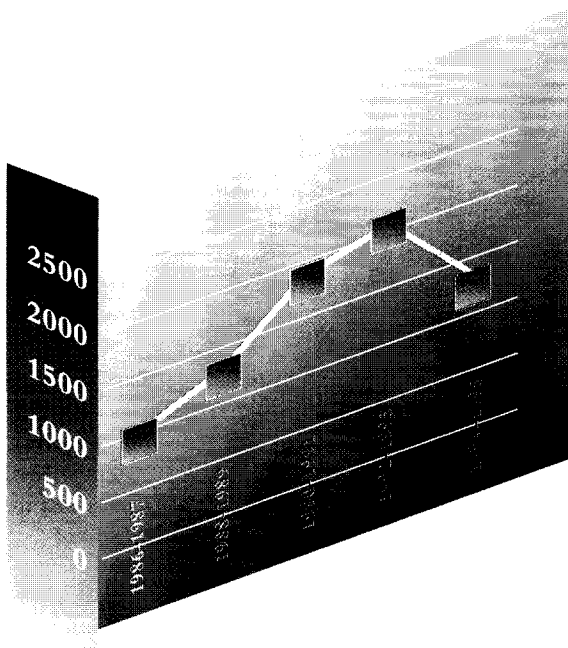
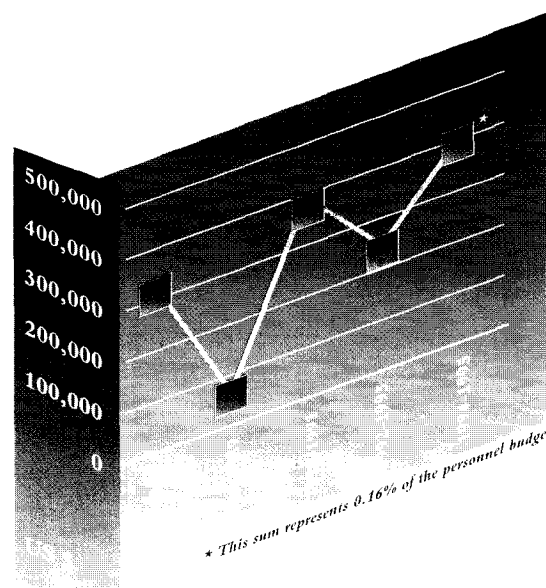


Figure 18:
Number of staff receiving training
over each two-year
from 1986 to 1995

Staff training directory and handbooks

A directory containing course descriptions for staff training (1995-1997) was first published in 1995 following an organization-wide survey in early fall 1994 to ensure a directory comprehensive in scope, responding to staff's real training needs and helping to increase productivity. Besides providing courses devoted to specific functions such as Administrative Officer (see Chapter 6), it contains a course description on Project Management, a structured approach to handling large and complex projects and programmes, aimed at the senior management and Director levels, both at Headquarters and in Field Offices. As a sequel to this, specialized handbooks on topics such as the budget and accounting processes are now planned. The first of the series, on the budget, will appear this year.

Figure 19:
Budget devoted to staff training
from 1986 to 1995



Staff Participation

1990 saw a number of changes to the consultation procedures between management and staff. The number of joint advisory bodies was reduced from 7 to 2 to simplify administration, one body, the Personnel Advisory Boards (PABs), to advise on decisions concerning individual staff members and the other, the Advisory Council on Personnel Policies (ACPP), to advise on decisions concerning staff rules and regulations and personnel policies.

At the same time, modifications to the composition and functioning of the joint advisory bodies provide for an equal number of staff representatives and management representatives. The former are now chosen from a panel of elected staff members – in the past they were selected by the staff associations or by the Director-General in consultation with staff associations. Members of the joint advisory bodies take part in a personal capacity, acting according to their own conscience and without any interference.

UNESCO is also, with the participation of its staff members, looking into the issues of health, safety and ergonomics at Headquarters.

Internal communication between management and staff has also been improved by: the periodic letter of the Director-General; meetings of the Director-General with the entire staff, periodic meetings at all levels of authority in sectors, bureaux and offices; occasional notes containing tips for improving management, and periodic meetings between the management and staff associations.

Career planning and mobility

Mobility of staff and rotation of staff between Headquarters and Field Offices to support the decentralization process¹, is a major concern of the Director-General who has stressed, on many occasions, the need constantly to match the means at UNESCO's disposal to the ends it has in view and to optimize skills in the Secretariat. Based on changing needs in carrying out programmes, the

1. See Chapter 4 above, Section 'Some data on the process of decentralization'

Mobility as part of its decentralization effort

From 1 January 1994 until 31 December 1995, 36 staff members were transferred from Headquarters to the Field Offices, 27 from the field to Headquarters and 23 transferred from one Field Office to another. However, despite these transfers, it was recognized that no sufficient breakthrough has been made to make this mobility (with or without promotion) more fluid. What UNESCO now needs is an institutionalized system for staff mobility.

Director-General redeploys, reassigns or transfers staff members from posts at Headquarters to posts in the field or vice-versa, or from one field post to another. He may also terminate or not renew the contracts of staff members whose skills are no longer needed.

Reducing staff numbers as part of a restructuring effort

In 1992, UNESCO reorganized several of its units (in particular the Office of Public Information and the Office of Publications and Periodicals), abolishing 60 posts. Thirty-two of these employees were assessed and reassigned to vacant posts on advice of a joint staff/management body, and 17 employees came to agreements on contract terminations.

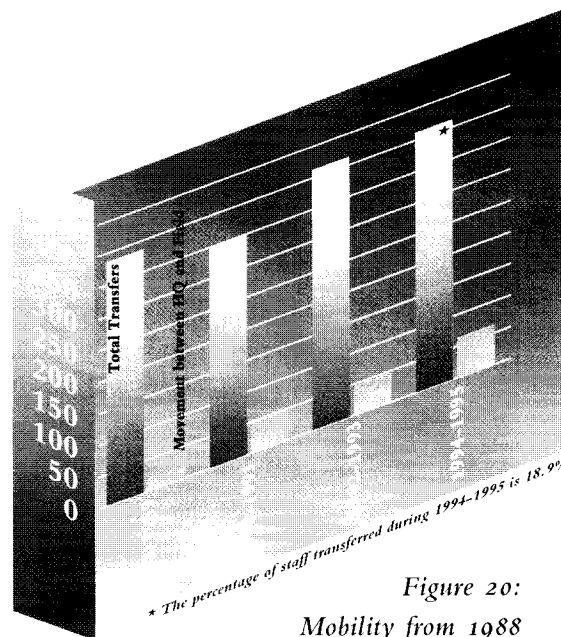


Figure 20:
Mobility from 1988
to 1995

Reform of the Bureau of Personnel

Since 1987, staff in the Bureau of Personnel has decreased from 133 to 93, and the Bureau itself has been restructured to create a Human Resources Development Division, staffed by recently appointed specialists in Recruitment and Career Planning. The result, in the words of K. Hammarskjöld and P. Wilenski: 'Considerable progress has been made on restructuring and professionalizing the Personnel Bureau.' (Consolidated Report on UNESCO Secretariat Reform, 1992). However these efforts have not yet brought tangible results as regards the institution of a career development system.

The Bureau of Personnel is now computerized. The interconnection of the different Local Area Networks will allow all sectors, bureaux and offices of the Secretariat to access the different human resources management computer applications in order to avoid duplication of work between their administrative units and the Bureau of Personnel itself.

Other reforms

The relevance and impact of other recent reforms cannot, as yet, be assessed. These include: a flextime system with positive verification of work attendance, as recommended by the United States General Accounting Office (GAO); and handling of disputes and appeals. Further, UNESCO is developing a policy to enable decentralization of staff from Headquarters to Field Offices and to improve mobility from one post to another.

Constraints

It must be said that UNESCO, like any public administration, is limited in its personnel policies by a number of political, legal and ethical constraints. Some of its goals may require new posts to be created meaning that, if zero staff growth is to be achieved, other posts must be eliminated. Such decisions cannot be taken either rapidly or lightly, requiring in equal measure sound judgement and compassion.

Management and administration

'It is a moral imperative that every dollar of its budget is administered and spent in the most effective way'

1988 at UNESCO

New Openings

UNESCO'S FOCUS IN MANAGEMENT AND ADMINISTRATION HAS BEEN ON CUTTING BACK ADMINISTRATIVE COSTS IN ORDER TO ALLOCATE A HIGHER PROPORTION OF THE BUDGET TO THE PROGRAMMES THEMSELVES. THIS HAS NECESSITATED, AS THIS CHAPTER ILLUSTRATES, SIMPLIFYING AND RATIONALIZING ADMINISTRATIVE PROCEDURES AND PRACTICES, DELEGATING AUTHORITY AND STRENGTHENING ACCOUNTABILITY, AS WELL AS COMPLETELY MODERNIZING INFORMATION SYSTEMS AND TELECOMMUNICATIONS.

Monitoring and reducing costs

One of the main thrusts of UNESCO's reform has been to monitor and reduce costs. Staffing, for example, has come under constant scrutiny. A review-on-vacancy system now determines whether to fill, abolish or transfer vacant posts. This gives a greater degree of flexibility and scope in reallocating resources. Recent staff reductions in administrative and support services are shown in Figure 21.

Administrative costs (Parts IV and V of the regular budget) which have always been very low in UNESCO, will be reduced from 16% of the budget for 1994-1995 to 15.5% for 1996-1997.

	1994-1995 vis-à-vis 1992-1993	1996-1997 ¹ vis-à-vis 1994-1995
Posts abolished	(85)	(83)
Posts created	24	43
Net reduction in posts	(61)	(40)

Figure 21:
Posts in Administrative or
Support Services

1. Figures for 1996-1997 are estimates

Simplifying and rationalizing procedures and practices

New UNESCO administrative manual

All the administrative regulations, procedures and practices for managing UNESCO's activities, as well as the rules governing finances, property and staff relations are defined and described in an Administrative Manual, a unique legal instrument. Since 1991, it has gone through a process of revision to (i) make it a modern, effective and user-friendly management tool against which staff's accountability can be measured, and (ii) further rationalize and simplify administrative procedures and practices. The Administrative Manual can be consulted in paper form and soon on-line.

Rationalized use of temporary assistance and external expertise

UNESCO needs, on occasion, to call upon temporary assistance and external expertise to cover short-term work overload or advise the Secretariat, Member States or its external partners. To avoid past abuses – inappropriate use of consultants, fee contractors, supernumeraries and temporary staff, no account taken of the nature, duration and place of work, status of the contractors, recruitment procedures, conditions of employment in general, and insufficient monitoring – UNESCO, in 1992-1993, revised the policy and procedures in the Administrative Manual. Now it contains clear criteria on the selection of contractor, duration of contract, level of remuneration and assessment of contractor's performance. A unified data base combining all kinds of contractors has been designed and is maintained by the Bureau of Personnel, allowing wide delegation of authority and reliable a posteriori control.

This is an advisory body, in operation since 1990, and composed of directors of central administrative services and administrative officers (AOs) of the sectors, bureaux and offices. It reviews practices and procedures applied to programme execution, financial administration, personnel management and general administrative matters. The aim of the Board is to further rationalize and streamline procedures, harmonize administrative practices within sectors, bureaux and offices and strengthen co-operation between their administrative units and central services, and to reduce administrative costs and staff to a minimum.

ACB has addressed issues such as staffing and structure of Administrative Officer Units (including improved training and recruitment) and simplifying the administration of, for example, contracts, obligations, procurement, travel and recruitment. In 1996, with new powers, it has been called upon to suggest reform in administration, computerization, decentralization and training.

Delegating authority and strengthening accountability

Delegated authority on staff issues

Since 1988, the Director-General has delegated increasing authority for personnel decisions to high-level officials. The Deputy Director-General is given full authority to decide on the appointment, career and employment termination of professional employees at P-4 and P-5 (i.e. higher and senior management) grades. The Assistant Director-General for Management is delegated similar authority over P-1 to P-3 (i.e. lower to middle management) professionals, and the Director of Personnel over General Service staff (i.e. secretaries, clerks and technicians).

Assistant Directors-General and Directors of sectors, bureaux and offices at Headquarters, as well as directors and chiefs of Field Offices, are authorized to transfer employees of the same grade within their units.

Delegated authority on programme and budget

Beginning 1987, the Director-General gave Assistant Directors-General and Directors of sectors, bureaux and offices increased power to approve, implement and amend their programme work plans. Prior to this, certain amendments required approval from the Director-General. Directors and Chiefs of Field Offices now enjoy wide authority in managing decentralized programme activities and projects. This gives managers a margin of flexibility to modify planned activities in the interests of achieving programme objectives.

More independence for administrative officers

In 1990, the Director-General placed Administrative Officers (AOs) of sectors, bureaux and offices, at Headquarters and in the field, under the overall authority of the Deputy Director-General for Management, now the Assistant Director-General for Management. Prior to this, they had reported to the Assistant Directors-General and Directors of sectors, bureaux and offices, the very people on whom they were supposed to enforce administrative regulations. The reforms have thus strengthened the authority and independence of AOs.

Functional autonomy of units serving intergovernmental programmes

Larger delegation of authority for financial and staff resources has been granted to units serving intergovernmental programmes, in particular to the International Bureau of Education (Geneva) and the International Institute of Educational Planning (Paris), and on an experimental basis to the Intergovernmental Oceanographic Commission and the World Heritage Centre. This should make them more accountable for the efficient and successful management of these programmes. This delegation covers approval of workplans, signature of contracts, administration of posts, appoint-

ment of staff up to P-3 level (middle management staff), agreements of co-operation with outside partners, and relations with the media.

Reporting system

Where authority is delegated, effective reporting and information at all levels is essential to sound management. The PROMIS computerized system of programme monitoring and information, described on page 9, has been developed to ensure better follow-up and information on how well activities are being carried out. This is currently replacing a previous reporting system, introduced in 1990, which relied on upwards, downwards and lateral communication within sectors, bureaux and offices, and regular staff meetings to discuss performance and improvements, and whose results were less effective than expected.

The result

According to the United States General Accounting Office (GAO), 'Authority for personnel and budget decisions has been delegated' and 'accountability strengthened'.

The delegation of authority is linked to accountability and to ensure this, UNESCO strengthened the Inspector General's office to provide independent appraisals on the efficiency of units at Headquarters and in the field as well as internal administrative and financial audits.

The Inspector General

The External Auditor

UNESCO's financial regulations require that an external auditor be appointed from the Auditors General, or equivalent organization, of one of the Member States. The External Auditor conducts an audit of UNESCO's accounts and issues a report, which provides an opinion on whether (i) UNESCO's financial statement fairly presents the financial position of the Organization, and (ii) its administrative practices conform to regulations and procedures in force. The External Auditor is completely independent and solely responsible for the conduct of the audit, and reports to UNESCO's governing bodies.

The External Auditor has always certified the accounts of the Organization.

Concrete changes brought about by the External Auditor's recommendations include: improved financial management in Field Offices by clarifying rules, training Field Office staff in financial reporting, and providing computer links to Headquarters; increased transparency of special funds (e.g. concerning headquarters utilization or publications and audiovisual materials) by adding an appendix to the budget document; no overtime payment to employees prior to a 3-month period during which they can be reimbursed with compensatory leave.

Modernizing internal information systems and telecommunications

New computerized informations systems

UNESCO has developed and continues to develop new computerized systems to provide information on programme implementation and its activities in Member States.

UNESCO the will to reform

The 'UNESCO in its Member States' system (UMS), for example, provides comprehensive information on individual programme activities, and activities in selected countries and regions. Similarly, the PROMIS system for evaluating programmes provides information on how well various activities are meeting their objectives.

Infrastructure improvements, Local Area Networks (LANs) and Wide Area Networks (WANs)

UNESCO has set up network links between Headquarters and Field Offices which also permit communication among Field Offices. Local Area Networks (LANs) have been installed in more than a dozen Field Offices and an equivalent number are currently being installed at Headquarters. It is anticipated that all larger offices, worldwide, will be connected by a Wide Area Network (WAN) during the current biennium, so users in the Field will have the same information services available to users at Headquarters. The smaller offices will also be connected directly to Headquarters although initially with more limited capabilities.

The period 1994-1995 saw a surge in the investment in infrastructure, including the start of cabling of the Paris Headquarters, development of LANs, purchase of equipment for the Internet, and acquisition of a new Enterprise Server to replace the obsolete mainframe computer. Infrastructure investment will continue in the period 1996-1997, the main challenge being to harness the new facilities to the process of modernization and more efficient use of administrative processes.

Computerized management systems

Administrative procedures, always heavy in an organization accountable to its Member States, have been simplified. Form filling has been cut down and an on-going project seeks to computerize as many administrative forms as possible. Unfortunately, to date, lack of internal microcomputer inter-connections has limited the scope for further-reaching improvements. However, current installation of LANs, WANs and microcomputer workstations will make it possible to pass on to the next phase: re-examining management systems and simplifying administrative circuits, and thereby reducing work and time involved in routine tasks.

Assessment so far

A recent external evaluation indicated that the Organization had increased the use of office automation tools, had made improvements in its management and administrative systems and had improved communications between Headquarters and Field Offices (see also, *Staff professionalization*, page 30). Improvements, noted the report, were needed in system planning, management structure and adoption of standards. Action has been taken to remedy these weaknesses and to establish a firm base for future development.

The governing bodies

'Since 1987, the governing bodies have become much more forceful in overseeing the Secretariat'

United States General Accounting Office
1992 Report

ALONG WITH REFORMS TO THE SECRETARIAT, THE GENERAL CONFERENCE AND THE EXECUTIVE BOARD HAVE INTRODUCED CHANGES IN THEIR WORKING METHODS RESULTING IN GREATER EFFECTIVENESS IN CARRYING OUT THEIR CONSTITUTIONAL MANDATE AS WELL AS IN ECONOMIES IN THE WAY THEY OPERATE.

The Executive Board

The main reform in the Executive Board aims at permitting Member States to act in a more concerted manner. Thus, since 1993, Members of the Board are the States themselves rather than individuals serving in a personal capacity.

Further, the Executive Board has itself set up a group of experts on finance and administration. The Secretariat provides input to this group in the form of budget summary information, including charts, tables on programme implementation and expenditure on personnel and other items, which the group then examines in preparation for the Executive Board's Finance and Administrative Commission. The result has been greatly improved budget supervision and reduced time needed for the Commission's deliberations, which themselves are now more effective and critical.

Other reforms to the Executive Board include: reduction by over 40 days of the total length of its sessions in each biennium (since 1990-1991); since 1995, business class rather than first class travel for Board Members in order to reduce operating

UNESCO comprises three bodies: the General Conference of Member States, the Executive Board and the Secretariat.

The General Conference, which is sovereign, 'shall determine the policies and the main line of work of the Organization'. Meeting usually in the latter half of every second year, the representatives of all Member States – 185 at the moment – following the principle of one vote per country, finalize the Organization's programmes, the amount and breakdown of its regular budget, decide on the Conventions and Recommendations, elect members of the Executive Board, and usually every six years, name the Director-General.

The Executive Board is more of a legislative body, representing all of the Member States between sessions of the General Conference. Since November 1995, the Board comprises 58 members. It is responsible for the effective execution of the programme adopted by the General Conference, and can take any measures necessary to this effect. It also prepares, among other things, the agenda of the General Conference and any recommendations to be submitted to the sovereign body. The Board normally meets twice yearly.

The Secretariat is UNESCO's executive branch. Under the authority of the Director-General, the staff implements the adopted programme and provides to the legislative bodies all necessary elements and propositions required for the successful accomplishment of their work.

costs; a mechanism to enable the Members of the Board to forego the travel expenses and/or the daily subsistence allowance provided to their representatives; draft decisions submitted by each of the Executive Board's commissions now adopted globally instead of separately; and a number of internal reports of the committees now replaced by oral reports.

In addition, several of the reforms in the Secretariat – the new personnel policy, financial reporting and budget techniques and decentralization policy – have come about due to in-depth studies by the Executive Board.

The General Conference

The most important reform of the General Conference has been the reduction of the duration of sessions from between 31 and 37 days before 1989, to 24 working days in 1991, and to 23 working days in 1993 and 1995 (27th and 28th sessions). This reform, made possible by improved methods of work, is doubly significant since the number of Member States increased from 150 to 185 during the period 1980 to 1996. In addition, the number of pages of documentation produced for the event has been reduced from 47,400 to 21,000.

However, reforms of the General Conference are not confined to quantity. The focus is not just on reducing costs but on improving the quality of the debate and the efficiency of decision-making. During the 28th session in 1995, debate on general policy at ministerial level preceded the different discussions on UNESCO's programmes within the various commissions, and an entirely new commission was devoted to activities crossing over disciplines and between the different sectors. Special sessions were organized to cover the reports of the Commission for Education for the 21st Century and the Commission for Cultural Development, while a joint session of several different commissions debated the educational, scientific and cultural implications of new information and communication technologies.

Other technical reforms covered procedures for voting and adopting reports at the plenary. In a further move, the General Conference requested its President to establish an ad hoc working group of qualified specialists from Member States whose mandate will be to examine the Conference's structures and function and recommend the most effective means of reattributing its original function as a fully-fledged policy-making body.

Medium-Term strategy for 1996-2001

'The Medium-Term Strategy for 1996-2001 aims at a lean and flexible Organization in which initiative and creativity will prevail over routine. The key principles that will guide the functioning of the Organization as it moves towards the third millennium are transparency, responsibility and accountability. The watchword is less bureaucracy and more reflection and action.'

UNESCO Medium-Term Strategy
1996-2001

UNESCO'S REFORMS ARE ANTICIPATING A FUTURE IN CONSTANT FLUX. REFORMS ACHIEVED SO FAR WILL BE CONSOLIDATED IN THE PERIOD 1996-2001, AND PLACED IN THE BROADER CONTEXT OF DEVELOPMENTS EXPECTED IN THE STRUCTURE AND GOVERNANCE OF THE UNITED NATIONS SYSTEM AND CHANGES ANTICIPATED IN THE CONDUCT OF INTERNATIONAL RELATIONS.

A clear vision of the role and purposes of UNESCO

The Medium-Term Strategy 1996-2001 is in itself a major reform, illustrating both UNESCO's will and ability to strengthen intellectual co-operation. The Strategy, the result of wide consultation and dialogue between Member States, National Commissions, NGOs, eminent intellectuals, other UN organizations and the

UNESCO Executive Board, traces a clear and forward-looking vision of UNESCO's role in and contribution to the pursuit of the indissociable themes 'development for peace' and 'peace for development'.

Strategies for development

- Promoting lifelong education for all
- Assisting in the advancement, transfer and sharing of knowledge
- Enhancing the concept of cultural heritage and promoting living cultures
- Promoting the free flow of information and the development of communication

Strategies for peace-building

- Encouraging education for peace, human rights and democracy, tolerance and international understanding
- Promoting human rights and the fight against discrimination
- Supporting consolidation of democratic processes
- Encouraging cultural pluralism and dialogue between cultures
- Contributing to conflict prevention and post-conflict peace-building

UNESCO tomorrow

The UNESCO of tomorrow will have to be even more relevant and focused in its activities, even more effective and efficient, even more responsive to rapidly changing circumstances, and to expand even more its presence in the international arena. It will have to mobilize the most outstanding expertise in its own fields of work: for the Secretariat, 'know who' is just as essential as 'know-how'.

The immediate challenge is to optimize its capacity to implement the Medium-Term Strategy adopted in the run up to the new millennium and to assist Member States in realizing the objectives they have set for themselves and for UNESCO. Anticipation and vision are the essential qualities UNESCO needs to face the long-term challenges of the future.

UNESCO the will to reform

Reform Agenda 1996-2001

Programme planning and implementation

- ◆ *Improved evaluation to consolidate priority work*
- ◆ *Innovation in ways programmes are carried out, contributing directly to development of human resources and endogenous capacities*
- ◆ *Reform of programming cycle, including revised presentation of Programme and Budget working document*
- ◆ *Reinforce UNESCO's co-operation with national and international partners and develop new partnerships*

Management and administration

- ◆ *Consolidate the decentralization process*
- ◆ *Adapt structures and working methods to an increasingly transdisciplinary approach*
- ◆ *Consolidate delegation of authority at all levels and increase staff accountability*
- ◆ *Modernize working methods through increased use of advanced electronics and telecommunications*
- ◆ *Reduce to a minimum resources allocated to non-programme activities*
- ◆ *Consolidate staff policy reforms and develop human resources planning linked to programme strategy to achieve a balance between the necessary core of staff and short-term expertise and to ensure the recruitment of new talent to meet changing needs*

List of UNESCO outside management reviews and institutional arrangements for consolidating the reform process

Final Report of the Independent Commission, Chaired by Knut Hammarskjöld, on the functioning of the Organization	20 December 1989
Report by the Panel of International Advisers, Chaired by Dr Peter Wilenski	2 February 1990
Consolidated Report on UNESCO Secretariat Reform by Knut Hammarskjöld and Dr Peter Wilenski	15 January 1992
UNESCO – Status of Improvements in Management, Personnel, Financial and Budgeting Practices (United States General Accounting Office)	June 1992
UNESCO – Improvements in Management Practices (United States General Accounting Office)	March 1993
Report to the Director-General – UNESCO, by the Senior Advisory Group (see below) Part I - Consolidation of Existing Reforms Part II - Introduction of New Reforms	1 October 1993
Establishment of the Office of Management Co-ordination and Reforms, reporting directly to the Director-General, responsible for the consolidation of existing reforms and the coherent devel- opment and application of new reform measures.	February 1994
Appointment of an Assistant Director-General for Management and Administration in charge of all central administrative and support services	October 1994
Follow-up reports of the Senior Advisory Group	September 1994, February 1995 November 1995 April 1996

Members of the Senior Advisory Group

Mr. C.L. Sharma (Chairman), Deputy Director-General, UNESCO 1989-1993; Previously, Deputy Managing Director, Air India, 1978-1989; Currently, Managing Director, Tata Ltd., London.

Mr. J. Fobes, Deputy Director-General, UNESCO 1971-1977; Previously, Chief of Mission, U.S. AID, India; Currently, President, United Nations Association (Western North Carolina, U.S.A.); Member of Club of Rome.

Mr. K. Hammarskjöld, Swedish diplomat; Previously, Head of a number of international agencies; Currently, on the Board of Directors of several public and private corporations.

UNESCO the will to reform