

국제연합교육과학문화기구(UNESCO) 헌장

1953. 7. 6 공포
조 약 제26호
제정 1945. 11. 6
발효 1946. 11. 4

이 헌장의 당사국 정부는 그 국민을 대신하여 다음과 같이 선언한다.

전쟁은 인간의 마음속에서 생기는 것이므로 평화의 방벽을 세워야 할 곳도 인간의 마음속이다.

인류 역사를 통해 상호간의 생활양식과 삶에 대한 무지는 사람들 사이에 의심과 불신을 가져온 공통적 원인이었으며 이러한 상호간의 차이점들이 너무도 자주 전쟁으로 이어져왔다.

이제 막 끝난 가공할 대 전쟁은 인간의 존엄, 평등, 상호존중이라는 민주주의 원리를 부정하고, 대신 무지와 편견을 통해 인간과 인종의 불평등주의를 확산시킴으로써 발생된 사건이었다.

문화의 광범한 보급과, 정의·자유·평화를 위한 인류 교육은 인간의 존엄성을 수호하기 위해 반드시 필요한 것이며, 또한 모든 국민이 상호 관심과 협력의 정신으로써 완수해야 할 신성한 의무이다.

오로지 정부 간 정치적·경제적 타협에 근거한 평화는 세계 모든 사람들의 일치되고 영속적이며 성실한 지지를 얻을 수 있는 평화가 아니다. 따라서 평화를 잃지 않기 위해서는 인류의 지적·도덕적 연대 위에 평화를 건설하지 않으면 안 된다.

이러한 이유에서 이 헌장의 당사국은 교육의 기회가 모든 사람에게 충분하고 평등하게 주어지고 객관적 진리가 구속받지 않고 탐구되며 사상과 지식이 자유로이 교환되어야 함을 확신하면서, 국민들 사이의 소통수단을 발전시키고 증가시키는 동시에, 서로를 이해하고 서로의 생활을 더욱 진실하고 더욱 완전하게 알기 위하여 이 소통수단을 사용할 것을 동의하고 결의한다.

그 결과 당사국은 국민들의 교육·과학·문화상의 관계를 통하여, 국제연합의 설립 목적이며 또한 그 헌장이 선언하고 있는 국제평화와 인류공동의 복리라는 목적을 촉진하기 위하여 여기에 국제연합교육과학문화기구를 창설한다.

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2017 유네스코 전략포럼 개요

□ 목적 및 필요성

- 최근 미국의 유네스코 탈퇴 및 유산 등재를 둘러싼 회원국 간 갈등 심화 등으로 인해 유네스코 내 위기의식 대두
- 이러한 가운데 오드리 아줄레 신임 유네스코 사무총장 취임에 따라 대내외 환경 변화가 예측됨
- 아울러 한국의 유네스코 집행이사회 의장국 진출을 계기로 한국의 유네스코 내 기여와 역할에 대한 기대가 높아지고 있음
- 이에 유네스코를 둘러싼 대외적 환경과 한국의 국내적 상황을 복합적으로 고려한 한국의 對 유네스코 전략과 비전을 재정립할 필요가 있음

□ 회의개요

- 일 시: 2017년 12월 21일(목) 13:00-15:00
- 장 소: 서울 롯데호텔 36층 벨뷰스위트
- 주 최: 외교부, 유네스코한국위원회
- 주 제: 전환기 유네스코 전략 재정립
- 참가자: 유네스코 관련 정부부처·기관 관계자 및 전문가, 일반인 등 50여명
- 프로그램

시간	세부내용
13:00-13:20	개회 - 개회사: 김광호 유네스코한국위원회 사무총장 - 환영사: 이은용 외교부 문화외교국장 - 축 사: 최영한 교육부 국제협력관

13:20-14:50	라운드테이블 - 좌장: 홍승목 전 네팔대사 - 발제: 임현목 유네스코한국위원회 교육본부장 - 패널: 류석진 서강대 정치외교학과 교수 서경호 서울대 명예교수 정우탁 유네스코 아태국제이해교육원장 조동준 서울대 정치외교학부 교수 최동주 숙명여대 국제관계대학원 교수
14:50-15:00	정리 및 폐회

□ **기대효과**

- 유네스코 관련 활동의 현황 점검과 다양한 관련 의견 수렴
- 향후 한국의 對 유네스코 전략 수립의 구체적 방향 및 내용 참조

라운드테이블 발제문

“유네스코 협력의 새 장을 향하여”

유네스코 협력의 새 장을 향하여¹⁾

임현목

유네스코한국위원회 교육본부장

미국의 탈퇴, 신임 사무총장 취임, 한국의 집행이사회 의장국 수임 등으로 한국의 유네스코 협력에 있어 새로운 환경이 조성되었다. 미국의 탈퇴로 중국과 일본의 영향력이 한층 더 커질 것으로 전망되는 가운데, 유네스코에 대한 재정 기여 규모를 계속 늘리고 있는 한국은 이 새로운 환경에 맞게 유네스코와 협력의 목표와 비전을 조정할 필요가 있다. 이 글은 그러한 작업을 준비하는 차원에서 추후 본격적인 연구와 논의의 주제를 제안하는 데에 목적을 두고 작성하였다.²⁾ 먼저 미국 탈퇴의 영향을 가늠해 보고, 신임 사무총장이 이끌어 나갈 유네스코의 방향을 전망한 다음, '유네스코의 정치화' 문제를 살펴보면서 몇 가지 주제를 제안해보고자 한다.

미국 탈퇴와 그 영향

레이건 행정부에 이어 트럼프 행정부가 지난 10월 유네스코 탈퇴를 단행했다. 미국은 이미 2011년부터 유네스코 정규예산의 22%에 달하는 분담금을 납부하지 않아 5억불 이상을 체납하고 있었다. 어떤 논평가는 이번 탈퇴 선언을 “여러 해 동안 별거해온 부부의 이혼 결정”으로 표현했다.

레이건은 1983년 유네스코가 신국제정보질서와 같은 반서방 이념에 경도되어 있다는 이유로 탈퇴 결정을 내렸다. 전임 행정부의 데탕트 외교에 중지부를 찍고 소련과 사회주의권에 대한 힘의 우위를 바탕으로 그 붕괴를 추구한 레이건 행정부 입장에서 미국이 추구하는 가치와 질서를 부정하려는 시도는 것으로 보이는 유네스코에 미련을 둘 여지는 없었다. 특히 창립 당시부터 '정보의 자유로운 흐름'을 유네스코의 핵심사업으로 강력하게 지지해온 미국에게 여기에 도전하는 '신국제정보질서'와 같은 사상을 인정하고 유포한다는

1) 이 글은 필자의 개인적인 견해와 제안을 담은 것이며, 유네스코한국위원회의 입장을 반영한 것은 아니다.
2) 유네스코한국위원회는 내년에 <전환기 한국-유네스코 협력의 비전과 전략>에 관한 정책연구를 수행할 예정이다.

것은 용납할 수 없는 일이었다. 이후 미국은 2003년까지 유네스코를 떠나 있게 된다.

트럼프 대통령은 취임 후 파리 기후변화 협약 탈퇴, 환태평양 경제동반자 협정(TPP) 협상 철회, 북미자유무역협정(NAFTA) 파기 위협, 이란 핵협정 파기 위협, 무슬림 국가 국민의 미국 입국 제한, 영국 극우정당(Britain First)의 무슬림 혐오 동영상 트위터 공유, 예루살렘을 이스라엘 수도로 인정하는 선언 등으로 2차 대전 이후 미국이 주도적으로 구축하고 지탱해온 세계질서의 토대를 스스로 허물고 있다. 트럼프 대통령의 친 이스라엘, 반 무슬림, 반 이란 정책은 그의 핵심 지지층인 기독교 복음주의 세력과 보수 유대계를 겨냥한 것일 뿐, 국제사회의 여론과는 동떨어진 것이다.

유네스코에서 이스라엘에 비우호적인 결정이 나온 것은 비단 최근만의 일만 아니다. 예루살렘의 세계유산과 관련된 의제는 아랍권 국가 주도로 지난 수십 년 동안 유네스코 집행이사회와 총회에 빠짐없이 상정되어 개도국의 지지를 등에 업고 매년 통과되었다. 이들 예루살렘 관련 결의안의 내용은 약간씩 변해 왔으나, 그 기조는 대체로 예루살렘 소재 세계유산 보호와 보존에 필요한 조치를 취하도록 이스라엘 당국을 압박하는 것이었다.

2011년에는 유네스코 총회에서 팔레스타인의 가입안이 찬성 107, 반대 14, 기권 52로 통과되었다. 미국, 영국, 캐나다 등이 반대표를 던졌고, 한국과 일본 등은 기권하였다. 미국은 팔레스타인을 국가로 승인하는 국제기구에 재정 지원을 금지하는 국내법을 근거로 팔레스타인의 유네스코 가입시 모든 재정 지원을 중단할 것임을 경고하였고, 이는 현실이 되었다.

지난 7월 세계유산위원회는 팔레스타인의 헤브론 구도시 세계유산 등재 신청안을 표결에 부쳐 찬성 12, 반대 3, 기권 6으로 가결했다. 이스라엘 대표는 이에 대해 격분했으며, 네타냐후 총리는 “또 하나의 망상에 사로잡힌 유네스코의 결정”이라고 비난했다. 미국과 이스라엘은 팔레스타인의 등재 신청을 좌절시키려 했으나, 세계유산위원회 21개국 위원국 중 반대는 3개국에 그쳤다.

언론 보도에 따르면 미국은 이때 바로 유네스코 탈퇴를 발표하려 했으나, 유네스코 사무총장 선거가 곧 있으니 이를 지켜본 뒤 결정해도 늦지 않을 것

이라는 서구 국가의 의견을 받아들여 탈퇴 선언을 미루고 있었다고 한다. 지난 10월 유네스코 집행이사회에서 신임 사무총장 후보 선정을 위한 1차 투표 결과 카타르 후보가 58표 중 19표 득표로 1위를 차지하자 미국은 바로 탈퇴 발표 결정을 내렸다고 한다. 미국의 탈퇴 성명에 거론된 탈퇴 이유 중 하나가 바로 유네스코의 반 이스라엘 편향이었다.

미국의 탈퇴가 유네스코에 미칠 영향에 대해서는 여러 측면에서 검토해 볼 수 있다. 재정과 관련해서 2011년부터 분담금을 안 내고 있었던 만큼 새삼스러울 것이 없다. 더욱이 유네스코는 1985년부터 2003년까지 거의 20년 가까이 미국이 비회원국인 기간을 버틴 경험이 있다. 아마 그렇기 때문에 유네스코에 큰 동요는 없을 것 같기도 하다.

한편 분담금 규모 2위 일본(9.68%)과 3위 중국(7.92%)의 영향력은 지금도 상당하지만 어느 정도 더 커질 것은 분명하다. 미국의 탈퇴 발표 직후 중국 외교부는 “중국은 유네스코의 가치를 높게 평가한다”며 “중국은 회원국과 협력해 유네스코에서의 활동을 강화할 것”이라고 밝힌바 있다. 하지만 이번 신임 사무총장 선거 과정에서 드러난 바 있듯이, 당분간 유네스코에서 중국의 영향력이 확대되는 데에는 한계가 있을 것으로 보인다.

일본은 위안부 기록물의 세계기록유산 등재 심사와 관련하여 그 영향력을 확실하게 각인시킨 바 있다. 분담금을 무기로 유네스코 사무국과 주요 회원국을 압박함으로써 심사 유보라는 결과를 이끌어낸 일본은 미국이 떠난 유네스코에서 최대주주가 되었음을 실감했을 것이다.

하지만 그 후폭풍도 만만치 않다. 많은 사람의 눈에 유네스코는 ‘돈’의 힘에 휘둘리는 부도덕한 기구로 비쳐졌을 것이며, 큰 실망을 안겨줬을 것이다. 실제로 한국에 위안부 기록물 심사 유보 결정 소식이 전해지자, ‘유네스코에 실망했다’, ‘한국도 유네스코를 탈퇴하라’는 여론이 인터넷에 비등했다. 앞으로 또 유사한 사안을 비슷한 방식으로 처리할 경우 유네스코의 신뢰도가 또 다시 떨어질 수 있으며, 해당 국가는 국민의 탈퇴 요구 속에서 미국의 선례를 따를 수도 있다.

미국 탈퇴 며칠 뒤 페퍼다인 대학의 바블라스 교수는 워싱턴포스트 기고문에서 “유네스코 자체가 그다지 중요하지는 않지만, 탈퇴가 반복되고 그 비효

이 누적되어 발생하는 결과가 중요한 것”이라고 지적했다. 미국에 이어 다른 나라가 줄줄이 유네스코나 다른 국제기구에서 탈퇴하는 현상이 벌어진다면, 그로 인해 세계질서가 크게 훼손될 수 있다는 것이다.

미국 탈퇴의 영향에 대해서 좀 더 거시적으로 살펴볼 필요도 있다. 미국의 탈퇴는 트럼프 대통령 개인의 충동적인 행위가 아니라, 영국의 브렉시트, 유럽의 극우세력 부상 등과 같은 이 시대의 특정 조류에 속하는 것으로 볼 수 있다. 이들은 모두 외국인과 이주민에 대한 배척을 특징으로 하며, 세계화에 대한 분노를 밑바탕에 깔고 있다. 특히 유럽에서 이 분노의 불길은 이슬람을 향해 분출되고 있다.³⁾ 미국의 탈퇴를 촉발한 것이 세계유산위원회의 팔레스타인 신청안 가결이었다는 점에서, 그 또한 서구사회에서 확산되고 있는 반세계화, 반이슬람 정서와 맞닿아 있다고 볼 수 있다.

많은 논평가가 현 세계질서에 중대한 변화가 일어나고 있다고 말한다. 미국의 패권 쇠퇴와 중국의 부상은 이미 돌이킬 수 없는 현실이 되어 있고, 시장의 자유를 앞세우며 지난 수십 년 지속된 신자유주의적 경제 세계화에 많은 나라의 시민이 분노와 저항의 깃발을 치켜들고 있다. 배타적 민족주의도 바로 이 큰 물결 속의 한 갈래 흐름이 되고 있다. 전후 세계질서가 요동치고 있으며 불확실성이 커지고 있다. 트럼프 대통령은 국제협약 파기와 국제기구 탈퇴 등으로 그 불확실성을 부채질하고 있다.

전 세계적으로 부상하고 있는 이와 같은 배타적 민족주의와 관련성 속에서 미국의 탈퇴를 바라볼 때 유네스코에 주는 시사점은 두 가지 상반된 방향에서 생각해 볼 수 있다. 하나는 유네스코의 중요성과 적실성이 재확인된다는 점이다. 배타주의와 극단주의에 대한 대처를 위해 유네스코의 가치가 그 어느 때보다 크게 인식될 수 있다는 것이다. 실제로 대다수 회원국은 폭력적 극단주의 대처를 위한 교육과 정보커뮤니케이션 분야의 활동을 대폭 강화하도록 유네스코에 촉구하고 있다.

이와 반대로 유네스코의 주변화 내지 부차화가 한층 더 심화될 수도 있다. 지식정보혁명과 함께 유네스코의 지적, 도덕적 리더십이나 영향력은 이미 크게 축소되어 있다. 이런 마당에 배타적 민족주의가 확산된다면 그 영향권 안

3) 지난 11월 11일 폴란드 바르샤바에서 6만명이 모인 대규모 극우집회가 열렸다. 여기에서 ‘이슬람에게 홀로코스트를’이라는 구호가 등장했다.

에 들어가 있는 많은 사람들에게 유네스코는 별 의미 없는 기구로 인식되거나, 그나마 가치가 있다면 자기 민족의 우수성을 널리 알리기 위한 홍보의 장 정도로 여겨질 것이다.

안타깝게도 현재 후자의 흐름이 더 강화되고 있는 느낌이다. 물론 자국의 문화적 우수성을 홍보하려는 경향이 새로운 것은 아니다. 유네스코는 탄생할 때부터 인류 공동선 증진에 기여하기 위한 지식인과 문화예술인의 국제협력 촉진자의 모습과, 각자 나름대로 정의한 국가이익을 추구하려는 정부대표들의 협의 조정 기구로서의 모습을 지닌 야누스적 성격을 띠고 있었다.

일본이 노골적으로 분담금을 압박수단으로 활용하면서 위안부 기록물 등재를 막은 것이나, 최근 세계유산위원회나 무형유산 정부간위원회에서 전문가의 평가가 부정적인데도 불구하고 각국의 외교 로비로 인해 무더기 등재 결과가 나오는 것은 모두 유네스코의 두 측면 중에서 한쪽으로 무게추가 크게 기울고 있다는 점을 보여준다.

신임 사무총장의 딜레마

프랑스 올랑드 정부에서 문화부 장관을 역임한 오드리 아줄레(Audrey Azoulay)가 11월 13일 유네스코 제11대 사무총장으로 취임했다. 모로코 이민자 가정 출신으로 프랑스 국립행정학교를 졸업한 아줄레 사무총장은 문화부장관 재직시 그전까지 줄어들던 문화 예산을 늘리는 업적을 세운 것으로 알려져 있다.

아줄레 사무총장은 취임사에서 특별히 단합(unity)을 강조했다. 그는 일부 회원국이 유네스코에서 해결할 수 없는 문제를 끌어들이 분열을 일으킴으로써 유네스코를 정치적 곤경에 빠뜨리고 있다고 말했다. 그러면서 유산은 복잡한 사안이며, 특히 관련 분쟁이 생생하게 진행되고 있는 상황에서 그것은 매우 민감한 문제가 된다고 하면서, 이 문제에 있어 유네스코의 역할은 대화의 공간을 만들어내는 것이라고 덧붙였다.

‘정치화’를 경계하고 ‘대화’를 강조하는 아줄레 사무총장의 입장은 취임 직전 AFP와 한 인터뷰에서도 드러난 바 있다. 미국 탈퇴에 관한 의견을 밝히는

과정에서 그는 유네스코가 해결할 수 없는 분쟁에 발목을 잡히지 않도록 이런 문제는 피해 가는 것이 좋다는 취지로 말했다고 국내 언론이 전했다.

이와 같은 아줄레 사무총장의 견해는 유네스코에서 주도적 영향력을 행사하고 있는 제네바 그룹의 입장과도 상통한다. '정치화'에 대한 경계경보의 주된 발원지 역시 제네바 그룹이다.⁴⁾ 아줄레 사무총장의 '탈정치화' 정책은 제네바 그룹의 든든한 지원을 받을 것이 확실하고, 유네스코를 '살균처리 (sanitization)'하고자 하는 시도는 더욱 강화될 것이다.

유네스코는 과연 아줄레 사무총장의 희망대로 '단합'을 이뤄낼 수 있을까? 논란이 예상되는 사안을 유네스코의 논의 테이블에 올리는 일 자체를 사전에 차단하거나 회피할 수 있을까? 회원국이 이런 호소에 순순히 따라줄 것인가? 한국만 해도 위안부 기록물 등재 신청건을 유네스코가 공정한 절차에 따라 처리해 줄 것을 요구하고 있지 않은가?

여기서 아줄레 사무총장은 심각한 딜레마에 빠질 수밖에 없다. 아줄레 사무총장의 정견에 따르면 회원국의 단합을 위해서는 회원국 사이에 갈등과 분열을 일으키는 사안이 의제화되는 것을 막아야 한다. 하지만 이는 회원국의 권리를 제한하는 성격의 조치로서 회원국 자신의 자발적인 동의와 협조가 전제되지 않으면 성립할 수 없다. 문제는 모든 회원국이 이런 방향으로 움직이지는 않을 것이라는 데에 있다. 갈등의 소지가 있는 사안의 의제화를 막을 장치도 없지만, 위에서 언급한 것처럼 최근의 (배타적) 민족주의 강화 경향 속에서 각국의 국익 우선 행동 방식은 좀처럼 누그러들지 않을 것이기 때문이다.

그동안 정치적으로 민감한 문제가 유네스코에서 처리되어온 방식을 보면 주로 총회나 집행이사회에서 지역그룹 간, 선진국과 개도국 간 세 대결로 결론을 내는 경우가 대부분이었다. 신임 사무총장이 자신의 공약대로 이런 관행에 종지부를 찍고 유네스코에 단합의 새 바람을 불어넣을지 현재로서는 알 수 없다.

4) 제네바 그룹은 분담금 1% 이상 회원국으로 구성된 비공식 협의체로서, 중국과 브라질은 참여하지 않고 있다. 한국은 제네바 그룹에 옵서버로 참여하다 2006년에 정회원이 되었다. 일본은 2011년까지 10여년 동안 공동 의장직을 수행했을 정도로 여기서도 상당한 영향력을 유지해왔다.

유네스코의 '정치화'

최근 고노 다로 일본 외무상이 파리 유네스코 본부에서 아줄레 신임 사무총장과 만나 세계기록유산 제도개선을 요구하자, 아줄레 사무총장은 “회원국과 차별하게 협의하면서 제도 개선을 진행할 것”이라고 답했다고 한다. 아줄레 사무총장은 고노 외무상에게 “유네스코의 정치화를 막는 것이 중요하다”며 “정상화를 향해 협력할 것”이라고 말했다고 한다.

고노 외무상은 아줄레 사무총장에게 “회원국간 우호와 상호이해 촉진이라는 유네스코 설립 취지와 목적에 반하는 상황이 생기는 것은 피해야” 한다면서 세계기록유산 제도 개선을 촉구했는데, 아줄레 사무총장은 이러한 일본의 문제의식에 공감하고, 이를 ‘유네스코의 정치화’라는 구도에서 접근하고 있음을 드러낸 것이다.

현재 유네스코에는 ‘정치화 피로증’ 내지 ‘정치화 혐오증’이 번져 나가고 있다. 정치적 갈등은 유엔에서 해결할 문제이지 유네스코에서 다룰 일이 아니라고 하면서, 정치적 갈등의 소지가 있는 이슈를 제기하는 것 자체를 금기시하는 태도가 확산되고 있는 것이다. 바야흐로 ‘정치화’가 유네스코의 최대 화두로 떠오른 셈이다.

그렇다면 유네스코에서 ‘정치화’는 무엇을 의미하는가? 최근 많은 회원국이 ‘정치화’를 우려하는 목소리를 내고 있지만, 그 의미는 각기 다를 때가 많다. 첫째, 영토나 국경 분쟁 당사국이 그것의 교육, 문화, 정보커뮤니케이션 버전을 유네스코 테이블에 상정하는 경우가 있다. 이스라엘-팔레스타인 갈등이 대표적이며, 최근에는 크림반도를 둘러싼 우크라이나와 러시아의 갈등이 유네스코 집행이사회 의제로 계속 올라오고 있다.

둘째, 어떤 유산이 과거사 해석이나 역사 인식의 갈등과 관련되어 있거나, 특정 문화유산의 기원을 놓고 인접국이 다투는 경우 정치적 갈등이 고조된다. 일본 근대 산업유산의 세계유산 등재 신청건과 관련하여 한국과 일본의 갈등이 심화된 바 있으며, 위안부 기록물의 경우도 그렇다.

셋째, 유엔이나 여타 국제기구에서의 논쟁 사안과 관련된 문제가 유네스코에서 다뤄질 때 갈등이 재연된다. 기후변화에 관한 윤리 선언 제정과 관련하여

일부 선진국 그룹은 지난 수년간 줄기차게 그 필요성을 부정하였으며 개도국 그룹은 추진 필요성을 주장했다.

과연 이러한 ‘정치화’가 문제일까? 갈등의 소지가 있는 사안을 사전에 차단하는 ‘살균처리’ 처방은 인류의 지적, 도덕적 연대 위에서 평화를 증진하고자 하는 유네스코의 사명에 적합한 방식인가? 오히려 이러한 ‘정치화’ 현상은 유네스코가 ‘태생적으로 정치적인 기구’이기 때문에 벌어지고 있다고 보는 것이 더 현실적일 것이다. 유네스코는 평화 증진을 사명으로 하는데, ‘평화’는 그 자체가 정치적이며, 교육, 과학, 문화, 정보커뮤니케이션 등 유네스코의 활동영역도 정치성이 모두 강하기 때문이다(홍승목 2013, 107-8).

정치적으로 민감한 사안을 배제하고 정치적 갈등을 일으킬 여지가 있는 쟁점을 차단한다고 해서 평화 증진의 임무가 더 효과적으로 수행될 것이라고 장담할 수 없다. 이러한 배제와 차단으로 누군가는 이득을 보고 다른 누군가는 손해를 보게 된다. 사실 이번에 ‘정치화’ 담론의 가장 큰 수혜자는 일본이었다.

그렇다면 ‘정치화’를 어떻게 막을 것인가가 아니라, 정치적으로 민감한 사안을 어떻게 다룰 것인가라는 문제에 힘을 모으는 것이 현명할 것이다. 아울러 ‘정치화’의 모든 유형을 똑같은 방식으로 다루기보다는 유형별로 다른 접근법을 취하는 것이 바람직할 것이다.

유네스코 협력의 목표와 과제

(논의주제 제안 1) 한국은 유네스코와 협력의 목표를 어디에 두어야 하는가?
한국이 유네스코에 기대하는 것은 무엇인가?

한국은 대체로 지금까지 유네스코 협력의 목표를 국가 이미지 제고에 뒀다. 세계유산과 무형유산 등재가 가장 중요한 유네스코 관련 외교 현안이며, 최근 위안부 기록물과 관련하여 세계기록유산도 중요 사안으로 떠올랐다. 한국 문화의 우수성을 세계에 널리 알리고 주변국의 역사왜곡에 맞서 한국의 역사를 제대로 알리는 것이 유네스코 협력의 주된 목표였다.

이런 가운데 최근 몇 년 동안 유네스코에 대한 자발적 기여금 규모가 상당히 커졌다. 한국의 정규 분담금은 13위이지만, 거기에 더해 추가로 제공하는 신탁기금 등 자발적 기여금은 세계 6위이다.⁵⁾ 그런데 이 자발적 기여금의 목적 역시 한국의 이미지 제고에서 크게 벗어나지 않는다.

일반적으로 한국은 공적개발원조의 목적을 개도국 빈곤감소와 자립성장 기반 조성에 두고 있다. 하지만 이를 통해 어떤 가치를 추구하고자 하는지에 대한 고민이 부족하다. 공적개발원조가 국내적으로 국민의 자긍심과 만족감을 높이는 데 기여할지는 모르나, 그것이 국제적으로 어떤 가치 실현에 기여하고자 하는 것인지가 명확하지 않다는 것이다(류석진 2013, 12-3).

공적개발원조에 관한 국내 담론은 수원국에서 공여국으로 바뀐 유일한 국가로서 국제사회의 도움에 보답해야 한다는 식의 당위론적 호소가 주를 이룬다. 국제사회에서 어떤 가치가 실현되는 데 기여하고자 한다는 적극적인 논리는 찾아보기 어렵다.

일본은 10년 넘도록 유네스코에서 지속가능발전교육(ESD)을 꾸준히 추구해왔다. 재정 지원은 말할 것도 없고, 유네스코 총회와 집행이사회에 안건으로 올려 토의되도록 하고, 유네스코 사업계획에 포함되도록 하는 등 지속적인 노력을 기울임으로써 ESD가 전세계 교육계에 널리 퍼지고 주류화되도록 했다.

북유럽 국가들은 언론의 자유를 집중적으로 추구해왔다. 특히 스웨덴은 언론인의 안전 이슈를 주도적으로 이끌어왔다. 집행이사회에서 이에 관한 결의안 초안을 지속적으로 제출하여 이 사안을 유네스코의 주요 의제로 만드는 데 앞장섰다(부록 참조). 앞서 언급한 것처럼 미국의 관심사는 창설 초기부터 줄곧 정보의 자유로운 흐름이었다.

이와 같이 일부 국가는 자신이 추구하는 가치와 질서를 세계에 확산하고 그것이 많은 나라에서 주류화되도록 하는 데에서 유네스코와 협력하는 의미를 찾았다. 이를 위해 전략적으로 재정 지원과 인적 지원을 집중한 것은 물론이다.

5) 2016년말 현재 한국의 자발적 기여금 규모는 1198만불에 달한다. 2015년 말의 946만불에서 크게 늘어난 규모다. 한국은 자발적 기여금 규모에서 이탈리아, 스웨덴, EU, 브라질, 노르웨이에 이어 6번째 공여국이다.

한국은 유네스코에서 무엇을 기대하는가? 한국의 문화유산과 자연유산을 세계유산으로 인정해주고, 한국의 국제개발협력 활동의 파트너가 되어주는 것으로 만족하는가? 유네스코가 전세계에 어떤 가치와 규범을 전파하는 것이 한국에게 유리할 것인지에 대해서는 큰 관심을 기울이지 않아도 괜찮은가? 극단주의와 배타주의가 고조되는 상황에서 유네스코가 어떤 활동에 우선순위를 두고 역량을 집중하는 것이 자국의 이익에 부합하는 일인지는 세계 6위의 자발적 기여금 공여국가라면 당연히 고민해야 할 문제가 아닐까?

(논의주제 제안 2) 세계유산과 세계기록유산을 놓고 국가간 갈등이 심화되어 일부 회원국이 탈퇴하기도 하는 현 상황에서 그런 갈등의 당사국이기도 한 한국은 어떤 대안을 제시할 수 있는가?

2015년 일본 산업유산 관련 한국과 일본의 대립, 2015년 난징 대학살 기록물의 세계기록유산 등록에 대한 일본의 반발, 2017년 팔레스타인의 헤브론 세계유산 신청안 관련 이스라엘의 반대, 2017년 위안부 기록물의 세계기록유산 등록 저지를 위한 일본의 분담금 납부 지체. 최근 2년 동안 세계유산과 세계기록유산 때문에 벌어진 심각한 갈등 사례들이다.

사정이 이 정도라면 세계유산과 세계기록유산 사업이 평화와 지속가능발전에 기여한다는 유네스코의 사명에 부합하는지 근본적인 검토를 해야 마땅할 것이다. 세계유산 사업에 관해서는 이미 홍승목 대사가 2013년에 획기적인 대안을 제시한 바 있어(홍승목 2013, 113-16),⁶⁾ 여기에서는 세계기록유산에 한정하여 논의의 단초를 제시해보고자 한다.

세계기록유산(Memory of the World) 프로그램의 취지는 소멸이나 소실 위험에 놓인 중요 기록물을 보존하고 여기에 많은 사람들이 쉽게 접근할 수 있게 하자는 데에 있다. 이런 취지를 널리 알리기 위해 국제 등록부를 만들어 1997년부터 등재를 시작했다.

2015년 중국이 난징 대학살 기록물을 국제 등록부에 올린 것이 사태의 발단

6) 홍 대사가 제안한 대안의 요지는 한 나라 안의 특정 명소가 대상이 되는 세계유산 프로그램은 그 속성상 국가 간 경쟁을 부추기고 평화 증진에 기여하는 바는 미미하므로, 여러 국가가 역사적으로 서로 교류한 경로를 발굴하여 공동으로 등록하는 ‘문화교류통로(Cultural Exchange Routes)’ 프로그램을 신설하자는 것이다.

이 되었다. 이때까지만 해도 일본은 이 프로그램에 큰 관심은 없었다고 볼 수 있다. 현재 한국의 등재 기록물이 16점에 달하는 반면, 일본은 7점에 불과하다는 사실에서도 그런 면이 드러난다. 중국의 난징 대학살 기록물 등재에 대해 기록물의 진정성이 의심된다면서 강력하게 반발한 일본은 그때부터 세계기록유산 제도 개선을 요구하기 시작했다. 그리고 관련 당사국이 신청안에 이의를 제기할 수 있도록 하고, 이 문제가 관련 당사국 사이에서 원만하게 해결되지 않는 한 심사가 진행되지 못하도록 하는 개선안을 제시하였다.⁷⁾

이런 가운데 지난 10월 말에 열린 국제자문위원회는 위안부 기록물에 대해 관련국과 대화하라는 권고와 함께 심사 보류 결정을 내렸다. 기록물의 진위와 중요성에 대한 판단을 방기하고 당사국간 협의에 모든 것을 떠넘긴 처사였다(서경호 2017).

위에서 본 것처럼 신입 아줄레 사무총장은 유네스코의 정치화를 중대한 문제로 보고 대화를 강조하고 있다. 아울러 유네스코에 상당한 영향력을 미치는 제네바 그룹도 '정치화 피로증'을 호소하고 있다. 앞으로 세계기록유산 프로그램은 일본이 의도하는 방향으로 개편될 가능성이 크다고 볼 수 있다. 일본의 개편안은 위에서 지적한 것처럼 기록물의 진위와 중요성에 대한 전문가의 판단을 가로막고 당사국간 협의를 제도화함으로써 특정 국가의 입장에서는 덮어두고 싶은 역사적 사실에 관련된 기록물의 등재를 합법적으로 저지할 수 있는 길을 터주게 된다.

이런 개편안은 세계기록유산 프로그램의 원래 취지와는 동떨어진 것이며, 유네스코에서 최근 전문가의 평가를 정치적 담합이나 로비로 뒤집는 경향이 강화되는 흐름과도 상통하는 것일 뿐이다.

한국은 이와 달리 세계기록유산 프로그램의 취지를 더 잘 살리는 대안을 모색할 필요가 있다. 이는 본격적인 연구가 필요한 과제이므로, 여기서는 아이디어 차원에서 두 가지 제안을 해보고자 한다. 우선 국제 등록부가 기록유산 프로그램의 취지에 여전히 부합하는지 검토할 필요가 있다. 사실 국제 등록부에 올랐다고 해서 유네스코가 보존에 필요한 실질적인 지원을 해줄 수 있

7) 국내 언론은 지난 10월 일본 언론을 그대로 인용하며 유네스코 집행이사회가 일본의 제안을 수용하여 당사국간 사전협의 절차를 도입하는 개혁안을 만장일치로 채택했다고 보도했다. 이는 명백한 오보로, 당시 집행이사회는 유네스코 사무총장에게 세계기록유산 프로그램에 대한 포괄적 검토를 할 것과 그러한 검토를 위한 실행계획을 204차 집행이사회(18년 4월)에 제출할 것을 요구하는 내용의 결의안을 채택했다(부록 참조).

는 것은 아니다. 그 책임은 여전히 해당국에 있다. 국제 등록부의 의미가 세계기록유산의 중요성에 대한 인식을 높이는 데 있었다면 그 역할은 이제 다 했다고 봐도 좋지 않을까?

그렇다면 국가의 기록유산 보존을 촉진하고 지원할 대체 장치가 필요할 것이다. 그런 장치를 구상하는 데 '유네스코 관련 기념일 프로그램(Programme for UNESCO's Association with the Celebration of Anniversaries)'이라는 제도를 참고할 만하다. 이는 각국이 자국의 역사적 인물의 탄생 또는 사망일이나 역사적 사건 발생일의 50년 또는 100년 단위로 기념할 때 이를 유네스코와 관련된 기념일로 기릴 수 있도록 하는 것이다.

여기에서 착안점은 각국이 유네스코와 관련하여 기념하고 싶은 인물이나 사건을 선정하여 유네스코에 제출한다는 것이다. 이런 방식을 원용하여 각 회원국이 기록유산으로 보존하고자 하는 기록물 목록을 자체적으로 작성케 한 다음, 유네스코는 각국의 목록을 종합한 데이터베이스를 구축하고 관리하는 역할을 담당하는 방안을 구상해 볼 수 있다. 유네스코는 기록유산 목록 작성에 어려움을 겪는 개도국에 기술적 지원을 제공하는 데 집중하고, 각국의 목록을 집대성한 데이터베이스 구축 관리를 통해 기록유산에 대한 접근성을 확대하는 역할을 맡는 것이다.

(논의주제 제안 3) 한국은 유네스코에 대한 자발적 기여금 규모를 계속 늘려왔다. 여러 다양한 공여주체가 참여하는 이 사업에서 전략적 접근을 강화하는 방안은 무엇인가?

앞서 잠시 언급한 것처럼 한국의 자발적 기여금 규모는 2016년 말 기준으로 세계 6위에 이른다. 정규 분담금을 훨씬 상회하는 약 130억원 규모의 자발적 기여금을 교육부, 코이카, 문화부, 문화재청, 해수부, 지자체 등이 유네스코에 지원 하고 있다. 그런데 이렇게 다양한 공여주체가 각자 사업을 추진하다보니 전체적으로 공동의 목표를 추구한다든지 상호 연계성이나 통합적 효과를 추구한다든지 하는 체계성이 부족한 면이 있다. 공여주체의 다양화라는 측면에서는 분명히 강점을 보이고 있지만, 분명한 목표를 정하고 그 달성을 위해 공동으로 노력하는 전략적 접근은 부족한 편이다.

현재 자발적 기여와 관련해서 외교부가 전체적인 총괄 역할을 담당하고 있

고 유네스코한국위원회가 여러 공여주체간 정보공유를 지원하고 있다. 자발적 기여 사업의 전략적 접근을 강화하기 위한 초기 인프라는 어느 정도 마련되어 있는 셈이다. 그렇다면 앞으로 추진해야 할 과제는 무엇이고 어떤 절차와 체계로 그것을 수행할 것인가가 문제다.

사실 이 문제는 첫째로 제안한 논의주제와 긴밀하게 연결되어 있다. 한국이 유네스코와 협력하여 얻고자 하는 목표가 무엇인지 명확하게 설정이 되어야 자발적 기여 사업에 대한 전략적 접근을 강화하는 과제도 추진이 가능할 것이다. 다만 첫 번째 제안에서는 유네스코 협력 전체를 총체적으로 바라보면서 그 목표를 설정하는 데에 주안점을 두었다면, 여기서는 자발적 기여 사업을 수행하는 여러 다양한 주체가 어떻게 하면 그러한 목표를 공유하는 가운데 그 실현을 위해 일관되게 나아갈 수 있는가에 초점을 맞추고 있다.

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※ 참고: 11대 유네스코 사무총장 후보 선정 투표 결과

	1차	2차	3차	4차	5차	6차
카타르	19	20	18	22		28
프랑스	13	13	18	18	31	30
이집트	11	12	13	18	25	
레바논	6	3	4	-		
중국	5	5	5	-		
베트남	2	5	-	-		
아제르바이잔	2	-	-	-		

위 표는 지난 10월 파리에서 열린 집행이사회회의 신임 사무총장 후보 선출 투표 결과를 정리한 것이다. 처음부터 프랑스 후보와 아랍권 후보 2명의 3자 대결 구도로 진행되었음을 알 수 있다. 만약 1차 투표 이후 카타르 후보와 이집트 후보가 단일화에 성공하여 양쪽 지지표를 모두 흡수했다면 2차 투표에서 과반수 득표로 승리했을 것이다. 그러나 마지막 최종 투표에서조차 이 두 후보의 지지표는 결집하지 못했다.

이번 선거에서 아랍권 후보가 승리하지 못한 직접적인 원인은 분열에 있다고 할 수 있지만, 더 근본적인 원인은 유네스코에 흐르고 있는 아랍권에 대한 부정적 기류에 있다고 봐야 할 것이다. 8년 전에도 이집트 후보가 선두를 달리다 불가리아 후보에게 역전을 당한 것도 이 때문이었다고 할 수 있다.

하지만 유네스코가 아랍권에 대해 명시적으로 부정적인 태도를 보여 온 것은 아니다. 오히려 미국과 이스라엘의 강력한 반대를 무릅쓰고 팔레스타인에 우호적인 결정을 취해 왔다. 2011년 팔레스타인의 회원국 가입 신청을 받아들인 것이 대표적이다. 그럼에도 불구하고 이번 선거에서도 드러났듯이 유네스코의 저변에는 아랍 출신 후보가 제시하는 비전과 그 선거운동 방식에서 표출되는 부정적인 이미지에 대한 거부감이 온존하고 있다.

참고자료

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**Address by Ms Audrey Azoulay,
on the occasion of her installation as
Director-General of UNESCO**

UNESCO, 13 November 2017

Madam President of the General Conference,
Mr Chairperson of the Executive Board,
Honourable Ministers,
Chairpersons of the regional groups,
Distinguished Heads of Delegation,
Madam Director-General, dear Irina,
Ladies and Gentlemen, Dear friends,

I would like to thank you for having expressed, this afternoon, your confidence, your hopes, your questions sometimes, and your lucidity with regards to our situation.

I would like to salute the other eight candidates who came from all over the world to present their visions and projects to you during the election process and in public hearings.

I am proud of the work we shared for a while, on behalf of France in my case and UNESCO in yours, to protect heritage in conflict areas. When mausoleums were being destroyed in Timbuktu and its manuscripts threatened, when the ancient sites of Palmyra and Nimrod were under attack, you took action and called upon the international community to shoulder its responsibilities.

Each of the ten Director-Generals who preceded me sought to contribute to the sustainability of the world and the efficiency of this Organization, among others, and they did not stand alone, but with the expert teams that I am proud to join and of whose unflinching commitment and even devotion to the missions of UNESCO I am fully aware.

Allow me, here, as subtly invited to do by the President of the General Conference, to turn briefly to personal matters.

My country, France, holds as an ideal the universal, and defends a humanist vision of the world. France, in the words of Léon Blum, wished to host UNESCO in Paris, the city of light and enlightenment, cinema, jazz and cafés. It is a country that was wounded, like so many others, to the bone, in these cafés, in a concert hall, two years ago exactly, on 13 November 2015. It was no coincidence – and we all know this – that these attacks happened in a place of music and of sharing, in places where young people meet in a context of diversity and joy.

I grew up in France, but with the good fortune of coming from another country, like millions of French people. France and Morocco, Europe and Africa, the North and the

South. Morocco has the tremendous advantage in the world today of having diverse roots, which it upholds even in its Constitution.

It is no coincidence that my professional commitments have all been marked by a taste for cultural diversity, this “fruitful diversity of the cultures” that holds a prominent place in the Constitution of UNESCO.

Remaining on a personal note, I would like to evoke a memory from my visit as Minister of Culture to an exceptional prehistoric site, the Cave of Pont-d’Arc, known as Grotte Chauvet-Pont d’Arc, in the Ardèche department of France. The cave painters used the hollow wall of the rock to emphasize the shapes of the animals, using emptiness to give form, and techniques that we consider to be modern and that therefore connect us immediately through the centuries. Entering this prehistoric cave is like entering an artist’s studio left behind by our ancestors more than 35,000 years ago. It conveys a message that we must hear: that of our unity, beyond chronological, geographical or cultural divides – a unity that expresses itself so well in our relationship with the arts.

Ladies and gentlemen, the period in which we live is one of multiple and global challenges that are obviously not those of 1945: massive environmental degradation, obscurantism, terrorism, questioning of the contribution of science, deliberate attacks on cultural diversity, oppression – over and again – of women, and massive displacement of populations. Our collective inability to prevent these tragedies may be explained by a common blindness: the lack of value generated from knowledge, the denial of universal values and the absence of a global and humanistic response.

In the face of these challenges that we share, and which know no borders or walls, a world without collective intelligence would be powerless.

Without unity in our overall assessment of the situation, we would be reduced to recognizing the interweaving of the mechanisms at work, prisoners of old frameworks of analysis.

Without unity in our action, we would be reduced to taking isolated initiatives, with fragmented governance.

Without the unity of our countries, we would go astray in selfish attitudes, forgetting our basic duties.

In the face of today’s challenges I believe in the need for concerted strategies within the framework of multilateralism – this is what we have collectively managed to achieve with the 2030 Agenda for Sustainable Development and the Paris Agreement on Climate Change.

UNESCO’s promise and what we owe to the world is to work in this multilateral framework by acting on the root causes of our collective destiny, transmitting universal values of peace through education, sciences and freedoms. This is indeed why each of these dimensions is the preferred target of terrorists who fear their power much more than the power of weapons.

By virtue of its missions, its voice and its action, UNESCO is in direct contact with the future of humanity in the long term. Education – provided that it is of quality and guaranteed to all, both girls and boys and throughout life – is a powerful factor of individual emancipation and collective development. We know to what extent the educational emergency is the challenge of our century and how far we are from the goal set by the 2030 Agenda.

The sciences, supported by sound ethical principles, are the foundation upon which the sustainable wellbeing of populations can be ensured, upon which we can drive social transformation and sustainably manage our impact on the environment. We must listen to the voices of scientists who are bravely and lucidly sounding the alarm. It is the responsibility of UNESCO to fight, particularly in the context of its scientific competences, but also with the power of education, for an urgent and ambitious implementation of the Paris Agreement. And climate change does not spare world heritage sites, as recalled today by the International Union for Conservation of Nature (IUCN).

Freedom of expression and communication, strengthened by the protection of journalists, is a basic criterion for universal access to the truth. It is our responsibility to fight for this right.

Culture is the best antidote to ideologies that glorify death and is a powerful pillar of development. It allows each of us to open up to others in their diversity without denying our own identity, quite the opposite. Freedom of creation is a fundamental issue and part of our fight for freedom. Without creativity, there is no living heritage. That is why we must reconnect with creators, especially the younger generations.

This mandate is exercised with a key priority given to Africa and women.

To Africa, in the conviction that it is the continent that crystallizes the challenges and solutions of our common future. Constant attention must be paid to ensuring the operational implementation of this priority.

To women and girls, to restore their rightful place as agents of their own destiny and a force of progress in our societies. Everywhere, the voices of women are being heard, louder and louder, telling us how far we still have to go to ensure true equality. They are the ones who convey the transformation of the world and we must support them in each of our actions.

In the face of the challenges of today's world UNESCO acts precisely where the only credible and sustainable answer lies. We must convey these ambitions with determination, as well as clarity.

Because the implementation of UNESCO's mission is challenged by the difficulties we face together, both financial and political.

We face financial difficulties owing to the lack of resources and the non-payment of contributions. Some are withdrawing from the community of nations at a time when our problems are common. As a result, the universality of our action is diminished, and their capacity to contribute to the common good is reduced. We must always maintain dialogue, keep our door open, but also act with civil societies around the world who wish to maintain this common work.

When arrears accumulate, when assessed contributions are taken hostage, some programmes are jeopardized and part of our action paralyzed.

I call on the responsibility of Member States which cannot tailor their involvement to suit themselves alone, but must prove themselves steadfast partners by their unwavering commitment to the common good. I would also like to thank those who have made commitments beyond their assessed contributions. At this time of crisis, I am convinced that more than ever we must engage in UNESCO, support, strengthen and improve it, not weaken it.

We face political difficulties, also, when some of our Members tear each other apart, bringing divisions to UNESCO's table that cannot be resolved in this forum. We know

full well that the world suffers from competing and sometimes violently opposed visions. We know full well that heritage is a complex matter and a particularly sensitive one when conflicts are still raw or there has been no work on history and shared memory. Our role is to seek to create spaces for dialogue and rapprochement in our fields of competence.

I will always try to bring together as much energy as possible to attain this objective and to be available at your side, alongside the Member States, which are ultimately the decision-makers on these sensitive issues.

So here we are at a moment of truth for the credibility of UNESCO, because it is absolutely critical today that UNESCO's vocation and relevance are not called into question, quite the opposite. UNESCO's mission is more crucial than ever. It is this strategic relevance that is essential and that should enable us to stand together in the service of its mandate. There can be no solution without this renewed unity and confidence; this is what I shall strive for, because I am convinced that these objectives are within reach of a UNESCO at peace with itself and revitalized.

That is why my first goal will be to create the conditions for unity within our institution.

This requires a renewed, profound dialogue with the Member States and among the governance bodies. Rest assured that I will be particularly attentive and open to what you have to say, since my own mandate involves seeking points of equilibrium in the service of the Member States.

Ladies and gentlemen, the unity that we must rebuild can only be achieved if it is based on universal values and in the long term.

UNESCO's unique role, especially in these times of uncertainty, is to be the institution that knows how to understand the long term.

This supposes that we continue thinking, nurturing the crucial link with intellectual circles, especially in all scientific areas, that continuously probe the complexities of the current era.

UNESCO has always deliberated over its primary role, whether as an intellectual forum or an operational organization. Clearly, it must be both of these, and if it aims to carry weight in the course of events, it must reconcile these two functions. The conceptual debate must not be overly academic and the operational action should be guided by clear rules. If I had to define UNESCO in four words, I would say that it is 'collective intelligence in action'. UNESCO is expected to be a productive force of norms and an orchestrator of international cooperation, bringing together the normative and operative as effectively as possible.

Ladies and gentlemen, our Organization has clear skills to provide for the 2030 Agenda and the Paris Agreement on Climate Change within the United Nations system. It requires from us more effort to build alliances with other stakeholders: United Nations agencies of course, States, regional organizations, the network of National Commissions, cities and civil societies.

And to tackle the financial problems facing us, we must be able to identify and raise financing for labelled projects or those identified as strategic. This means knowing how to build partnerships, whether public or private, global or local, while fully maintaining our values and ambitions. I believe in reinforcing efforts when seeking financing, and I believe in coherent and harmonized management of relations with the various donors.

We must also of course be able to keep improving our Organization and operations.

A wide array of programmes can be seen as a sign of vitality, but also as a problem with setting and ranking priorities. Choosing priorities means being able to take action on the key issues, it means focusing one's efforts on the areas offering the greatest chance of achieving tangible results.

This strategic assessment must also be a shared assessment, which is essential for genuine compatibility between our political project and our work on the ground. It is an essential platform for increased transparency and a better understanding of our work. It is also the only assessment that would allow us to continue playing a strategic role in a world with limited resources.

To achieve this objective, we need more accountability, and a stronger culture of accountability requires effective evaluation mechanisms.

We also need to build consensus around decentralization and flexibility, to focus more on delivery on the field. Our action must be adapted to each country, each reality, especially taking into account the extreme vulnerability of some of our Member States.

Naturally, a lot has already been done to this end, particularly in recent years; but we must maintain and step up these efforts. They are essential in order to restore trust and credibility.

And I think we must also communicate better on what we do, in ways that everybody understands.

Ladies and gentlemen,

We must finally address a crucial issue that cuts across each of the pillars of our mandate: the reconciliation between the unprecedented digital and scientific revolution that we are living and the humanist values that we uphold. No institution is better placed for this than UNESCO and it is a major enterprise of our century.

Madam President,

I should like to conclude with a message of trust and even faith in our Organization. In spite of all the limitations and constraints, UNESCO has demonstrated, throughout its history, a genuine ability to provide creative responses to the challenges of our time. There are many examples in the fields of cultural heritage, environmental protection, bioethics, gender equality, quality education, knowledge of the oceans and hydro-hazards. In each of these areas, to name but a few, the standards and practices put in place by UNESCO are now essential references and we should be proud of them.

My goal is that we all come together to draw the face of UNESCO as we head towards 2030: a modern UNESCO, so that our Organization may participate fully in redefining the parameters that will shape the world of tomorrow with or without us. My ambition is that UNESCO plays a major role in giving a human face to globalization.

We are at a moment of truth in which our collective responsibility is engaged and at a time when UNESCO has never been so necessary. It is up to us, collectively, to make the right decisions to shape the Organization and bring it into the twenty-first century, to act responsibly, each one of us according to our place.

The dream of the founders of UNESCO has not been fulfilled and we owe it to the younger generations to pursue this ambition with them and for them.

Thank you very much. *Muchas gracias. Shukran. Merci beaucoup.*



United Nations
Educational, Scientific and
Cultural Organization

UNESCO/BFM/150

Member States' Assessed Contributions for 2018

Paris, December 2017

Distribution limited

Member States' Assessed Contributions for 2018

1. The contributions due from Member States to the regular budget of the Organization for 2018 are assessed in accordance with:
 - The provisions of Article 5 of UNESCO's Financial Regulations relating to the remittance of contributions by Member States;
 - 39 C/Resolution 91 fixing the assessment on Member States to USD 326.5 million in 2018;
 - 39 C/Resolution 68 on the Scale of assessments and Currency of Member States' contributions:
 - the scale of assessments of UNESCO for the year 2018 shall be calculated on the basis of the scale of assessment adopted by the United Nations General Assembly at its 70th session;
 - contributions to the budget shall be assessed in EUR for 47% of the amount using the constant rate of USD 1 = EUR 0.869, and in USD for the remaining 53%;
 - 39 C/Resolution 70 maintaining the level of the Working Capital Fund at USD 30 million for 2018. In accordance with Article 6.2 of the Financial Regulations, Members States may make voluntary advances to complement the level of the Working Capital Fund. Such advances, whether mandatory or voluntary, remain funds repayable to Member States.
2. In line with 38 C/Resolution 84.III on the incentive scheme for prompt payment of contributions, Member States who pay in full their contribution **by 28 February 2018** and have no outstanding payment plans will be eligible to receive a discount corresponding to the effective interest earned between the date of payment and the end of June of the relevant year.
3. Accordingly, the following tables are attached to this document:
 - **Table I** - Scale of assessment and amounts assessed to each Member State for 2018;
 - **Table II** - Incentive scheme for prompt payment of contributions: Distribution of the available resources of 2016 to eligible Member States.
4. With reference to the currency of payment (39 C/Resolution 68), unless the amounts assessed in USD and in EUR are **received simultaneously and in full**, credit will be given against the contributions due in the proportion in which they are assessed (47% EUR and 53% USD) using the United Nations operational rate of exchange prevailing on the date of receipt.
5. Furthermore, should a Member State wish to pay in a currency other than USD or EUR, a request to that effect should reach the Bureau of Financial Management no later than end of February 2018. The Organization will do its best to accommodate any such request, but it must be stressed that payment in currencies other than USD or EUR may be made only with UNESCO's prior agreement, provided that there is a foreseeable need for that currency in the remaining months of the year.
6. For more information on assessed contributions, please contact Ms Theptheyv Sopraseuth, Contributions Officer (t.sopraseuth@unesco.org).

Scale of assessment and amounts assessed to each Member State for 2018
Barème des quotes-parts et montants mis en recouvrement auprès de chaque Etat membre pour 2018

	Member States	Rate of assessment/ Taux des quotes-parts %	2018 contributions (both amounts are payable) / Contributions 2018 (les deux montants sont dus)		Etats membres
			USD	EUR	
1	Afghanistan	0.006	10,383	8,001	Afghanistan
2	Albania	0.008	13,844	10,668	Albanie
3	Algeria	0.161	278,603	214,697	Algérie
4	Andorra	0.006	10,383	8,001	Andorre
5	Angola	0.010	17,305	13,335	Angola
6	Antigua and Barbuda	0.002	3,461	2,667	Antigua-et-Barbuda
7	Argentina	0.892	1,543,562	1,189,503	Argentine
8	Armenia	0.006	10,383	8,001	Arménie
9	Australia	2.337	4,044,062	3,116,445	Australie
10	Austria	0.720	1,245,924	960,137	Autriche
11	Azerbaijan	0.060	103,827	80,011	Azerbaïdjan
12	Bahamas	0.014	24,226	18,669	Bahamas
13	Bahrain	0.044	76,140	58,675	Bahreïn
14	Bangladesh	0.010	17,305	13,335	Bangladesh
15	Barbados	0.007	12,113	9,335	Barbade
16	Belarus	0.056	96,905	74,677	Bélarus
17	Belgium	0.885	1,531,448	1,180,169	Belgique
18	Belize	0.001	1,730	1,334	Bélize
19	Benin	0.003	5,191	4,001	Bénin
20	Bhutan	0.001	1,730	1,334	Bhutan
21	Bolivia, Plurinational State of	0.012	20,765	16,002	Bolivie, Etat plurinational de
22	Bosnia and Herzegovina	0.013	22,496	17,336	Bosnie-Herzégovine
23	Botswana	0.014	24,226	18,669	Botswana
24	Brazil	3.823	6,615,510	5,098,062	Brsil
25	Brunei Darussalam	0.029	50,183	38,672	Brunéi Darussalam
26	Bulgaria	0.045	77,870	60,008	Bulgarie
27	Burkina Faso	0.004	6,922	5,334	Burkina Faso
28	Burundi	0.001	1,730	1,334	Burundi
29	Cabo Verde	0.001	1,730	1,334	Cabo Verde
30	Cambodia	0.004	6,922	5,334	Cambodge
31	Cameroon	0.010	17,305	13,335	Cameroun
32	Canada	2.921	5,054,645	3,895,223	Canada
33	Central African Republic	0.001	1,730	1,334	République centrafricaine
34	Chad	0.005	8,652	6,667	Tchad
35	Chile	0.399	690,450	532,076	Chili
36	China	7.920	13,705,164	10,561,510	Chine
37	Colombia	0.322	557,205	429,395	Colombie
38	Comoros	0.001	1,730	1,334	Comores
39	Congo	0.006	10,383	8,001	Congo
40	Cook Islands	0.001	1,730	1,334	Iles Cook
41	Costa Rica	0.047	81,331	62,676	Costa Rica
42	Côte d'Ivoire	0.009	15,574	12,002	Côte d'Ivoire
43	Croatia	0.099	171,315	132,019	Croatie
44	Cuba	0.065	112,479	86,679	Cuba
45	Cyprus	0.043	74,409	57,341	Chypre
46	Czech Republic	0.344	595,275	458,732	République tchèque
47	Democratic People's Republic of Korea	0.005	8,652	6,667	République populaire démocratique de Corée
48	Democratic Republic of the Congo	0.008	13,844	10,668	République démocratique du Congo
49	Denmark	0.584	1,010,583	778,778	Danemark
50	Djibouti	0.001	1,730	1,334	Djibouti
51	Dominica	0.001	1,730	1,334	Dominique
52	Dominican Republic	0.046	79,601	61,342	République dominicaine
53	Ecuador	0.067	115,940	89,346	Equateur
54	Egypt	0.152	263,029	202,696	Egypte
55	El Salvador	0.014	24,226	18,669	El Salvador
56	Equatorial Guinea	0.010	17,305	13,335	Guinée équatoriale
57	Eritrea	0.001	1,730	1,334	Erythrée
58	Estonia	0.038	65,757	50,674	Estonie
59	Ethiopia	0.010	17,305	13,335	Ethiopie
60	Fiji	0.003	5,191	4,001	Fidji
61	Finland	0.456	789,085	608,087	Finlande
62	France	4.859	8,408,257	6,479,593	France
63	Gabon	0.017	29,418	22,670	Gabon
64	Gambia	0.001	1,730	1,334	Gambie
65	Georgia	0.008	13,844	10,668	Géorgie
66	Germany	6.389	11,055,845	8,519,884	Allemagne
67	Ghana	0.016	27,687	21,336	Ghana

Scale of assessment and amounts assessed to each Member State for 2018

Barème des quotes-parts et montants mis en recouvrement auprès de chaque Etat membre pour 2018

	Member States	Rate of assessment/ Taux des quotes-parts %	2018 contributions (both amounts are payable) / Contributions 2018 (les deux montants sont dus)		Etats membres
			USD	EUR	
68	Greece	0.471	815,042	628,090	Grèce
69	Grenada	0.001	1,730	1,334	Grenade
70	Guatemala	0.028	48,453	37,339	Guatemala
71	Guinea	0.002	3,461	2,667	Guinée
72	Guinea-Bissau	0.001	1,730	1,334	Guinée-Bissau
73	Guyana	0.002	3,461	2,667	Guyana
74	Haiti	0.003	5,191	4,001	Haïti
75	Honduras	0.008	13,844	10,668	Honduras
76	Hungary	0.161	278,603	214,697	Hongrie
77	Iceland	0.023	39,800	30,671	Islande
78	India	0.737	1,275,342	982,807	Inde
79	Indonesia	0.504	872,147	672,096	Indonésie
80	Iran, Islamic Republic of	0.471	815,042	628,090	Iran, République islamique d'
81	Iraq	0.129	223,228	172,024	Iraq
82	Ireland	0.335	579,701	446,730	Irlande
83	Israel	0.430	744,094	573,415	Israël
84	Italy	3.748	6,485,727	4,998,048	Italie
85	Jamaica	0.009	15,574	12,002	Jamaïque
86	Japan	9.679	16,749,026	12,907,178	Japon
87	Jordan	0.020	34,609	26,670	Jordanie
88	Kazakhstan	0.191	330,516	254,703	Kazakhstan
89	Kenya	0.018	31,148	24,003	Kenya
90	Kiribati	0.001	1,730	1,334	Kiribati
91	Kuwait	0.285	493,178	380,054	Koweït
92	Kyrgyzstan	0.002	3,461	2,667	Kirghizistan
93	Lao People's Democratic Republic	0.003	5,191	4,001	République démocratique populaire lao
94	Latvia	0.050	86,523	66,676	Lettonie
95	Lebanon	0.046	79,601	61,342	Liban
96	Lesotho	0.001	1,730	1,334	Lesotho
97	Liberia	0.001	1,730	1,334	Libéria
98	Libya	0.125	216,306	166,690	Libye
99	Lithuania	0.072	124,593	96,014	Lituanie
100	Luxembourg	0.064	110,749	85,345	Luxembourg
101	Madagascar	0.003	5,191	4,001	Madagascar
102	Malawi	0.002	3,461	2,667	Malawi
103	Malaysia	0.322	557,205	429,395	Malaisie
104	Maldives	0.002	3,461	2,667	Maldives
105	Mali	0.003	5,191	4,001	Mali
106	Malta	0.016	27,687	21,336	Malte
107	Marshall Islands	0.001	1,730	1,334	Iles Marshall
108	Mauritania	0.002	3,461	2,667	Mauritanie
109	Mauritius	0.012	20,765	16,002	Maurice
110	Mexico	1.435	2,483,196	1,913,607	Mexique
111	Micronesia, Federated States of	0.001	1,730	1,334	Micronésie, États fédérés de
112	Monaco	0.010	17,305	13,335	Monaco
113	Mongolia	0.005	8,652	6,667	Mongolie
114	Montenegro	0.004	6,922	5,334	Monténégro
115	Morocco	0.054	93,444	72,010	Maroc
116	Mozambique	0.004	6,922	5,334	Mozambique
117	Myanmar	0.010	17,305	13,335	Myanmar
118	Namibia	0.010	17,305	13,335	Namibie
119	Nauru	0.001	1,730	1,334	Nauru
120	Nepal	0.006	10,383	8,001	Népal
121	Netherlands	1.482	2,564,527	1,976,282	Pays-Bas
122	New Zealand	0.268	463,761	357,384	Nouvelle-Zélande
123	Nicaragua	0.004	6,922	5,334	Nicaragua
124	Niger	0.002	3,461	2,667	Niger
125	Nigeria	0.209	361,664	278,706	Nigéria
126	Niue	0.001	1,730	1,334	Nioué
127	Norway	0.849	1,469,152	1,132,162	Norvège
128	Oman	0.113	195,541	150,688	Oman
129	Pakistan	0.093	160,932	124,018	Pakistan
130	Palau	0.001	1,730	1,334	Palaos
131	Palestine	0.007	12,113	9,335	Palestine
132	Panama	0.034	58,835	45,340	Panama
133	Papua New Guinea	0.004	6,922	5,334	Papouasie-Nouvelle-Guinée
134	Paraguay	0.014	24,226	18,669	Paraguay

Scale of assessment and amounts assessed to each Member State for 2018
Barème des quotes-parts et montants mis en recouvrement auprès de chaque Etat membre pour 2018

	Member States	Rate of assessment/ Taux des quotes-parts %	2018 contributions (both amounts are payable) / Contributions 2018 (les deux montants sont dus)		Etats membres
			USD	EUR	
135	Peru	0.136	235,341	181,359	Pérou
136	Philippines	0.165	285,524	220,031	Philippines
137	Poland	0.841	1,455,309	1,121,494	Pologne
138	Portugal	0.392	678,337	522,741	Portugal
139	Qatar	0.269	465,491	358,718	Qatar
140	Republic of Korea	2.039	3,528,388	2,719,055	République de Corée
141	Republic of Moldova	0.004	6,922	5,334	République de Moldova
142	Romania	0.184	318,403	245,368	Roumanie
143	Russian Federation	3.088	5,343,630	4,117,922	Fédération de Russie
144	Rwanda	0.002	3,461	2,667	Rwanda
145	Saint Kitts and Nevis	0.001	1,730	1,334	Saint-Kitts-et-Nevis
146	Saint Lucia	0.001	1,730	1,334	Sainte-Lucie
147	Saint Vincent and the Grenadines	0.001	1,730	1,334	Saint-Vincent-et-les-Grenadines
148	Samoa	0.001	1,730	1,334	Samoa
149	San Marino	0.003	5,191	4,001	Saint-Marin
150	Sao Tome and Principe	0.001	1,730	1,334	Sao Tomé-et-Principe
151	Saudi Arabia	1.146	1,983,096	1,528,218	Arabie saoudite
152	Senegal	0.005	8,652	6,667	Sénégal
153	Serbia	0.032	55,375	42,673	Serbie
154	Seychelles	0.001	1,730	1,334	Seychelles
155	Sierra Leone	0.001	1,730	1,334	Sierra Leone
156	Singapore	0.447	773,511	596,085	Singapour
157	Slovakia	0.160	276,872	213,364	Slovaquie
158	Slovenia	0.084	145,358	112,016	Slovénie
159	Solomon Islands	0.001	1,730	1,334	Iles Salomon
160	Somalia	0.001	1,730	1,334	Somalie
161	South Africa	0.364	629,884	485,403	Afrique du Sud
162	South Sudan	0.003	5,191	4,001	Soudan du Sud
163	Spain	2.443	4,227,489	3,257,799	Espagne
164	Sri Lanka	0.031	53,644	41,339	Sri Lanka
165	Sudan	0.010	17,305	13,335	Soudan
166	Suriname	0.006	10,383	8,001	Suriname
167	Swaziland	0.002	3,461	2,667	Swaziland
168	Sweden	0.956	1,654,310	1,274,849	Suède
169	Switzerland	1.140	1,972,713	1,520,217	Suisse
170	Syrian Arab Republic	0.024	41,531	32,004	République arabe syrienne
171	Tajikistan	0.004	6,922	5,334	Tadjikistan
172	Thailand	0.291	503,561	388,055	Thaïlande
173	The former Yugoslav Republic of Macedonia	0.007	12,113	9,335	L'ex-République yougoslave de Macédoine
174	Timor-Leste	0.003	5,191	4,001	Timor-Leste
175	Togo	0.001	1,730	1,334	Togo
176	Tonga	0.001	1,730	1,334	Tonga
177	Trinidad and Tobago	0.034	58,835	45,340	Trinité-et-Tobago
178	Tunisia	0.028	48,453	37,339	Tunisie
179	Turkey	1.018	1,761,598	1,357,527	Turquie
180	Turkmenistan	0.026	44,992	34,672	Turkménistan
181	Tuvalu	0.001	1,730	1,334	Tuvalu
182	Uganda	0.009	15,574	12,002	Ouganda
183	Ukraine	0.103	178,236	137,353	Ukraine
184	United Arab Emirates	0.604	1,045,192	805,448	Emirats Arabes Unis
185	United Kingdom of Great Britain and Northern Ireland	4.463	7,722,999	5,951,517	Royaume-Uni de Grande-Bretagne et d'Irlande du Nord
186	United Republic of Tanzania	0.010	17,305	13,335	République-Unie de Tanzanie
187	United States of America	22.000	38,069,900	29,337,527	Etats-Unis d'Amérique
188	Uruguay	0.079	136,706	105,348	Uruguay
189	Uzbekistan	0.023	39,800	30,671	Ouzbékistan
190	Vanuatu	0.001	1,730	1,334	Vanuatu
191	Venezuela, Bolivarian Republic of	0.571	988,087	761,442	Venezuela, République bolivarienne du
192	Viet Nam	0.058	100,366	77,344	Viet Nam
193	Yemen	0.010	17,305	13,335	Yémen
194	Zambia	0.007	12,113	9,335	Zambie
195	Zimbabwe	0.004	6,922	5,334	Zimbabwe
	TOTAL	100.000	173,045,000	133,352,395	TOTAL

Scale of assessment and amounts assessed to each Member State for 2018

Barème des quotes-parts et montants mis en recouvrement auprès de chaque Etat membre pour 2018

	Associate Members	Rate of assessment/ Taux des quotes-parts %	2018 contributions (both amounts are payable) / Contributions 2018 (les deux montants sont dus)		Membres associés
			USD	EUR	
1	Anguilla	0.0006	1,038	800	Anguilla
2	Aruba	0.0006	1,038	800	Aruba
3	British Virgin Islands	0.0006	1,038	800	Iles vierges britanniques
4	Cayman Islands	0.0006	1,038	800	Iles Caïmanes
5	Curaçao	0.0006	1,038	800	Curaçao
6	Faroe Islands	0.0006	1,038	800	Iles Féroé
7	Macao, China	0.0006	1,038	800	Macao, Chine
8	Montserrat	0.0006	1,038	800	Montserrat
9	New Caledonia	0.0006	1,038	800	Nouvelle-Calédonie
10	Sint Maarten	0.0006	1,038	800	Saint Martin
11	Tokelau	0.0006	1,038	800	Tokelau
	TOTAL		11,418	8,800	TOTAL

TABLE II
TABLEAU II

Incentive scheme for prompt payment of contributions: Distribution of the available resources of 2016 to eligible Member States

Système d'incitation au paiement ponctuel des contributions: distribution des ressources disponibles de 2016 aux États membres éligibles

	Eligible Member States who have paid their 2016 contribution in full by 29 February 2016 and have no outstanding payment plans	Date of payment / Date de paiement	Starting date to compute interests / Date de départ pour calculer les intérêts	Ending date to compute interests / Date de fin pour calculer les intérêts	Number of days / Nombre de jours	2016 Assessed contributions expressed in USD / Contributions 2016 mises au recouvrement exprimées en USD	Discount distributed in USD / Escompte distribué en USD	Etats Membres éligibles ayant versé l'intégralité de leur contribution 2016 au 29 février 2016 et qui n'ont pas de plan de paiement à leur charge
1	Albania	19-févr-16	19-févr-16	30-juin-16	132	26,120	41	Albanie
2	Algeria	18-févr-16	18-févr-16	30-juin-16	133	525,665	829	Algérie
3	Armenia	08-févr-16	08-févr-16	30-juin-16	143	19,590	33	Arménie
4	Australia	28-janv-16	28-janv-16	30-juin-16	154	7,630,305	13,926	Australie
5	Austria	16-févr-16	16-févr-16	30-juin-16	135	2,350,800	3,761	Autriche
6	Bulgaria	26-janv-16	26-janv-16	30-juin-16	156	146,925	272	Bulgarie
7	Cabo Verde	22-août-11	01-janv-16	30-juin-16	181	3,265	7	Cabo Verde
8	Canada	14-janv-16	14-janv-16	30-juin-16	168	9,537,065	18,989	Canada
9	Chad	07-août-14	01-janv-16	30-juin-16	181	16,325	35	Tchad
10	Cook Islands	29-févr-16	29-févr-16	30-juin-16	122	3,265	5	Iles Cook
11	Cuba	10-févr-16	10-févr-16	30-juin-16	141	212,225	355	Cuba
12	Czechia	25-févr-16	25-févr-16	30-juin-16	126	1,123,160	1,677	Tchéquie
13	Democratic People's Republic of Korea	21-janv-16	21-janv-16	30-juin-16	161	16,325	31	République populaire démocratique de Corée
14	Denmark	21-janv-16	21-janv-16	30-juin-16	161	1,906,760	3,638	Danemark
15	Estonia	03-févr-16	03-févr-16	30-juin-16	148	124,070	218	Estonie
16	Fiji	16-févr-16	16-févr-16	30-juin-16	135	9,795	16	Fidji
17	Finland	26-janv-16	26-janv-16	30-juin-16	156	1,488,840	2,753	Finlande
18	Grenada	10-févr-16	10-févr-16	30-juin-16	141	3,265	5	Grenade
19	Hungary	16-févr-16	16-févr-16	30-juin-16	135	525,665	841	Hongrie
20	Iceland	29-févr-16	29-févr-16	30-juin-16	122	75,095	109	Islande
21	Ireland	20-janv-16	20-janv-16	30-juin-16	162	1,093,775	2,100	Irlande
22	Kiribati	02-sept-14	01-janv-16	30-juin-16	181	3,265	7	Kiribati
23	Latvia	19-janv-16	19-janv-16	30-juin-16	163	163,250	315	Lettonie
24	Luxembourg	28-janv-16	28-janv-16	30-juin-16	154	208,960	381	Luxembourg
25	Malaysia	15-févr-16	15-févr-16	30-juin-16	136	1,051,330	1,695	Malaisie
26	Mauritius	24-févr-16	24-févr-16	30-juin-16	127	39,180	59	Maurice
27	Mexico	18-févr-16	18-févr-16	30-juin-16	133	4,685,275	7,385	Mexique
28	Monaco	29-févr-16	29-févr-16	30-juin-16	122	32,650	47	Monaco
29	Montenegro	17-févr-16	17-févr-16	30-juin-16	134	13,060	21	Monténégro
30	Netherlands	11-févr-16	11-févr-16	30-juin-16	140	4,838,730	8,028	Pays-Bas
31	New Zealand	02-févr-16	02-févr-16	30-juin-16	149	875,020	1,545	Nouvelle-Zélande
32	Niger	02-oct-15	01-janv-16	30-juin-16	181	6,530	14	Niger
33	Niue	12-janv-16	12-janv-16	30-juin-16	170	3,265	7	Nioué
34	Palau	20-janv-16	20-janv-16	30-juin-16	162	3,265	6	Palaos
35	Republic of Korea	17-févr-16	17-févr-16	30-juin-16	134	6,657,335	10,573	République de Corée
36	Romania	26-févr-16	26-févr-16	30-juin-16	125	600,760	890	Roumanie
37	Russian Federation	22-févr-16	22-févr-16	30-juin-16	129	10,082,320	15,414	Fédération de Russie
38	Singapore	29-févr-16	29-févr-16	30-juin-16	122	1,459,455	2,110	Singapour
39	Slovenia	26-févr-16	26-févr-16	30-juin-16	125	274,260	406	Slovénie
40	Sri Lanka	18-févr-16	18-févr-16	30-juin-16	133	101,215	160	Sri Lanka
41	Sweden	08-févr-16	08-févr-16	30-juin-16	143	3,121,340	5,290	Suède
42	Switzerland	15-févr-16	15-févr-16	30-juin-16	136	3,722,100	5,999	Suisse
43	Tuvalu	23-févr-16	23-févr-16	30-juin-16	128	3,265	5	Tuvalu
44	United Arab Emirates	04-févr-16	04-févr-16	30-juin-16	147	1,972,060	3,436	Emirats arabes unis
45	United Kingdom of Great Britain and Northern Ireland	04-janv-16	04-janv-16	30-juin-16	178	14,571,695	30,740	Royaume-Uni de Grande-Bretagne et d'Irlande du Nord
	TOTAL					81,327,885	144,174	

Calculation elements / Elements de calcul :

- Annualized effective interest rate earned from January to June 2016, net of bank charges and investment fees /
Taux annualisé des intérêts effectivement produits entre janvier et juin 2016, nets de frais bancaires et de frais de placement

For USD / pour les USD	0.17%
For EUR / pour les EUR	0.74%
- Split assessment / Système mixte de fixation des contributions

47% in EUR / en EUR
53% in USD / en USD
- Average United Nations operational rate of exchange from January to June 2016 /
Taux de change opérationnel moyen des Nations Unies de janvier à juin 2016

0.897 EUR/USD

- Calculation made on the basis of 360 days per year in compliance with the usual practice of the money market /
Calcul effectué sur la base de 360 jours par an conformément à la pratique usuelle du marché monétaire

PARIS, 6 September 2017
Original: English

Item 5 of the provisional agenda

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

PART III

MANAGEMENT ISSUES

SUMMARY

E. Implementation of the action plan for improved management of extrabudgetary funds

Pursuant to 200 EX/Decision 5.III.E, the present report gives an update on developments relating to the programming of extrabudgetary activities, resource mobilization including the evolution of voluntary contributions and efforts to create a stronger enabling environment for resource mobilization, capacity-building, monitoring and evaluation of extrabudgetary activities.

In addition, an Information document (202 EX/5.INF.2) containing the draft resource mobilization strategy for 2018-2019 has been prepared, in follow-up to 195 EX/Decision 5.IV.C.

Action expected of the Executive Board: Proposed decision in paragraph 46.

E. Implementation of the action plan for improved management of extrabudgetary funds (Follow-up to 197 EX/Decision 5.IV.B and 200 EX/Decision 5.III.E)

1. The present report gives an update on developments relating to the programming of extrabudgetary activities, resource mobilization, and the implementation, monitoring and evaluation of extrabudgetary activities. It covers the period that has elapsed since the submission of the last report to the Executive Board on this subject of 22 August 2016. The section on resource mobilization also gives a comparison between voluntary contributions received in 2016 with the corresponding figures for 2015 to show resource mobilization trends by types of donors.

I. Programming

2. The Executive Board decision (199 EX/Dec.5.II.F), on the Structured Financing Dialogue set UNESCO on a new path as far as the upfront programming of extrabudgetary resources is concerned by fully integrating resource mobilization targets within the Programme and Budget.

3. The Draft Programme and Budget 39 C/5 is the first Programme and Budget based on the Integrated Budget Framework. The setting of a realistic funding gap by expected result was facilitated through the conduct in November 2016 of a results-based budgeting (RBB) preliminary workplan exercise.

4. From a planning perspective the benefits of the integrated budget framework include the following

- A more precise and realistic notion of the resource mobilization targets fully integrated into the bottom up process of preparing the C/5 document, and based on a careful assessment of funding opportunities, capacity and past trends.
- A stronger institutional commitment to the achievement of resource mobilization targets because they are embedded in the C/5 document as a funding gap and approved by Member States.
- A more holistic and comprehensive approach to planning and resource mobilization based on what UNESCO needs to achieve, not what it can achieve with assessed contributions.
- A better alignment between the targeted budget and actual resource flows to the programme and budget through a realistic assessment of the funding gap.

II. Resource mobilization

Evolution in voluntary contributions

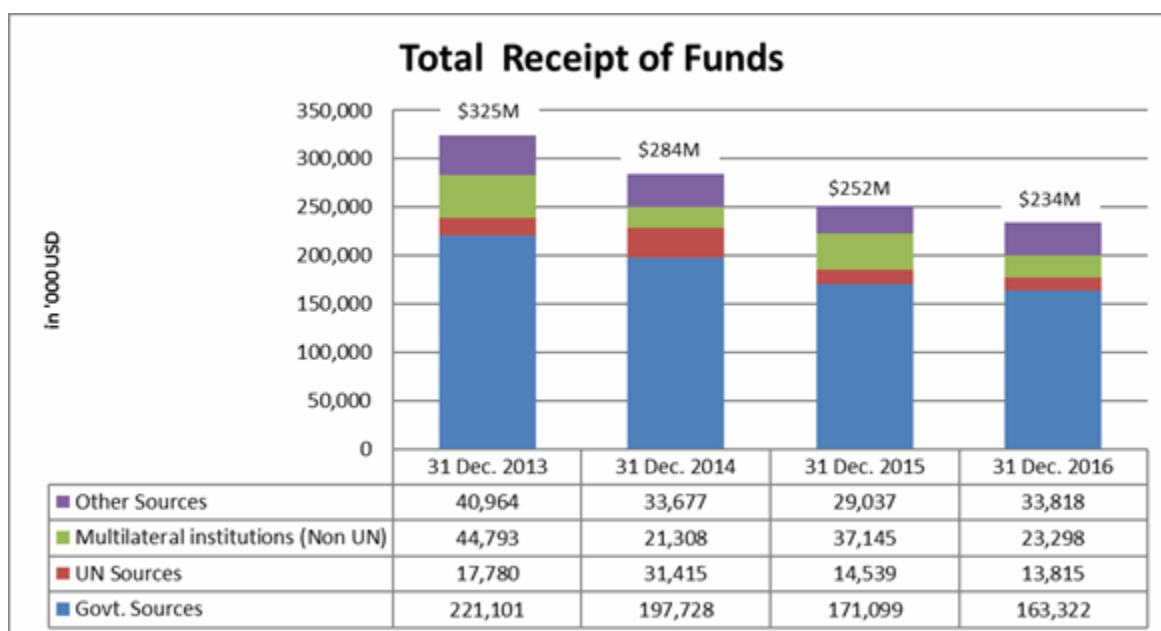
5. The total volume of funds mobilized in 2016 was \$225 million representing a slight increase of 3% when compared with the corresponding figure for 2015 (\$217 million)¹. Cash receipts decreased by 7% from \$252 million in 2015² to US\$234 million in 2016.

6. Another modality for the receipt of additional funding is the “additional appropriation”, otherwise referred to as “donation”. These remain an important source of funding amounting to \$10.5 million in 2016 compared to \$8.7 million in 2015.

¹ Figures generated from FABS and excluding Category 1 Institutes. Funds are considered as “mobilized” when they are approved by a donor for a specific purpose, in the framework of a signed agreement, or when an existing budget allocation is increased following the reception of a new contribution.

² UNESCO-IHE ceased to be a category 1 Institute in 2016 (reference document 202 EX/18 – Part III). Voluntary contributions figures for years 2015 and 2016 do not include voluntary contributions received by this Institute.

Trends of cash receipts from voluntary contributions by category of donor



Top 25 donors in 2016

Donor	Amount in USD	
	31 December 2016	31 December 2015
Italy	28,760,553	29,005,631
Sweden	22,370,991	25,287,833
European Union (EU)	19,901,480	18,497,527
Brazil	19,898,836	21,256,981
Norway	12,029,085	11,284,162
Republic of Korea	11,984,897	9,462,644
Peru	11,130,562	9,745,231
Japan	9,487,313	11,659,836
France	5,856,195	3,987,812
Switzerland	4,996,251	5,909,859
India	4,107,256	2,085,569
Finland	3,738,021	3,658,768
China	3,492,504	5,665,359
UNAIDS	3,198,824	1,529,365
Germany	3,173,088	4,473,013
Qatar	3,076,901	1,186,063
IAEA	3,046,799	3,245,078
Education Above All Foundation	2,740,936	2,622,242
UNICEF	2,698,511	1,465,071
Canada	2,677,781	2,437,375
World Bank/I.B.R.D.	2,541,538	13,180,110
UNDP	2,401,555	6,117,008
Saudi Arabia	2,280,204	65,114
Belgium	2,151,582	1,994,344
Dubai Cares	2,099,980	0

7. The top 25 donors listed above contributed \$189.8 million which represents 81% of the total funds received in 2016 compared to \$207 million in 2015 representing 82% of the total.

Governmental sources

8. With contributions of \$163.3 million in 2016, governments remained the largest source of funding representing (70%) of the total. The level of voluntary contributions received decreased by 5% compared to 2015.

9. In spite the slight decrease in cash payments to existing projects, the last year has been characterized by the conclusion of major new agreements and the intensification of cooperation with existing donors.

10. In addition to the regular contributions of Italy to ICTP, TWAS, WWAP, and the UNESCO Venice Office, during the period UNESCO's cooperation flourished with the newly established Italian Agency for Development Cooperation (IADC) with new projects approved for a total of €3.5 million for rural broadcasting in Sudan, cultural heritage and citizenship education in Senegal, girls education and cultural heritage in Pakistan, cultural heritage in Afghanistan and in Syria.

11. The Government of Sweden committed \$13.3 million over a five-year period for the UNESCO Programmes "the World Academy of Sciences for the advancement of Sciences in developing countries (TWAS)" and "the Organization for Women in Science for the Developing World (OWSD)". Sweden also strengthened its cooperation with UNESCO on sexuality education with support in the amount of SEK 19 million (approximately \$2 million) to the existing project on comprehensive sexuality education in Eastern and Southern Africa while currently finalizing a new phase of the project under a new agreement totaling SEK 79.5 million (around \$9.2 million), and additional SEK 10 million (around \$1.1 million) to strengthen UNESCO's global leadership on comprehensive sexuality education and safe learning environments. Sweden also made new commitments for the protection of heritage in conflict and post conflict situations and increased its ongoing support for cultural heritage in Palestine with an additional contribution of SEK 26.8 million for 2017 (around \$3.1 million) with a further phase anticipated to start in 2018. Sweden's contribution to TWAS and OWSD was complemented by a major contribution from Canada's International Development Centre of CAD 7.5 million (\$5.8 million). Canada also provided \$0.5 million for Holocaust education.

12. Norway pursued its engagement to support UNESCO's programme with lightly earmarked funding through the conclusion of Programme Cooperation Agreement (PCA) for 2016 for an amount of NOK 88.5 (around \$9.7 million). The latter represented an increase of NOK 3 million compared to the previous PCA. The bulk of funding was focused on education with targeted support for freedom of expression, safety of journalists and the Emergency Heritage Fund. Additional support was committed for a women's centre in Palestine, and a major new commitment of NOK 45 million (around \$5.3 million) to support work on teachers by UNESCO and other United Nations organizations is under finalization.

13. The Republic of Korea made major new commitments for education including \$10 million for TVET in Africa, \$6 million for girl's education in the Philippines, and \$1.5 million for digital citizenship education in Asia Pacific. Cooperation with ROK in the area of culture was also strengthened with an additional contribution of \$1.9 million for the Bamiyan Culture Centre in Afghanistan and new commitments for intangible cultural heritage and cultural industries in Africa.

14. New agreements were signed with Finland for a total of €5.5 million for Literacy in Afghanistan, teachers in Myanmar, IPDC, the GEM Report and anti-doping.

15. Both the Netherlands and Japan renewed their commitments for heritage with €1.5 million from the Netherlands for 2017-2020 and an annual contribution of \$1.6 million from Japan. Japan also renewed its annual commitment for education and science of \$1.6 million, in addition to \$1 million through its emergency funding window for peace-building in the Horn of Africa, and \$3 million for the digitization of UNESCO Archives.

16. Spain and Flanders also approved new contributions under the respective framework agreement for (\$1.5 million and \$0.94 million respectively).

Self-benefitting arrangements

17. Self-benefitting contributions remained stable with receipts of \$34 million compared with \$33.2 million in 2015, and representing 19% of the total contributions received from governments. Highlights during the period include the conclusion of a framework agreement with the Government of Benin. It provides for a contribution of \$10 million from the government within the context of overall funding needs of \$50 million whereby UNESCO and the government will work hand in hand to mobilize the additional resources required to complement the government's contribution. The transfer of funds is expected in 2017. During the period, the Government of Peru also renewed its cooperation with UNESCO on teachers with an additional contribution of \$10 million, bringing its overall cooperation with UNESCO over the last three years to more than \$40 million.

Voluntary contributions received for self-benefitting programmes in 2016

	ED	SC	SHS	CLT	CI	TOTAL
Albania				56,706		56,706
Brazil	8,265,011	2,885,142	5,190,967	2,986,446	238,623	19,566,189
Burundi	60,493					60,493
Cameroon					499,125	499,125
India				1,622,595		1,622,595
Lebanon				63,479		63,479
Madagascar	204,041					204,041
Mexico	310,756		154,108	209,772		674,636
Morocco				101,914		101,914
Peru	11,130,562					11,130,562
TOTAL	19,970,863	2,885,142	5,345,075	5,040,912	737,748	33,979,740

Private sector

18. With a slight increase of voluntary contributions from private sector donors including companies, foundations, individuals and NGO's to \$33,8 million in 2016 from \$29 million in 2015, the private sector remains an important partner for UNESCO.

19. The reporting period saw the launch of a number of high-value partnerships from the People's Republic of China and the Gulf countries such as with Beijing Caofeidian Vocational Educational City Investment Co., Ltd., Beijing Shouneng Culture Media, Chinese Academy of Engineering, Dubai Cares, Huashi Education (Hainan) Co., Ltd., Kuwait Foundation for the Advancement of Sciences, Municipality of Nanjing, Misk Foundation and Sultan Bin Abdulaziz Al-Saud Foundation.

20. Other major partnerships were signed with Engie Foundation, the David and Lucile Packard Foundation, First Lady of Iraq, Open Society Institute and Orapi Foundation. The cooperation with TV Globo was successfully sustained as well as with the Korean company CJ E&M and the CJ Welfare Foundation.

21. The Hamdan Bin Rashid Al-Maktoum Award For Distinguished Academic Performance provided an additional financial contribution of \$1.2 million for the restoration and improvement of Room I, increasing its total support to \$6.2 million.

United Nations, multilateral development banks and regional economic communities

22. Total contributions received from the United Nations development system, including Multi-Donor-Trust-Funds (MDTF), decreased by 10% in 2016 from 2015. The decrease was mainly due to the slow replenishment of MDTF and other United Nations-pooled funds in which UNESCO is a participating United Nations agency and, which make up the bulk of its funding from United Nations funding sources. Nevertheless, within the reporting period UNESCO has mobilized resources bilaterally with United Nations agencies. Salient examples include cooperation with UNDP for “Preservation and promotion of Kuwait’s cultural heritage” (\$1 million) and \$2.6 million from MDTFs and country joint programmes administrated by UNDP for humanitarian, transition and development. With UNICEF, \$3 million was mobilized for South Sudan, Afghanistan and for other country programmes. A programme with the United Nations Office on Drugs and Crime (UNODC) is under finalization for \$2 million on education for justice (E4J) initiative. For the second semester of 2017 the prospects look good for the mobilization of additional funds from the United Nations Peace Building Fund with a focus on Gender and Youth and, from the United Nations Indigenous Peoples’ Partnership (UNIPP). The outcome of UNESCO’s application for re-accreditation to the Adaptation Fund is also likely to be released in the latter part of 2017.

23. In parallel, UNESCO continued to improve its working partnership with other United Nations partners mainly UNICEF, UNHCR, IFAD, ILO, UNEP, UNESCAP and UNDP in the field of education and natural sciences with a focus on strengthening institutional and organizational capacity.

24. Voluntary contributions from multilateral development banks and regional economic communities decreased considerably from \$20 million in 2015 to \$3.2 million in 2016 due to the significant decrease in voluntary contributions from the “[Union Economique et Monétaire Ouest Africaine](#)” (UEMOA) and from the Global Partnership for Education (GPE), managed by the World Bank, which alone amounted to \$13.6 million in 2015. Major contributors in 2016 were the World Bank and the OPEC Fund for International Development (OFID). Major agreements were signed with the Lake Chad Basin Commission (LCBC) in amount of \$6.4 million and with the African Development Bank in amount of \$0.35 Million.

European Union

25. Total voluntary contributions from the European Union (EU) in 2016 represented \$19.9 million, representing a slight increase compared to the \$18.5 million received in 2015.

26. UNESCO is achieving its stated objective of making cooperation with the EU more strategic by reducing the number of projects while increasing the volume of funds per project. This has been achieved in 2016 with eight new agreements for/with a total amount of €26.7 million which is the second best result ever reached.

27. Major agreements concluded during the reporting period include “Access to inclusive quality primary and secondary education for IDPs and refugees in crisis-affected areas in Iraq” for €12.6 million. “Enhancing a gender responsive film sector in Algeria, Jordan, Lebanon, Libya, Morocco and Tunisia” for €1.5 million. Major efforts are currently being deployed to strengthen and focus cooperation on the shared priority areas of Africa and the Middle East

28. The partnership between UNESCO and the EU has been reinforced thanks to various high-level meetings held between the Director-General or Directors and representatives from the EU as well as the participation of senior management in public hearings at the European Parliament. To strengthen the strategic nature of cooperation with the EU, it is planned to organize annual meetings

to review on-going projects, stimulate knowledge exchange, further promote field cooperation and increase efficiency and effectiveness in implementing projects.

Creating a stronger enabling environment for resource mobilization

29. The resource mobilization strategy for 2016-2017 set out a number of key actions necessary for the creation of a stronger enabling environment for resource mobilization. In this respect, progress has been made on a number of fronts.

(a) Structured Financing Dialogues (SFD) on the resourcing of UNESCO's Programme and Budget

30. Structured financing dialogues are collective consultations with Member States and partners, which complement bilateral consultations and aim to improve the quality and sustainability of financing of UNESCO's programme. SFD-type meetings have already started in different forms with the presentations to Member States by Major Programmes and IOC during the information meetings of October/November 2016, the holding of the Africa-China dialogue in February 2017 and the first joint annual review meeting of the Nordic Member States in May 2017. As described in the draft resource mobilization strategy for 2018-2019 (202 EX/5.INF.2), SFD will play a key role in UNESCO's efforts to create a better enabling environment for resource mobilization.

31. Transparency about overall resource flows to the Programme and Budget is an important prerequisite for the success of the Structured Financing Dialogue approach. UNESCO's Transparency Portal is tool to help monitor resource flows. Work to improve the Transparency Portal to better meet the requirements of the SFD approach was launched in the latter part of 2016 with financial support from Sweden. In addition to IATI compliant pages, an SFD page "proper" of the portal, was introduced on an experimental basis. It will be enriched with updated data after the approval of document 39 C/5 by the General Conference in 2017. Further refinements will be made to the Transparency Portal towards the end of 2017, notably enriching it in terms of the scope and the quantity and quality of the data (frequency of uploads, yearly data, distinguish funding modalities).

(b) Reinforcing mechanisms for receiving lightly earmarked resources

32. In response to the request of the Executive Board (201 EX/Decision 24.II), the Secretariat is submitting to the 202nd Executive Board financial regulations for one special account for the receipt of un-earmarked funding to support the approved UNESCO Programme and Budget (C/5) and one special account for each Major Programme, namely Education, Natural Sciences, Social and Human Sciences, Culture and Communication and Information.³ The purpose of these special accounts is to attract pooled funding from donors in direct reinforcement of each Major Programme with as little earmarking as possible. Such arrangements follow the model of "thematic funding" modalities offered by other United Nations entities⁴ whereby donors can softly earmark resources for outcomes in the strategic plan. For donors the special accounts will offer the opportunity to deploy funding more catalytically for UNESCO's programme because they will be combined with resources flowing from other funding sources, and lower transaction costs than funds-in-trust arrangements, allowing more resources to flow to programme.

(c) Improving the quality of project design and the relevance of agreement templates

33. The new standard UNESCO project document template launched in 2016 with its detailed guidance to project officers on the application of results-based management (RBM) is designed to improve the quality of project design. The project concept note template which is a tool for sharing project ideas with potential partners was similarly updated in July 2017, inter alia to update RBM

³ 202 EX/30 Part II "Financial Regulations of Special Accounts"

⁴ https://www.unicef.org/publicpartnerships/files/A_Guide_to_UNICEF_Thematic_Funding.pdf
<http://www.undp.org/content/undp/en/home/ourwork/funding/funding-windows.html>

terminology, offer a more attractive presentation, and to indicate the contribution of the project to the relevant SDGs.

34. A draft appraisal checklist to harmonize the approach to reviewing of the quality of projects during project design, and guidelines on the development of a communication and visibility plan are being finalized.

35. The alignment of UNESCO's agreement templates to reflect the latest standard clauses negotiated by UNDG with major donors in 2015 is progressing. These updates should be completed and fully integrated into UNESCO Administrative Manual during the forthcoming reporting period. Agreement templates tailored to the specific requirements of category 1 institutes are also under preparation. Continuous efforts are made to develop long-term strategic agreements with major donors, so as to frame cooperation in a predictable, stable and long-term relations.

36. Finally, proposals on process simplification are being integrated in the blueprint for the core redesign of UNESCO's IT systems.

Capacity-building, monitoring and evaluation

(a) Capacity-building and knowledge management

37. The Integrated Budget Framework and Structured Financing Dialogues are a significant innovation. To facilitate their implementation, they are being accompanied by internal communication and training efforts to ensure that the new approach and concepts are fully understood by all staff throughout the Organization.

38. A guidance note for UNESCO field offices on how to develop resource mobilization action plans at regional and country level has been piloted and will be formally issued in the second semester of 2017. The guidance notes are intended first and foremost to be a practical tool for UNESCO field offices. They also seek to explain and clarify the synergies between resource mobilization approaches at the level of UNESCO as a whole, and by Major Programme, field offices and category 1 Institutes and how a field office resource mobilization is articulated with the planning of the C/5 document as an integrated budget framework and with the UNESCO Country Strategy (UCS). In addition, e-Learning modules are being developed on resource mobilization, including on UNESCO's main categories of donor and the context for resource mobilization and the integrated budget and SFD, main steps in resource mobilization, roles and responsibilities and relevant procedures and policies. A practical guide to resource mobilization is to be developed by the end of 2017.

39. During the reporting period, face to face training on resource mobilization was delivered in April 2017 in Dakar to field offices in West and Central Africa, in June 2017 to UNESCO programmes and Category Institutes based in Europe as well as UNESCO Liaison Offices, and in July 2017 a resource mobilization workshop was organized in Bangkok for all UNESCO field offices in Asia and the Pacific. A specific workshop was organized by the UNESCO Venice office in June 2017 to initiate the preparation of a field office resource mobilization strategy. A three-day training package on resource mobilization including on IBF and SFD has also been developed for roll out to all Programme Sectors starting in the second semester of 2017. Training for UNESCO field offices in other regions is also foreseen for later in the year subject to the availability of adequate resources.

40. The "Extrabudgetary Workspace" which is an intranet site that functions as a knowledge hub on resource mobilization has been further enriched with updated donor profiles and intelligence, examples of best practice in fundraising and training material.

(b) Monitoring

41. The Bureau for Strategic Planning issues regular updates on resource mobilization to senior management generated from SISTER. However, given the current constraints of UNESCO's IT

systems, it is not currently possible to generate similar data on category 1 institutes, nor to have a breakdown by donor of resources mobilized for special accounts. Efforts are under way to capture more comprehensive data on signed agreements through a new process to be implemented in SISTER pending the implementation of a long-term solution in the framework of the core redesign of UNESCO's IT systems.

(c) Evaluation

42. By way of follow-up to its Synthetic Review of Evaluation in the UNESCO System (2016), the IOS Evaluation Office recently completed a similar [synthetic review](#) focusing on education sector evaluations. This latest review, which included an assessment of the quality and usefulness of extrabudgetary project evaluations, indicates that extrabudgetary evaluation reports in particular do not fully meet quality standards. In addition, the IOS Annual Report 2016 reported that decentralized evaluation activity was limited and that resources dedicated to undertaking evaluations remained low.

43. However, progress is being made in response to these challenges. As previously reported, efforts aimed at improving the quality of all evaluations remains an organizational priority. The UNESCO Evaluation Policy and administrative procedures are in place to ensure the necessary level of investment in evaluation, i.e. the allocation of 3% of operational budgets for evaluation. Furthermore, to respond to the need for a strengthened decentralized evaluation function, IOS established an Evaluation Focal Point Network in all field offices, category 1 institutes and Programme Sectors. And in order to strengthen staff capacities to plan, manage and use evaluations, IOS developed an evaluation management training programme and e-learning training modules. The evaluation management training programme has already been delivered in four locations and, by the end of 2017, it will have reached all locations and all Evaluation Focal Point Network members.

Resource Mobilization strategy for 2018-2019

44. In accordance with the revised Action Plan for the improved management of extrabudgetary funds (195 EX/5.INF.2), the elaboration of an updated resource mobilization for the period 2018-2019 was initiated during the reporting period. In parallel to the drafting of the resource mobilization strategy, the External Auditor conducted an audit on resource mobilization at UNESCO.

45. At the date of preparation of the present report, the External Audit report was still not finalized. For this reason, the resource mobilization strategy for 2018-2019 is presented in draft form to the Executive Board at its 202nd session (See document 202 EX/5.INF.2). The strategy will be finalized at a later stage, to take into account the report of the External Auditor on resource mobilization, as well as the Executive Board debate. The final resource mobilization strategy will be submitted to the Executive Board at its 204th session.

Proposed decision

46. In the light of the above, the Executive Board may wish to adopt a decision along the following lines:

The Executive Board,

1. Having examined documents 202 EX/5 Part III (E) and 202 EX/INF.2,
2. Welcomes the efforts made by the Director-General to improve the upfront programming of extrabudgetary resources by fully integrating resource mobilization targets into the Programme and Budget of the organization;
3. Welcomes the efforts made by the Secretariat to improve the enabling environment for resource mobilization, through the introduction of Structured Financing Dialogues (SFD)

on the resourcing of UNESCO's Programme and Budget, by reinforcing mechanisms for receiving lightly earmarked resources, by improving the quality of project design and the relevance of agreement templates, and through capacity-building and knowledge management;

4. Requests the Director-General to present to it at its 204th session the final resource mobilization strategy for 2018-2019;
5. Invites the Director-General to report to it at its 205nd session on further developments and challenges encountered with regard to the management of extrabudgetary resources and to resource mobilization.

PROGRAMME AND EXTERNAL RELATIONS COMMISSION (PX)

Item 5: FOLLOW-UP TO DECISIONS AND RESOLUTIONS ADOPTED BY THE EXECUTIVE BOARD AND THE GENERAL CONFERENCE AT THEIR PREVIOUS SESSIONS

PART I: PROGRAMME ISSUES

I. Safety of journalists and the issue of impunity

DRAFT DECISION

Submitted by: Albania, Algeria, Argentina, Brazil, Dominican Republic, Estonia, France, Germany, Greece, Guinea, Haiti, Italy, Japan, Kenya, Lebanon, Lithuania, Morocco, Netherlands, Nigeria, Paraguay, Republic of Korea, Saint Kitts and Nevis, Senegal, Slovenia, Spain, Sweden, Ukraine, United Kingdom of Great Britain and Northern Ireland, United States of America

The Executive Board,

1. Recalling 196 EX/Decision 31 by which the Executive Board requested the Director-General to report on the actions taken by UNESCO on the implementation of the United Nations Plan of Action on the Safety of Journalists and the Issue of Impunity,
2. Also recalling United Nations General Assembly resolution 70/162 of 10 February 2016 on the safety of journalists and the issue of impunity and Human Rights Council resolution 33/2 of 29 September 2016 on the safety of journalists, which welcome the important work of UNESCO in this area,
3. Welcoming the adoption of the 2030 Agenda for Sustainable Development and UNESCO's role, in coordination with other United Nations agencies, in advancing the Sustainable Development Goal 16.10 on public access to information and protection of fundamental freedoms, and contributing to the monitoring, *inter alia*, through UNESCO's report *World Trends in Freedom of Expression and Media Development*,
4. Welcoming also the initiatives and commitments by news organizations during the conference *News organizations standing up for the safety of media professionals* organized by UNESCO in Paris 5 February 2016, as well as UNESCO's and Member States' implementation of the follow-up options emerging from the conference,
5. Further welcoming the establishment of an informal Group of Friends of the Safety of Journalists at UNESCO, open to all Member States committed to the strengthening and promotion of the United Nations Plan of Action on the Safety of Journalists and the Issue of Impunity,
6. Acknowledging the specific risks faced by women journalists in the exercise of their work, including sexual and gender-based discrimination and violence, intimidation and harassment, online and offline, and in this regard looking forward to the United Nations Secretary-

General's report on the safety of journalists and the issue of impunity, which highlights the safety of women journalists, and to which UNESCO has contributed,

7. Having examined document 201 EX/5 Part I (I),
8. Commits to the safety of journalists and media workers, as well as those social media producers who generate a significant amount of public interest journalism;
9. Welcomes with appreciation the results achieved by UNESCO in the implementation of the UN Plan of Action on the Safety of Journalists and the Issue of Impunity;
10. Underlines the importance of engagement of all stakeholders for the successful implementation of the United Nations Plan of Action on the Safety of Journalists and the Issue of Impunity, and in this regard appeals to all stakeholders to redouble their efforts;
11. Notes with appreciation the steady increase in voluntary responses by Member States concerning the judicial investigations of killings of journalists, and strongly urges Member States to continue to actively provide this information to UNESCO as part of the Director-General's Report on the Safety of Journalists and the Issue of Impunity, and to develop effective monitoring mechanisms for this purpose;
12. Encourages Member States and all other stakeholders in media to continue cooperating with UNESCO on issues of freedom of expression, access to information and the promotion of professionalism through capacity building and exchange of good practice;
13. Also encourages Member States with the support of UNESCO to continue building capacity and setting up national safety mechanisms in order to prevent, protect against, and prosecute attacks on journalists and to combat impunity;
14. Requests Member States to provide input to, and engage in, the Multistakeholder Consultation on Strengthening the United Nations Plan of Action on the Safety of Journalists and the Issue of Impunity, which will be organized by UNESCO and the United Nations Office of the Commissioner for Human Rights in Geneva on 29 June 2017;
15. Requests the Director-General to present a progress report, containing results and impact of UNESCO's work on safety of journalists and proposals for how it can be strengthened, to the Executive Board at its 202nd session, taking into account:
 - (a) UNESCO's role as contributing agency to Sustainable Development Goal indicator 16.10.1 of target 16.10;
 - (b) the outcome of the Multistakeholder Consultation on Strengthening the United Nations Plan of Action on the Safety of Journalists and the Issue of Impunity;
 - (c) the need for concrete measures to tackle the specific risks faced by women journalists online and offline;
 - (d) UNESCO's role in supporting capacity-building in Member States, including on an institutional level.

PROGRAMME AND EXTERNAL RELATIONS COMMISSION (PX)

Item 5: FOLLOW-UP TO DECISIONS AND RESOLUTIONS ADOPTED BY THE EXECUTIVE BOARD AND THE GENERAL CONFERENCE AT THEIR PREVIOUS SESSIONS

PART I. PROGRAMME ISSUES

K. PROGRESS REPORT ON SAFETY OF JOURNALISTS AND THE ISSUE OF IMPUNITY

DRAFT AMENDMENT

Submitted by: Albania, Brazil, Estonia, France, Guinea, Greece, Italy, Japan, Kenya, Lebanon, Lithuania, Morocco, Netherlands, Paraguay, Republic of Korea, Slovenia, and Sweden

The proposed amendments to the draft decision contained in document 202 EX/5 Part I.K are indicated as follows: insertions in bold and words to be deleted in strikethrough.

The Executive Board,

1. Recalling 201 EX/Dec.5.I.I,
2. Having examined document 202 EX/5 Part I (K),
3. Acknowledging the importance of voluntary implementation of the UN Plan of Action on the Safety of Journalists and the Issue of Impunity for the realization of the 2030 Agenda for Sustainable Development,
4. Recognizing **the importance of** ~~need for~~ the UN Plan of Action ~~to be translated into national policies and practices,~~ including within the framework of the realization of SDG Target 16.10 on public access to information and fundamental freedoms,
5. Acknowledging the **necessity to ensure better cooperation and coordination at all levels including among** ~~value of continuously reinforced dialogue and coordination between UNESCO, Member States, the wider United Nations system, civil society, the media, academia~~ **and relevant international, regional and sub-regional organizations, including through technical assistance and capacity-building, with regard to promoting and ensuring the safety of journalists in order** ~~other stakeholders~~ to ensure effective implementation of the UN Plan;
6. Noting with appreciation the increases in voluntary responses by Member States concerning judicial investigations into killings of journalists,

7. Expressing concern over growing attacks on women journalists, including online,
8. **Also expressing deep concern of the frequency of acts of violence, online and offline, in all situations, including armed conflict, against journalists, media workers as well as social media producers who generate a significant amount of journalism;**
- 9.8. Welcomes **Takes note with interest** of the Progress Report on Safety of Journalists and the Issue of Impunity and the **outcome of the** Multistakeholder Consultation on Strengthening the Implementation of the UN Plan of Action on the Safety of Journalists and the Issue of Impunity;
- 10.9 Encourages Member States **with the support of UNESCO and in consultation with relevant stakeholders, to reinforce their efforts in** ~~consider ensuring the voluntary implementing ation of the UN Plan of Action at national level, including through~~ **capacity-building and setting up national safety mechanisms in order to** ~~the development of national information, prevention, protection~~ **against and prosecute attacks on journalists and to combat impunity;** ~~promotion of justice initiatives;~~
- 11.40 Strongly urges Member States to provide, or continue to provide, information on judicial investigations into the killings of journalists in response to the Director-General's requests, and to develop effective monitoring mechanisms for this purpose;
- 12.44. ~~Also invites~~ **Invites** the Director-General to share **and discuss** the Progress Report with the United Nations Chief Executives Board (CEB) **the results of UNESCO's continued efforts in coordinating the UN Plan of Action on the Safety of Journalists and the Issue of Impunity** as a follow-up to ~~its~~ **the** endorsement by the CEB in 2012; ~~of the UN Plan of Action on Safety of Journalists and the Issue of Impunity;~~
- 13.42. Requests the Director-General to continue work towards the implementation of Sustainable Development Goal Target 16.10, and monitoring of indicators 16.10.1 and 16.10.2;
- 14.43. Also invites ~~Further invites~~ the Director-General to **reinforce** ~~prioritize~~ activities addressing the specific threats to the safety of women journalists, both online and offline.
15. **Requests the Director-General, following 201 EX/Decision 5.I.I, to submit to the General Conference at its 39th session a report outlining how UNESCO will strengthen its leadership of the UN Plan of Action;**
16. **Also requests the Director-General to present to it at its 206th session a report on the continued implementation of UN Plan of Action.**

Two hundred and second session

(Paris, 4 October – 18 October 2017)*

PARIS, 18 November 2017

**DECISIONS ADOPTED
BY THE EXECUTIVE BOARD AT ITS 202nd SESSION**

* Including the meetings of the subsidiary bodies before the plenary meetings.

4. Endorses Quebec's Call for Action stemming from the conference on "Internet and the radicalization of youth: preventing, acting and living together" contained in the Annex to document 39 C/REP/25, and decides to submit Quebec's Call for Action for adoption by the General Conference at its 39th session.

(202 EX/SR.11)

15 Final report by the International Advisory Committee (IAC) on the review process of the Memory of the World Programme (202 EX/15; 202 EX/50)

The Executive Board,

1. Having examined document 202 EX/15,
2. Expresses its appreciation to the International Advisory Committee of the Memory of the World Programme (IAC) for its substantial work on the review of the Programme;
3. Reaffirming the objectives of the Memory of the World Programme as expressed by the General Conference in 2015 in the Recommendation concerning the Preservation of, and Access to, Documentary Heritage, including in Digital Form, which underlines "the importance of documentary heritage to promote the sharing of knowledge for greater understanding and dialogue, in order to promote peace and respect for freedom, democracy, human rights and dignity", and considers "at the same time that the preservation of, and long-term accessibility to documentary heritage underpins fundamental freedoms of opinion, expression, and information as human rights";
4. Notes with appreciation the International Advisory Committee's final report (202 EX/15, Annex I) and invites the Committee to continue, in consultation with Member States, the review of the Memory of the World Programme;
5. Also takes note with appreciation of the recommended revisions to the Statutes of the International Advisory Committee of the Memory of the World Programme (IAC), and decides to discuss this matter further at the 204th session of the Executive Board;
6. Requests the Director-General, in cooperation with Member States, and building on the work produced by the International Advisory Committee working groups, to engage in a comprehensive review of the Memory of the World Programme in the broader context of the above-mentioned 2015 Recommendation, and to present to it at its 204th session an action plan for the review;
7. Also requests the Director-General to proceed with the 2016-2017 nomination cycle in accordance with the existing rules of the Memory of the World Programme and in line with its main objectives, as set out in paragraph 3 above;
8. Calls upon the Director-General, the members of the International Advisory Committee, and all stakeholders of the Memory of the World Programme to abide by the principles of dialogue, mutual understanding and respect and to avoid further political tensions concerning the Programme.

(202 EX/SR.11)

16 Renewal of UNESCO Prizes (202 EX/16 Parts I and II; 202 EX/50)

16.I [Kalinga Prize for the Popularization of Science]

This sub-item was postponed: see the footnote in document 202 EX/1.

Paris, 14 August 2014
Original: French

Item 25 of the provisional agenda

**REVISED PROGRAMME FOR UNESCO'S ASSOCIATION
WITH THE CELEBRATION OF ANNIVERSARIES**

SUMMARY

In accordance with 194 EX/Decision 15, this document presents to the Executive Board a revised anniversaries programme, with a view to improving impact, including methodology, funding, geographical and gender balance, monitoring and evaluation, periodicity, and other relevant criteria.

Action expected of the Executive Board: proposed decision in paragraph 16.

REVISED PROGRAMME FOR UNESCO'S ASSOCIATION WITH THE CELEBRATION OF ANNIVERSARIES

A. Background

1. Since 1956, UNESCO has been associated with the commemoration of historic events and anniversaries of eminent personalities that are celebrated by Member States and Associate Members, with the aim of giving them worldwide significance in accordance with the overall mandate of the Organization.
2. At its 191st session, the UNESCO Executive Board requested the Director-General in 191 EX/Decision 32 to undertake an evaluation of UNESCO's action in this area, results achieved in the current biennium and costs under the regular budget and to report to it thereon at its 194th session.
3. In document 194 EX/15, submitted to the Executive Board, the anniversaries programme was portrayed as an asset and a tool to provide visibility for Member States by attributing prestige to the celebration of an anniversary through its recognition by UNESCO. It was also described as a costly programme facing many difficulties. The Executive Board, noting with regret the lack of geographical balance in the anniversaries with which UNESCO had been associated, the under-representation of women in those anniversaries and the cost of the anniversaries programme estimated at \$1.5 to \$2.2 million (estimate provided by the Internal Oversight Service (IOS)), requested the Director-General, in 194 EX/Decision 15, to present a revised anniversaries programme, with a view to improving impact, including methodology, funding, geographical and gender balance, monitoring and evaluation, periodicity, and other relevant criteria. In that connection, it decided to suspend the gathering of proposals for the celebration of anniversaries until the Executive Board recommends a new anniversaries programme to the General Conference at its 38th session.
4. Pursuant to 194 EX/Decision 15, the Director-General submits to the Executive Board a proposal to revise the criteria and procedures following in considering Member States' proposals for the celebration of anniversaries with which UNESCO could be associated and new arrangements for monitoring and evaluating them in accordance with the principles and conditions set forth below.
5. The new procedure and arrangements proposed in this document will require, in the short term, the mobilization of additional resources that will be necessary as a first step in implementing a new monitoring and evaluation framework and the establishment of an integrated database for online submission of requests, their evaluation and monitoring of the anniversaries.

B. Criteria and procedure for UNESCO's association with the celebration of anniversaries

6. UNESCO is associated with the commemoration of historic events and anniversaries of eminent personalities that are celebrated by Member States and Associate Members, with the aim of giving them worldwide significance in accordance with the overall mandate of the Organization, promoting peace, understanding and rapprochement among peoples and enhancing the visibility of the Organization.
7. For each biennium, the Director-General shall address to the National Commissions a circular letter enclosing a simple form (annexed hereto) seeking detailed and precise information on their request. The circular letter shall be sent no later than 15 September¹ of the first year of the biennium, the deadline for nominations being 15 January of the following year.

¹ If the programme is approved, the dates given above are not applicable for the current biennium and the procedure must be adapted in the light of the decision of the Executive Board.

8. Requests shall be submitted to the Director-General by the Member States through the National Commissions for UNESCO or, where there is no National Commission, through the appropriate government channel.

9. Each Member State may submit a maximum of two requests, one of which must relate to gender equality.

10. Submissions

- (a) Requests must be submitted as soon as possible and no later than the stipulated deadline, without exception.
- (b) Requests must, wherever possible, be submitted in electronic form, with a view to moving to exclusively electronic submissions in due course.
- (c) Requests submitted after the deadline shall not be considered.

11. The Secretariat shall acknowledge receipt of Member States' requests 30 days after the deadline.

12. Approval of requests. When deciding upon a request, the Director-General shall take into account:

- (a) the assessment of the request made by the relevant sector(s) in accordance with the criteria set out below;
- (b) the contribution that anniversary celebrations can make to the attainment of Member States' objectives in UNESCO's fields of competence and within the framework of the major priorities set out in the Medium-Term Strategy (C/4) and Programme and Budget (C/5) approved by the General Conference; preference may be given to the celebration of anniversaries of personalities and events that may be linked to events already scheduled as part of UNESCO's priority activities during the biennium;
- (c) the need to strike an equitable balance in the distribution of anniversaries by giving priority to Africa, least developed countries (LDCs), gender equality, , developing countries, countries in transition and small island developing States (SIDS);
- (d) the need to reduce and limit anniversary celebrations to a reasonable number;
- (e) the recommendation of the intersectoral committee tasked with screening anniversary requests, which must meet the criteria set out below.

Criteria for the selection of anniversaries

- (i) Each proposed anniversary must be indisputably linked to the Organization's ideals and missions in the fields of education, culture, natural sciences, social and human sciences and communication and must promote closer relations among peoples, tolerance and the ideals of peace, cultural dialogue and mutual understanding among peoples. Preference shall be given to anniversaries linked to UNESCO's current priorities and if possible to high-level events that have already been planned.
- (ii) Commemorations of the birth, independence or institutional regime of a State will not be eligible for consideration; similarly the anniversaries of military events will be excluded.
- (iii) The anniversary must concern personalities of genuinely universal stature, nominated posthumously only and events of universal scope or at least of regional significance,

indisputably known outside the borders of their own country, in order to reflect the ideals, values, cultural diversity and universality of the Organization.

- (iv) The anniversary must be a fiftieth anniversary, a centenary or a multiple thereof.
- (v) Subregional, regional or international events must be already planned for the anniversary and for the organization of which resources must have been allocated to hold them in the Member State or group of Member States directly concerned.
- (vi) All anniversaries must be proposed with the support of at least two other countries or a regional group. Any anniversary proposed involving more than one Member State must be submitted by all.
- (vii) Requests relating to works of the intangible heritage – which comprise oral traditions and expressions, performing arts, social practices and rituals and festive events, knowledge and practices concerning nature and the universe and traditional craftsmanship – will not be considered because they cannot be dated in time.

13. Consideration of requests by the governing bodies.

- (a) On the basis of proposals by the intersectoral committee, the Secretariat shall prepare a description of each anniversary selected, which shall include relevant historical and biographical information.
- (b) This document will be submitted to the Executive Board for decision at its first session in the second year of the biennium. In addition, the Secretariat shall inform the Member States of the anniversaries that it proposes to select or to strike off the list, providing, in the latter case, the relevant explanations.
- (c) The Member States concerned shall have two months, as from the end of the session of the Executive Board, to reformulate, if need be, their requests concerning anniversaries that have been rejected on the ground that they do not appear to meet the criteria adopted.
- (d) Furthermore, during the appeal period, unrepresented or under-represented Member States may submit new requests.
- (e) The Executive Board, at its session preceding the opening of the General Conference, shall take a decision on the new requests, requests that have been the subject of an appeal and/or have been reconsidered by the intersectoral committee and, after reformulation, have been deemed by the Director-General to meet the criteria adopted.
- (f) The General Conference shall decide on the list of celebrations with which the Organization could be associated during the following biennium, as adopted by the Executive Board.

14. Implementation

- (a) Implementation of activities relating to the celebration of anniversaries is the responsibility of the applicant Member State. The request submitted to the Director-General must include information on specific scheduled implementation start and end dates, cost estimates (in United States dollars), funds pledged or expected from Member States or private institutions and the website/application to be used as a communication tool;

- (b) The Member State must plan at least one subregional, regional or international activity (regional/international conference, exhibition, multilingual communication material, event/exhibition held at UNESCO Headquarters etc.);
- (c) In implementing activities relating to the celebrations, Member States are encouraged to mobilize UNESCO networks in the country/region(s) concerned;
- (d) The results of anniversary-celebration events, linked to UNESCO's objectives and priorities and to the Organization's flagship events, will be posted on the UNESCO website. The activity reports (listing the institutional stakeholders involved in the celebration, the activities carried out, the estimated number of participants, media impact and any other measurable results in connection with the anniversary celebration) submitted after completion of each anniversary celebration by Member States will be used by the Secretariat to evaluate the impact and results of the anniversaries programme and its consistency with the objectives and priorities set by UNESCO;
- (e) The use of UNESCO's name and logo for the activities approved under the anniversaries programme, in accordance with the directives approved by the governing bodies, will raise the profile of the programme when it is carried out nationally, subregionally, regionally or interregionally, and the beneficiaries will report on the results thus achieved;
- (f) In conformity with 30 C/Resolution 58, any contribution by the Organization to these celebrations shall be financed under the anniversaries programme, in accordance with rules governing that programme. Nevertheless, in order to maintain a balanced distribution of funds from the programme, such financial assistance must remain exceptional and contingent on the submission of a priority request to the Director-General, with the required support in the case of a regional request.

15. UNESCO will be associated with the celebration of proposed anniversaries only if the applicant, when submitting written requests to the Director-General, accepts the following conditions. The applicant must:

- (a) submit requests as soon as possible and no later than the set deadline. Neither the Executive Board nor the General Conference shall consider requests submitted after the deadline; the governing bodies will thus not be required to decide on requests that have not been previously evaluated by the Secretariat in accordance with the established procedure;
- (b) bear full financial and administrative responsibility for holding the anniversary-celebration events;
- (c) submit to the Director-General, on completion of the project, a detailed activity report on the results and their usefulness to the Member State(s) and UNESCO. The report must be submitted at the latest before the submission of new requests. It is understood that no new anniversary proposals will not considered until the Member State concerned has provided all of the requisite activity reports.

DRAFT DECISION

16. After discussing this item, the Executive Board may wish to adopt a decision along the following lines:

The Executive Board,

1. Recalling 159 EX/Decision 7.5, 166 EX/Decision 9.3, 179 EX/Decision 37, 186 EX/Decision 32, 191 EX/Decision 32 and 194 EX/Decision 15,
2. Having examined document 195 EX/25,
3. Approves the new criteria and procedure for UNESCO's association with the celebration of anniversaries contained in Part B of document 195 EX/25;
4. Encourages Member States of all regions to make proposals with a view to improving geographical distribution and gender balance and to be more selective in making these proposals in order to enhance the quality, the representativeness and the visibility of this programme;
5. Authorizes the Director-General to send a circular letter to the National Commissions requesting detailed and precise information on their requests for the 2016-2017 biennium, after this session of the Executive Board, setting 15 January 2015 as the deadline for replies.

ANNEX

FORM FOR THE SUBMISSION OF AN ANNIVERSARY PROPOSAL

A. Information concerning the personality/event to be commemorated

1. Family name and first name of the personality/Title of the event

.....
.....

2. Born Died

or Date of the event

3. Date(s) chosen for the celebration

4. Field of activity

5. Brief description of the personality listing his or her major works/of the event

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.....

6. Describe the way(s) in which this personality/event has had a genuine regional and/or worldwide impact

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.....

7. Website(s) (including the website established/created for the anniversary celebration)

.....

B. Co-sponsors (two Member States or regional group)

.....
.....

C. Anniversary to be celebrated

- Fiftieth
- Centenary
- Multiple thereof

D. Information on the activities held on the occasion by the country or countries concerned

Place	Type of activity	Institution responsible	Time frame (start and end dates for the celebration)	Estimated cost (US \$)	Funds earmarked/requested (under the Participation Programme)
In your country					
In other countries (please state which)					

E. Links to UNESCO

1. Please indicate the UNESCO field(s) of competence to which the celebration is linked

- Education Link to:
- Natural Sciences Priority Gender Equality
- Culture Priority Africa
- Social and Human Sciences
- Communication Explain:
- Transdisciplinary projects:

2. Explain the contribution that such an anniversary celebration can effectively make to the attainment of Member States' goals in UNESCO's fields of competence and in regard to the major priorities set in the Medium-Term Strategy (C/4) and Programme and Budget (C/5) approved by the General Conference

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.....

3. Form of participation requested from UNESCO

.....

.....

4. Describe the way(s) in which this commemoration is consistent with and enhances UNESCO's goals and mission

.....
.....

F. Other information

.....
.....

기타 참고자료

지속가능발전목표 (SDGs)



End poverty
in all its forms everywhere

2 ZERO HUNGER



End hunger, achieve food security and improved nutrition and promote sustainable agriculture

3 GOOD HEALTH AND WELL-BEING



Ensure healthy lives and promote well-being for all at all ages

4 QUALITY EDUCATION



Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all

5 GENDER EQUALITY



Achieve gender equality and empower all women and girls

6 CLEAN WATER AND SANITATION



Ensure availability and sustainable management of water and sanitation for all

7 AFFORDABLE AND CLEAN ENERGY



Ensure access to affordable, reliable, sustainable and modern energy for all

8 DECENT WORK AND ECONOMIC GROWTH



Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all

9 INDUSTRY, INNOVATION AND INFRASTRUCTURE



Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation

10 REDUCED INEQUALITIES



Reduce inequality within and among countries

11 SUSTAINABLE CITIES AND COMMUNITIES



Make cities and human settlements inclusive, safe, resilient and sustainable

12 RESPONSIBLE CONSUMPTION AND PRODUCTION



Ensure sustainable consumption and production patterns

13 CLIMATE ACTION



Take urgent action to combat climate change and its impacts

14 LIFE BELOW WATER



Conserve and sustainably use the oceans, seas and marine resources for sustainable development

15 LIFE ON LAND



Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss

16 PEACE, JUSTICE AND STRONG INSTITUTIONS



Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

17 PARTNERSHIPS FOR THE GOALS



Strengthen the means of implementation and revitalize the global partnership for sustainable development

2017 유네스코 전략포럼 “전환기 유네스코 전략 재정립”

발행처 | 유네스코한국위원회 교육본부 · 외교부 문화외교국

발행일 | 2017년 12월 21일

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