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**INTERNAL
OVERSIGHT
SERVICE**

Evaluation Office

FROM AMBITION TO ACTION

EVALUATION OF THE UNESCO GLOBAL PRIORITY GENDER EQUALITY

**Internal Oversight Service
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Abstract & Acknowledgement

Abstract

IOS carried out an Evaluation of the UNESCO Global Priority Gender Equality, which assessed implementation both within the Organization and in its programmes. The Evaluation team included colleagues from both IOS Evaluation and Audit units. The Evaluation concludes that much has been achieved through gender mainstreaming and gender-specific programming. In order to improve future results, UNESCO should invest in more consistent planning and reporting tools for gender equality, as well as systematic monitoring, evaluation and learning lessons. The Evaluation also recommends clarifying and strengthening the gender equality architecture and culture, as well as collaboration and communication, and continuing to develop UNESCO as a gender-responsive organization and gender-friendly model workplace.

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List of Acronyms

ADG	UNESCO Assistant Director-General	JIU	Joint Inspection Unit of the United Nations System
BFM	Bureau of Financial Management	KMI	Knowledge Management and Information Services
CAB	Cabinet of the UNESCO Director-General	KPI	Key Performance Indicator
CAB/GE	Division for Gender Equality	LGBTI	Lesbian, Gay, Bisexual, Transgender and Intersex
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women	M&E	Monitoring and Evaluation
CI	Communication and Information Sector	MEL	Monitoring, Evaluation and Learning
CLT	Culture Sector	MOPAN	Multilateral Organization Performance Assessment Network
DG	UNESCO Director-General	OHCHR	Office of the United Nations High Commissioner for Human Rights
DPI	Division of Public Information	PAX	Priority Africa and External Relations Sector
ED	Education Sector	PGA	Participatory Gender Audit
ED/IGE	Section of Education for Inclusion and Gender Equality	RBM	Results-Based Management
EO	Executive Office	SC	Science Sector
ER	Expected result	SHS	Social and Human Sciences Sector
FAO	Food and Agriculture Organization of the United Nations	SISTER	System of Information on Strategies, Tasks and the Evaluation of Results
GE	Gender equality	TOC	Theory of change
GEAP	Gender Equality Action Plan	TOR	Terms of reference
GEM	Gender equality marker	UIS	UNESCO Institute for Statistics
GFP	Gender Focal Point	UN	United Nations
GPAP	Gender Parity Action Plan	UNCT	United Nations Country Team
GPGE	Global Priority Gender Equality	UNDP	United Nations Development Programme
GRES	UNDP Gender results effectiveness scale	UNESCO	United Nations Educational, Scientific and Cultural Organization
HQ	Headquarters	UNFPA	United Nations Population Fund
HRM	Bureau of Human Resources Management	UNITWIN	University Twinning and Networking
ILO	International Labour Organization	UN-SWAP	United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women
IOS	Internal Oversight Service	UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
IOS/AUD	Audit Office	WIPO	World Intellectual Property Organization
IOS/EVS	Evaluation Office		
IOS/INV	Investigation Office		

Definitions of key concepts

Empowerment is a concept that refers to:

“[The] collective and individual process of women and men having control over lives, setting their own agendas, gaining skills, building self-confidence, solving problems and developing self-reliance.”¹

Gender differs from the concept of “sex” in as much as it is a social construct used to refer to both women’s and men’s responsibilities as well as the varying expectations derived from the concepts of femininity and masculinity:

“Gender roles and expectations are learned. They can change over time and they vary within and between cultures. Systems of social differentiation such as political status, class, ethnicity, physical and mental disability, age and more, modify gender roles. The concept of gender is vital because, applied to social analysis, it reveals how women’s subordination (or men’s domination) is socially constructed.”²

Gender equality is a fundamental human right and a precondition for attaining a sustainable and peaceful world. Gender equality refers to:

“The equal rights, responsibilities and opportunities of women and men and girls and boys. It means that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is a human rights principle, a precondition for sustainable, people-centered development, and it is a goal in and of itself.”³

1 UNESCO, *UNESCO Priority Gender Equality Action Plan: 2014-2021*, 2019 revision, p.60

2 UNESCO, *UNESCO’S Gender Mainstreaming Implementation Framework (GMIF) for 2002-2007*, 2003, p.17, available at: <https://unesdoc.unesco.org/ark:/48223/pf0000131854>.

3 UNESCO, *UNESCO Priority Gender Equality Action Plan: 2014-2021*, 2019 revision, p.11, available at: <https://unesdoc.unesco.org/ark:/48223/pf0000227222>.

Gender mainstreaming:

“Mainstreaming” is a process rather than a goal that consists in bringing what can be seen as marginal into the core business and main decision-making process of an organization [. . .] A gender perspective is being mainstreamed to achieve gender equality.”⁴

Gender-specific programming seeks to complement gender mainstreaming with the specific aim to:

“Reduce specific inequalities faced by women or men, girls or boys, in a particular situation. The aim of this approach is to address specific and significant instances of discrimination and to reduce inequalities through support to a particular group.”⁵

Intersectionality: The concept that oppressions related to race, gender and class are linked and cannot be thought separately. The American lawyer and scholar Kimberlé Crenshaw created this concept in 1989 in her seminal article “Mapping the margins: intersectionality, identity politics, and violence against women of color”.

LGBTI stands for Lesbian, gay, bisexual, transgender and intersex.⁶

Masculinities conveys that there are many socially constructed definitions for being a man and that these can change over time and from place to place. The term relates to perceived notions and ideals about how men should or are expected to behave in a given setting. Masculinity and femininity are relational concepts, which only have meaning in relation to each other.⁷

4 UNESCO, *UNESCO’S Gender Mainstreaming Implementation Framework (GMIF) for 2002-2007*, 2003, p.17, available at: <https://unesdoc.unesco.org/ark:/48223/pf0000131854>.

5 UNESCO, *UNESCO Priority Gender Equality Action Plan: 2014-2021*, 2019 revision, pp.15-16.

6 UNESCO, *Out in the open: education sector responses to violence based on sexual orientation and gender identity/expression*, 2016, p. 12, available at: <https://unesdoc.unesco.org/ark:/48223/pf0000244756>.

7 Raewyn Connell, *Masculinities*, University of California Press, 1995, p. 44.

Executive Summary

Object and Purpose of the Evaluation

1. IOS conducted an evaluation of the implementation of Global Priority Gender Equality between 2014 and 2019. Gender equality has been a global priority for UNESCO since 2008 and is being implemented through a **dual approach**, which is outlined in the Gender Equality Action Plan (GEAP II): gender mainstreaming in all programmes and activities, and gender-specific programming. The approach equally applies to integrating gender equality in UNESCO as an institution. The implementation of gender equality is meant to be **“everyone’s business”**; i.e. all staff at Headquarters (HQ), field offices and institutes are expected to make it an integral part of their work.
2. The objective of the Evaluation is twofold in that it serves both **learning and accountability** purposes. The main evaluation questions were agreed during the inception phase in consultation with the **reference group** and attempt to cover the implementation of the global priority **both within the Organization and in its programmes**.

Approach and Methodology

3. IOS carried out the Evaluation between November 2019 and July 2020. A multi-disciplinary ‘hybrid team’ including evaluation, audit and gender specialists from within and outside UNESCO was formed to combine independence, expertise and relevance with ownership and utilization focus throughout the evaluation process.
4. To deliver a report to the 210th session / Fall 2020 Executive Board and to inform the 41 C/4, the work plan was **adjusted in response to the COVID-19 crisis**. Greater emphasis was placed on institutional aspects, tools and capacity for gender equality, tracking of results and resources for both mainstreaming and gender-specific programming, and UNESCO as a gender-responsive organization. Without field visits, it was not possible to fully assess the impact of the current strategy and provide future programmatic direction. Possible follow-up components could

include country case studies and programmatic reviews, as well as any required further studies on strategic positioning and delivery with regard to the Global Priority.

5. The Evaluation used a **mixed methods approach** to capture quantitative and qualitative aspects of the mainstreaming and special programming of gender equality at UNESCO. It drew on multiple data collection strands, including audit analysis, desk review, all-staff survey, key informant interviews and focus group discussions with a broad range of stakeholders. A reference group, which included women and men with diverse thematic expertise, professional and regional backgrounds and experiences, supported the process, and reviewed and provided comments to the TOR, the inception report, the initial summary of findings and the draft evaluation report.

Key Findings

6. Gender Equality remains a Global Priority for UNESCO, because it is both a human right and a condition for sustainable development, and therefore plays a **central role for UNESCO’s mandate** in Education, Science, Culture, and Communication. The COVID 19 crisis and the recent 25th anniversary of the U.N.’s Beijing Women’s Conference have both drawn attention to the continued global need for prioritizing and accomplishing gender equality.
7. The evaluation acknowledges that UNESCO has managed to institutionalize the Global Priority to a large extent and has implemented a large number of programmes, projects and partnerships with a focus on gender equality across sectors and regions.
8. The report aims to encourage and support the refinement and harmonization of mechanisms, processes and tools to further enhance implementation, coordination and cooperation in order to truly make gender equality ‘everyone’s business’. It identifies opportunities to more systematically understand and learn from the outcomes of the many diverse initiatives and celebrate joint achievements.

Achievements under UNESCO's Global Priority Gender Equality

9. Since Gender Equality was established as a UNESCO Global Priority in 2008, the organization has accomplished a series of major **landmarks**, which include:
 - Institutionalization through a dedicated gender architecture spanning across the Organization, including the Division for Gender Equality, the Section for Inclusion and Gender Equality in Education and the Gender Focal Point Network;
 - regularly updated strategic documents GEAP I and II, integration in processes and tools, and training of staff;
 - collaboration with the UN System through UN SWAP, UNRIAS, EUALS Global Partnership etc.;
 - development of Flagship Programmes and Partnerships e.g. 'Her education, our future', 'L'Oréal-UNESCO Partnership for Women in Science', and 'Men4GenderEquality' Initiative;
 - the achievement of overall Gender Parity among UNESCO staff; and
 - implementation of many gender-responsive and gender-transformative programmes and projects through field offices.
10. Most recently, UNESCO has demonstrated leadership with local and global initiatives addressing **gender equality issues during the COVID-19 crisis** across the Education, Culture and Communication and Information sectors and many regions.
11. **Benchmarking of UNESCO** against four other UN organizations (the Food and Agriculture Organization [FAO], the United Nations Development Fund [UNDP], the United Nations Entity for Gender Equality and the Empowerment of Women [UN Women] and the World Intellectual Property Organization [WIPO]) in the field of Gender Equality found that UNESCO's centrally located Division for Gender Equality is considered best practice and that UNESCO does well with regard to Gender Focal Points and mandatory training. UNESCO's reporting to the UN-SWAP is compliant with the established guidelines.

UNESCO's Gender Architecture

12. The location of the Division for Gender Equality (CAB/GE) in the Cabinet of the Director-General projects the importance of Gender Equality (GE) as a Global Priority. The Evaluation found that the work of the Division would benefit from a clarified and strengthened mandate, especially regarding coordination and collaboration with other parts of UNESCO.
13. UNESCO could make a few small adjustments towards a more integrated gender architecture - embedded within and coordinated across all sectors. The implementation of GEAP II could be accelerated by clarifying roles and responsibilities, as well as modes of collaboration and reporting on gender mainstreaming at the institutional level. In terms of policy coherence, some important and successful parts of UNESCO's gender equality work are currently not captured in the GEAP.

UNESCO's Gender Focal Point Network

14. UNESCO's Gender Focal Point (GFP) Network is a special feature of the gender architecture and had been identified by the previous evaluation as a potential catalyst for the implementation of the Global Priority. The Organization could leverage gender champions (GFPs and others with interest or experience) by offering opportunities to actively promote the gender mainstreaming agenda within UNESCO.
15. GFPs are committed to integrating gender equality in programmatic and service sectors' work. Their contribution could be improved by addressing challenges such as a lack of frameworks for supporting sector gender priorities, management support, capacity shortages and time constraints.
16. GFPs lack budgets to carry out gender analysis or to tailor gender materials to the local context, as well as mechanisms for collaboration with other GFPs. Adequate capacity, funding and access to information for GFPs will help UNESCO harness more opportunities in Joint UN initiatives.

UNESCO as a Gender-Responsive Organization and Workplace

17. There is strong staff support for the Global Priority Gender Equality. Managers are seen to regularly put gender equality on the agenda, and the majority of staff want to see UNESCO further increase its efforts.
18. With regard to gender equality in the workplace, a survey showed that there is room for improvement: only half of the staff perceive that people at UNESCO are treated equally irrespective of gender or sexual orientation. The evaluation found that HRM is in the process of preparing a number of gender-friendly workplace initiatives.
19. UNESCO has taken positive steps with the updated Anti-Harassment Policy and Ethics training. More research and collaboration between different stakeholders will allow for a better understanding of prevalence and trends of sexual and gender-related harassment and inform possible solutions.
20. There is an opportunity to modernize UNESCO's Gender Equality Agenda in line with other UN agencies and to pro-actively work on issues related to other gender identities and sexual orientations, both in the workplace and in programmes. The aim for UNESCO would be to support culturally appropriate ways to ensure equality and human rights for people of all genders.
21. Capacity of management and staff, and clarity on why gender equality is a global priority for UNESCO, can be strengthened further, inter alia through active use of the new e-learning on gender equality.

Project Design, Results Frameworks, Resources

22. Sectors have developed tools for mainstreaming gender in programme management, and Gender Equality Marker (GEM) levels are applied to all regular programme activities and extra-budgetary projects.
23. The Evaluation noted some implementation challenges which could be addressed through strengthening project design, consistent application of GEM markers and overall GEM estimates. Whereas the GEAP II results framework has not had the relevance that was initially foreseen, programme monitoring and reporting is in practice performed at the level of C/5 Expected Results.

24. Existing project planning tools could be improved to address gaps in resource allocation, baselines, performance indicators and monitoring on gender equality. Budget allocations remain conceptual in the C/5 as current UNESCO IT systems lack functionality to operationalize these budgets. Mechanisms to identify and track earmarked funds to the Gender Priority would help monitor and assess the efficiency and effectiveness of resource allocation and implementation.
25. Providing the Division of Gender Equality with a small pool of resources would allow it to support downstream start-up activities and development of new programmes. The pilot SDG Fund in the Comprehensive Partnership Strategy (207 EX.11) offers a modality for donors to explicitly align their support with SDG 5.
26. Strategic partnerships (i.e. UNESCO Chairs programme) are not always fully utilized for implementing UNESCO's Global Priority Gender Equality. Joint programme implementation could be improved to up-front risk assessments. To be successful, partnerships require clear division of roles and responsibilities, as well as continuous engagement and follow-up.

Monitoring, Evaluation, Learning and Communication

27. UNESCO has made efforts to roll out systematic RBM and there are some flagship gender projects and initiatives, which benefit from strong monitoring and evaluation frameworks. The evaluation and internal audit functions have enhanced their gender mainstreaming methods and some units have established strong collaboration across sectors around specific areas of implementation of the Global Priority.
28. Reporting on UNESCO's Global Priority is subject to concurrent demands. Alignment and harmonization of data and reports across various platforms will help reduce inefficient parallel reporting processes. A comprehensive results and monitoring framework will support the aggregation of information on gender initiatives and internal learning.
29. Progress could be accelerated through systematic monitoring, evaluation and learning of lessons. More evaluations of gender-responsive and gender-transformative projects will make it easier to assess how gender-specific and gender mainstreaming efforts contribute to outcomes as specified in the GEAP II. Stronger cross-sectoral collaboration and internal communication will support institutional learning and an even more successful implementation of the Global Priority Gender Equality.

Conclusions

30. An **ambitious gender architecture** has been put into place. When it comes to implementation, **clarity** could be improved, especially with regard to roles, responsibilities and collaboration structures, as well as **resources** for coordination and management of strategic initiatives and support to programme sectors and field offices. The Gender Focal Point Network could, with adequate support and seed funding, and together with the proposed Regional Gender Specialists, play a catalytic role.
31. Much has been achieved through mainstreaming gender equality across the major programmes as well as gender-specific programming. Due to weak project design, **inconsistent results frameworks and reporting** as well as **lack of systematic monitoring and evaluation**, it is hard, on the one hand to aggregate and verify results, and on the other hand to learn lessons for improving future performance.
32. Investing in strengthening the **gender equality culture and communication**, ensuring every staff member knows why Gender Equality remains a Global Priority, how they can support its implementation and what has been achieved so far, will help **put this priority into practice**. Finally, UNESCO can build on its achievements with regard to parity and continue to develop as a gender-responsive organization, which champions and supports equal rights and opportunities for all genders both internally and in its global work.

Recommendations

1	Clarify and strengthen UNESCO's gender equality architecture , so that the Division for Gender Equality coordinates and supports an enhanced collaboration of all sectors for the implementation of the Global Priority
2	Strengthen the capacity of the Gender Focal Point Network , so that GFPs can ensure the successful integration of Gender Equality across all programmes and projects in field offices and HQ
3	Establish adequate regional gender expertise as part of the field reform, so that it can support field offices and GFPs with the planning, managing, monitoring and learning lessons from gender mainstreaming and gender-transformative initiatives
4	Develop an Action Plan to re-invigorate a gender equality culture , which puts priority into practice, so that all staff members and partners fully understand and support the Global Priority
5	Reinforce UNESCO as a gender-responsive organization with a modern agenda in line with other leading UN Organizations, to support culturally appropriate ways to ensure equality and human rights for people of all genders
6	Develop UNESCO as a gender-friendly model workplace , so that staff of all genders have equal opportunities to develop and contribute
7	Improve consistency and utility of UNESCO's framework, processes and tools for planning, allocation, follow-up and reporting on resources and results for Gender Equality, so that programme management and reporting become more efficient, and results can more easily be assessed and improved
8	Engage more strategically with partners and strengthen resource mobilization efforts , so that UNESCO's unique mandate and convening power can better be leveraged to support the Global Priority
9	Invest in systematic monitoring, evaluation, learning and internal communication to support the implementation of the Global Priority Gender Equality

Management Response

Recommendations	Response <i>(accepted / not accepted and way forward)</i>
<p>Recommendation 1:</p> <p>Clarify and strengthen UNESCO's gender equality architecture, so that the Division for Gender Equality coordinates and supports an enhanced collaboration of all sectors for the implementation of the Global Priority</p> <p>» <i>CAB/GE, BSP and all ADGs</i></p>	<p>Accepted</p> <p>Clarification of the roles and responsibilities of CAB/GE vis-à-vis other Sectors/Divisions, and strengthening of the overall gender equality architecture and collaboration mechanisms, will be addressed in the 41 C/4 and 41 C/5 documents as a result from close consultation with all concerned Sectors/Divisions.</p> <p>This will also cover the related issue of mobilization and allocation of resources to enhance gender expertise and gender-responsive practice within programmatic sectors, and how to strengthen in-house support and communication between CAB/GE and Programme sectors.</p>
<p>Recommendation 2:</p> <p>Strengthen the capacity of the Gender Focal Point Network, so that GFPs can ensure the successful integration of Gender Equality across all programmes and projects in field offices and HQ</p> <p>» <i>CAB/GE</i></p>	<p>Accepted</p> <p>A new strategy for the Gender Focal Point Network is in development. CAB/GE will ensure internal transparency and communication in the elaboration of the GFP Network strategy, and as regards the designation process of Gender Focal Points.</p> <p>The new e-learning tool on Gender Equality (available in English and French) is being translated into Spanish to extend its reach to colleagues in field offices.</p> <p>Once the new strategy is in place, a biannual meeting of Gender Focal Points will be organized to design a programme of work to implement global priority Gender Equality across the Organisation. Funding for this biannual meeting will be required.</p>
<p>Recommendation 3:</p> <p>Establish adequate regional gender expertise as part of the field reform, so that it can support field offices and GFPs with the planning, managing, monitoring and learning lessons from gender mainstreaming and gender-transformative initiatives</p> <p>» <i>PAX, ADM/HRM, CAB/GE</i></p>	<p>Accepted</p> <p>PAX to prioritize adequate regional gender expertise when planning for field reform.</p> <p>Once approved and funded, CAB/GE to be involved in developing the TOR for the regional gender equality advisors and work with them to develop and implement actions on the ground.</p>

Recommendations	Response <i>(accepted / not accepted and way forward)</i>
<p>Recommendation 4:</p> <p>Develop an Action Plan to re-invigorate a gender equality culture, which puts priority into practice, so that all staff members and partners fully understand and support the Global Priority</p> <p>» <i>ADM/HRM + all ADGs in cooperation with CAB/GE</i></p>	<p>Accepted</p> <p>Gender equality is everybody's business. This means that reinvigorating a culture of gender equality throughout UNESCO requires the participation of all.</p> <p>An internal working group made up of EOs and gender specialists from each Sector was set up in 2020. Part of its mandate is to begin working collaboratively on common priorities such as UNESCO's involvement in the Generation Equality Forum to take place in 2021.</p> <p>Supervisors could also be held responsible for ensuring a positive culture of gender equality, with defined responsibilities that are assessed in their performance reports.</p> <p>CAB/GE will work with HRM to define core skills and competencies required, and to develop a comprehensive Action Plan on how to ensure that adequate resources are invested in reinvigorating a culture of gender equality throughout the Organisation</p>
<p>Recommendation 5:</p> <p>Reinforce UNESCO as a gender-responsive organization with a modern agenda in line with other UN organizations, to support culturally appropriate ways to ensure equality and human rights for people of all genders</p> <p>» <i>CAB/GE + Sectors + BSP</i></p>	<p>Accepted</p> <p>New and innovative gender transformative and gender responsive programmes will be part of the new 41 C/4 and 41 C/5, and developed in close consultation with Programme Sectors</p>
<p>Recommendation 6:</p> <p>Develop UNESCO as a gender-friendly model workplace, so that staff of all genders have equal opportunities to develop and contribute</p> <p>» <i>ADM/HRM + Ethics + IOS</i></p>	<p>Accepted</p> <p>HRM to review and revise its HR manual in line with other UN agencies, around issues of, for example, parental leave, equal opportunities for career development, etc., and ensure that such revisions are duly monitored and implemented.</p> <p>Ethics Office to continue enforcing UNESCO's zero tolerance policy on sexual harassment. HRM, IOS & Ethics Office to collaborate on collecting data on prevalence and strengthening prevention.</p>

Recommendations	Response <i>(accepted / not accepted and way forward)</i>
<p>Recommendation 7:</p> <p>Improve consistency and utility of UNESCO's framework, processes and tools for planning, allocation, follow-up and reporting on resources and results for gender equality, so that programme management and reporting become more efficient, and results can more easily be assessed and improved</p> <p>» <i>BSP + ADM + CAB/GE</i></p>	<p>Accepted</p> <p>The Gender Equality Priority will be fully integrated into the C/4 and supported by a Monitoring and Evaluation Framework to ensure alignment, consistency from planning to implementation and monitoring for the C/4 and C/5</p> <p>Core redesign Committee to examine existing tools and resources and integrate required changes to planning, reporting and monitoring tools, and ensure monitoring and backstopping to Programme sectors to help implement these tools effectively.</p> <p>In addition, CAB/GE will work with BSP to define an appropriate results and budget framework.</p>
<p>Recommendation 8:</p> <p>Engage more strategically with partners and strengthen resource mobilization efforts, so that UNESCO's unique mandate and convening power can better be leveraged to support the Global Priority</p> <p>» <i>BSP + CAB/GE + Sectors</i></p>	<p>Accepted</p> <p>CAB/GE to work with BSP and Programme Sectors to identify gender equality priorities for resource mobilization, as well as ensure a coordinated and strategic approach involving all Sectors/Divisions for outreach to identified donors and partners.</p>
<p>Recommendation 9:</p> <p>Invest in systematic monitoring, evaluation, learning and internal communication to support the implementation of the Global Priority Gender Equality</p> <p>» <i>BSP + IOS + CAB/GE + ADM</i></p>	<p>Accepted</p> <p>Gender equality was overwhelmingly re-confirmed as a global priority by Member States during the 40th session of the General Conference, and in their responses to UNESCO's questionnaire on the draft 41 C/4 and 41 C/5.</p> <p>Member States also indicated that they want gender equality integrated throughout the Organization's main strategic planning documents, indicating support for seven thematic priorities to be implemented transversally. This will facilitate systematic monitoring and evaluation exercises.</p> <p>The learning outcomes will be continuously integrated in the development and implementation of programmes and projects to support the advancement of this global priority.</p> <p>BSP to help enforce the 3%-rule for setting aside funds for M&E in extra-budgetary projects (Evaluation Policy).</p>

Introduction

“The ultimate goal of UNESCO’s Priority Gender Equality is to strengthen the Organization’s ability, through its policies, programmes and initiatives, to support the creation of an enabling environment for women and men from all walks of life, to contribute to and enjoy the benefits of peace and sustainable development.”⁸

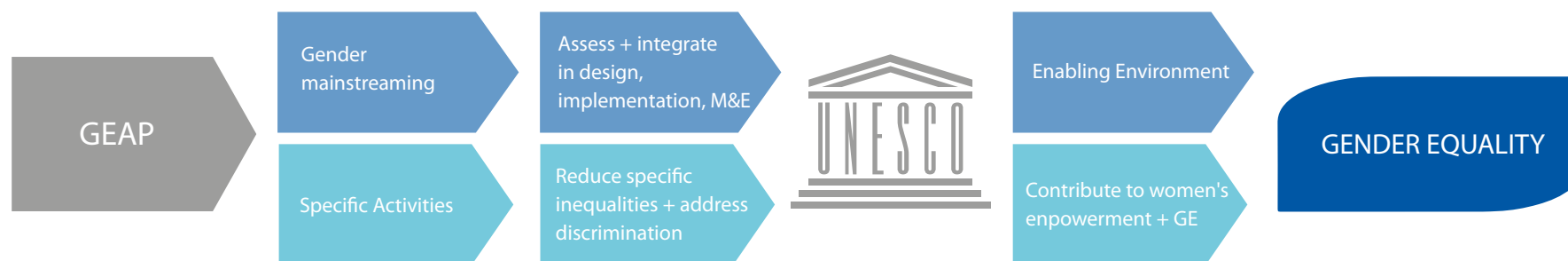
Background

1. When the United Nations (UN) General Assembly honored the 25th anniversary of the Beijing Women’s Conference, it was noted that “the UN has played an important role in spreading ideas about gender equality around the globe, but they haven’t proven easy to realize even within the organization itself⁹. Paul Kagame, President of Rwanda, concluded:

“The empowerment of women has made all of us safer and wealthier, but true gender equality has still not been attained in any country.”¹⁰

2. Gender Equality has been a global priority for UNESCO since 2008 and features clearly in the Organization’s current Medium-Term Strategy, Programme and Budget Documents.
3. UNESCO’s second Gender Equality Action Plan (GEAP II) 2014-2021, revised in 2019, provides an updated operational framework and guidance for how to advance gender equality both within the Secretariat and in its work with Member States¹¹. It aims to operationalize the global priority across its five programme areas: (i) Education, (ii) Natural Sciences, (iii) Social and Human Sciences, (iv) Culture, and (v) Communication and Information – which all have potential for advancing the global gender equality agenda.
4. The organization employs a dual approach for implementing Gender Equality: gender mainstreaming in all programmes and activities, and gender-specific programming. Both approaches also apply to UNESCO as an institution and a workplace, where gender equality is supposed to be both integrated and proactively promoted.

Figure 1. Implicit theory of change in GEAP II



⁸ UNESCO’s Medium-Term Strategy 2014-21 (37 C/4) p. 16)

⁹ Associated Press 9/29/2020, <https://www.msn.com/en-us/news/world/womens-issues-at-un-still-too-low-down-on-the-agenda/ar-BB19xosS?ocid=se>

¹⁰ Dto.

¹¹ The GEAP II, <https://unesdoc.unesco.org/ark:/48223/pf0000370905>, is a companion document to the Medium-Term Strategy 2014-2021 (37 C/4) and Programme and Budgets for 2018-2019 (39 C/5) and 2020-2021 (40 C/5).

5. Overall leadership is the purview of Senior Management while overall coordination is the mandate of the Division for Gender Equality, which reports to the Director-General. The implementation of Gender Equality is “everyone’s business”, i.e. all managers and staff members at HQ, field offices and institutes are expected to make it an integral part of their work.
6. Under the UN System Wide Action Plan for Gender Mainstreaming and the Empowerment of Women (SWAP 2.0), UNESCO is required to evaluate its gender strategy regularly¹². The Internal Oversight Service (IOS) therefore set out to conduct an Evaluation of the implementation of Global Priority Gender Equality between 2014 and 2019 (TOR see Annex 2).
7. This Evaluation builds on findings from the 2013 Internal Oversight Service (IOS) Review of the Priority Gender Equality and the 2012 Participatory Gender Audit by the International Labour Organization¹³ (ILO).

Objective and Scope

8. The objective of the Evaluation is twofold in that it serves both learning and accountability. It is retrospective in that it looks back at past performance to identify what has worked, what has not worked and why and what lessons can be drawn from previous experiences. The Evaluation also includes a prospective orientation to inform strategic positioning, policy development and programme design and delivery in the future, and above all the next Medium Term Strategy and (41 C/4) and a possible GEAP III or an alternative form of strategy document. The intended audience is therefore members of governing bodies, management and staff of UNESCO, as well as interested colleagues in other UN agencies or international development cooperation.
9. The Evaluation covers the implementation of the Global Priority across UNESCO, globally, in the past five years, i.e. since 2014. UNESCO’s institutional set-up and tools for gender equality were compared with and benchmarked against those of other UN organizations. The aim was to identify good practices and areas for improvement with regard to its dual approach of mainstreaming and gender-specific initiatives, as well as implementing gender equality in the institution itself.

¹² UN-SWAP 2.0 Indicator 4cii: “...at least one evaluation to assess corporate performance on gender mainstreaming or evaluation of its gender equality policy/ strategy every 5-8 years.”

¹³ International Labour Organisation (ILO), Participatory Gender Audit: UNESCO, 2012

10. The main Evaluation questions were agreed to during the inception phase in consultation with the reference group (Inception Report, see Annex 3). The intended scope had to be reduced as a result of the COVID-19 crisis (see below), which limited the possibilities for evaluating programmes, projects and partnerships. The Evaluation therefore focused on the implementation of the Global Priority Gender Equality in the following areas:

- a) **UNESCO’ Gender Architecture and Culture**, i.e. relevance, effectiveness and efficiency of Institutional strategies, structures and tools, as well as knowledge and attitudes;
- b) **UNESCO’s Gender Focal Point Network** as a special feature and potential catalyst of this architecture (and its current effectiveness and efficiency);
- c) **UNESCO as a Gender-Responsive Organization**, both as a workplace and in its positioning in the UN landscape (relevance, effectiveness and coherence);
- d) **Resources, Project Design and Results Frameworks** for gender mainstreaming and gender-specific programming in sector work (effectiveness, efficiency and relevance);
- e) **Monitoring, Evaluation, Learning and Communication**, including systems for reporting (effectiveness and efficiency).

11. IOS carried out the Evaluation between November 2019 and July 2020. The Evaluation followed the UNEG Norms and Standards, UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluations, UNEG Guidance on Evaluating Institutional Gender Mainstreaming and UNEG Ethical Guidelines for Evaluation, as well as UNESCO’s Evaluation Policy. The Report is being submitted to the 210th Executive Board of UNESCO in November 2020.

Approach and Methodology

12. A ‘**hybrid team**’ including evaluation, audit and gender specialists from within and outside UNESCO was formed to combine a high level of independence, expertise and relevance with ownership and utilization focus throughout the evaluation process. The Evaluation team worked closely with the Gender Equality Division, as well as with management and staff from the different Programme Sectors and Central Services, who are responsible for ensuring access to data, stakeholders and

information, in order to ensure that the Evaluation produce relevant and reliable findings and actionable recommendations.

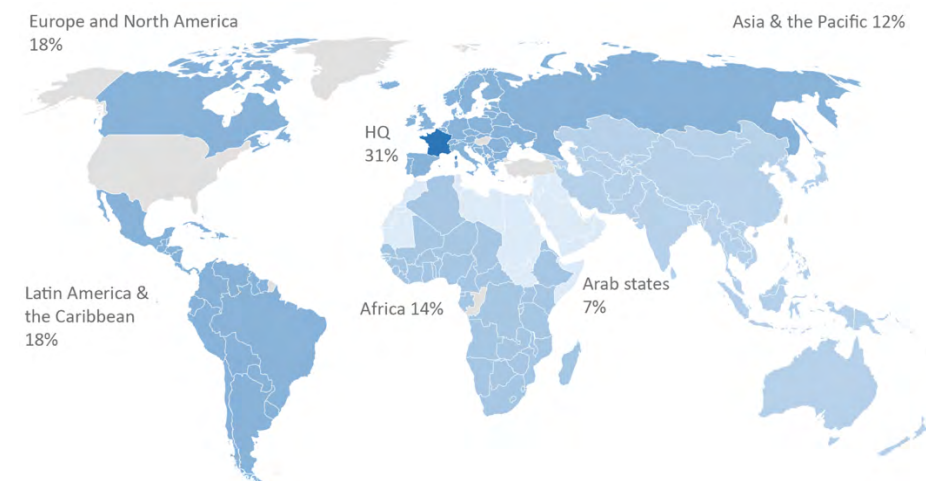
13. A **Reference Group** supported the development of the Evaluation. The Reference Group included women and men, as well as staff with diverse thematic expertise, and diverse professional and regional backgrounds and experiences. It reviewed and provided comments on the Terms of Reference, the inception report, the initial summary of findings and the draft evaluation report.¹⁴
14. **Key stakeholders** (the Division for Gender Equality, HRM, BSP, Programme Sectors, field offices, Gender Focal Points) were involved and contributed actively throughout the process, starting with the inception phase, data collection and analysis, via feedback on emerging findings, to discussion of recommendations and suggested actions.
15. A **mixed methods approach** was used to capture quantitative and qualitative aspects of the mainstreaming and special programming of gender equality at UNESCO. The Evaluation draws on multiple data collection strands, including a desk review, an all-staff survey, key informant interviews and focus group discussions with a broad range of stakeholders (see Note on Methodology, Annex 4).
16. As a first step, IOS carried out a **desk review** of institutional frameworks, policy and project documents, SISTER reporting, briefings and reports to the Executive Board and the General Conference. The aim was to document, summarize and assess UNESCO's institutional set-up, structures and tools, as well as changes in the conceptualization, implementation, and operationalization of the Global Priority Gender Equality since 2014. The desk review also included a benchmarking of UNESCO against four other UN organizations¹⁵ in the field of gender equality, both in terms of organizational culture and programming.

¹⁴ The Evaluation Reference Group included 14 members of staff from the five programme sectors at HQ (Education, Natural Sciences, Social and Human Sciences, Culture, and Communication and Information) and in field offices, the Division for Gender Equality (CAB/GE), the Bureau of Strategic Planning (BSP), the Bureau of Human Resources Management (HRM), the Priority Africa and External Relations Sector (PAX) and the Office of the Director-General (CAB).

¹⁵ The 4 UN agencies are: FAO, UNDP, UN Women, and WIPO. The selection was based on the comparability with UNESCO in terms of mandates and contributions towards gender equality.

17. The **all-staff survey** was sent to all UNESCO staff and non-staff personnel in December 2019. Its purpose was to gauge perceptions on the implementation of the Global Priority Gender Equality since 2014.¹⁶ It received 494 complete responses (70% women, 27% men and 3% other or no answer).

Figure 2. Location of survey respondents per region (n=492)



18. The evaluation team conducted **key informant interviews**, held focus group discussions, and **feedback workshops** with different stakeholders to verify and develop the data collected through the all-staff survey:
 - Thirty-five interviews conducted in person or via teleconference;
 - Sixty-six participants engaged in discussions, focus groups and feedback workshops either in person or via teleconference.

¹⁶ The survey was sent to a staff mailing list with ca. 3,500 recipients. It received 494 responses, which equals a response rate of 14.11%.

Table 1. Key informant interviews (November 2019 to July 2020)

Sector/Division/Bureau	Total F	Total M
Directors of field offices	2	2
UNESCO staff:	9	9
- <i>Division for Gender Equality</i>	3	1
- <i>Cabinet of the Director-General</i>		1
- <i>Programme Sectors</i>	3	2
- <i>Bureau of Human Resources Management</i>	1	3
- <i>Ethics Office</i>	1	1
- <i>Bureau of Strategic Planning</i>	1	
- <i>Internal Oversight Service</i>		1
Gender focal points (GFPs) at HQ and in field offices	10	3
Total		35

Table 2. Participants in presentations, focus groups and group discussions

Method	Total F	Total M	No data
Young staff members' discussion	22	7	2
Youth focus group (up to 30 years of age)	4	4	
Staff union focus group	2	1	
HRM (2 sessions)	9	1	
Members of Permanent Delegations	12	2	
Total			66

Limitations

19. The second phase of the Evaluation (March-June 2020) was initially planned around country case studies based on field visits to seven country offices in four regions, namely East Africa (Kenya, Tanzania), Asia (India, Pakistan), Latin America and the

Caribbean (Cuba, Jamaica), and the Arab States (Jordan). The Evaluation team had selected 28 gender-specific and gender-mainstreamed projects to analyze and discuss with responsible officers, as well as follow up with project beneficiaries.

20. To be able to deliver a report to the fall 2020 Executive Board and to inform the 41 C/4, the work plan was adjusted in response to the COVID-19 crisis (see 'Update', Annex 3). Visits to field offices and projects had to be replaced by virtual meetings, interviews and focus group discussions. Greater emphasis was placed on institutional aspects, tools and capacity for gender equality, the GEAP II dual approach (mainstreaming and gender-specific programming) and especially tools for tracking results and resources, and UNESCO as a workplace.
21. A possible future part II of the Evaluation could focus on the remaining areas of the original TOR through country case studies, with the aim to better understand results and challenges of gender equality work from the field office, partner and beneficiary perspective. The results would be published in a separate report, which could be presented as an information material to a later Executive Board session. IOS will review the options together with HRM and the Reference Group once the restrictions linked to COVID-19 allow it.

Structure of the Report

22. The report starts with an 'Overview of Achievements' since the Global Priority was established (Chapter 1). This is not a comprehensive description or analysis, but rather a compilation of major landmarks and examples to acknowledge progress to date. The Evaluation focused on potential areas for improvement and the findings are presented in the 5 main chapters of the report, starting with governance, capacity and ownership of gender equality in the organization: 'UNESCO's Gender Architecture' (Chapter 2), and the 'Gender Focal Point Network' as a special institutional feature and potential catalyst (Chapter 3) and 'UNESCO as a gender-responsive organization' (Chapter 4).
23. The more technical aspects of integrating and implementing gender equality, 'Resources, project design and results frameworks' and 'Monitoring, Evaluation. Learning and communication' are assessed in chapters 5 and 6. Each of these chapters starts with an overview of key achievements and main findings, followed by the analysis, recommendations and suggested actions. Chapter 7 then presents the overarching 'Conclusions and Recommendations' of the Evaluation, including a brief discussion of the evaluation criteria effectiveness, efficiency, relevance and coherence.

1. Overview of Achievements

24. While the evaluation focused on areas for potential improvement, the first chapter of the report gives an overview of major landmarks that the Organization has accomplished since Gender Equality was established as a UNESCO Global Priority in 2008. The list below is not attempting to be complete but to give an overview and some examples of main achievements. Examples of achievements and ongoing activities are also highlighted at the beginning of each of the following chapters.

1.1 Institutionalization

25. The **Division for Gender Equality** has been located in the Cabinet of the Director-General and led by a Director, which is considered best practice in the UN. UNESCO's **Gender Equality Action Plans** (GEAP I (2008-13) and GEAP II (2014-21) have been published as key strategic documents, which are detailing the dual approach of gender mainstreaming and gender-specific activities.
26. The **Gender Focal Point (GFP) Network** has been established with ca. 150 members in HQ and field offices, who are meant to spend 20% of their time on mainstreaming gender equality across programmatic work and supporting gender-specific projects;
27. Within the Education Sector, the **Section for Inclusion and Gender Equality in Education** (ED/IGE) was established to initiate and manage major gender-transformative initiatives in Education. It recently helped pilot transversal teams using the agile approach and launched the "Learning Never Stops Campaign" and "Get Girls Back to School Guide".
28. The **integration of Gender Equality Markers** in SISTER and **expected results** for gender equality in the C/5 and GEAP II have laid the ground for more systematic implementation.
29. The Division for Gender Equality held in-person **trainings** for nearly 800 staff members (ca. two thirds women) in HQ and field offices between 2016 and 2019 and has recently launched a new comprehensive e-learning;

30. The ILO Participatory Gender Audit of 2012, the IOS Review of Gender Equality of 2013, and the 2019 Multilateral Organization Performance Assessment Network (MOPAN) have all **assessed progress** and made recommendations for further improvements.
31. The **Friends of Gender Equality** is a group of Delegations, co-chaired by Oman and Iceland, who have made it their goal to support the implementation of the Global Priority Gender Equality.

1.2 Collaboration with the UN System

32. As part of the collaboration with the UN System, UNESCO has e.g. been improving its performance under the United Nations System-Wide Action Plan on Gender Equality and the Empowerment of Women (**UN-SWAP**).
33. UNESCO took **SDG 4 leadership** and supports many gender-related targets. It has also contributed to the system-wide online training. IOS led Gender Interest Group discussions at the United Nations Representatives of Internal Audit Services (**UNRIAS**) to promote sharing of audit tools and techniques in the UN system.
34. UNESCO developed a **joint programme** with UNFPA and UN Women "Empowering Adolescent Girls and Women through Education", worked with the Broadband Commission and joined the **EQUALS Global Partnership** for Gender Equality in the Digital Age.

1.3 Flagship Programmes and Partnerships

35. Flagship Programmes, which have caught worldwide media attention are e.g. the Global Partnership for Girls' and Women's Education, "**Her education, our future**", and publications such as the handbook for journalists "**Reporting on Violence against Women and Girls**", initiated by the Communication and Information Sector, and "**I'd blush if I could. Closing Gender Divides in Digital Skills through Education**" as part of the involvement of the Division for Gender Equality in the EQUALS Skills coalition and in partnership with Germany.

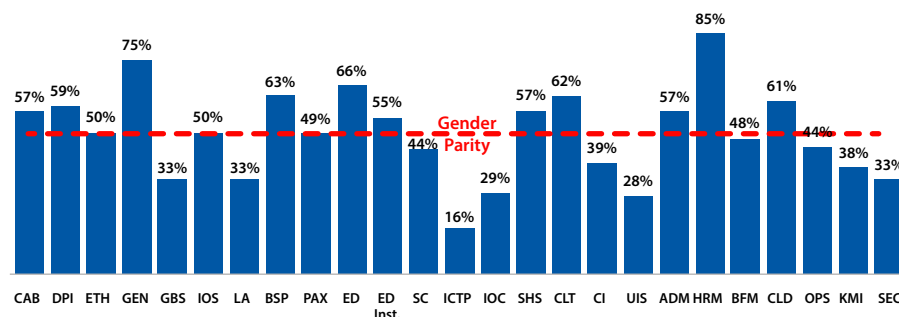
36. Examples of other partnerships include **TeachHer** and the **UNESCO Chairs on Gender**. UNESCO's Natural Science Sector developed the **L'Oréal-UNESCO Partnership for Women in Science**.
37. The Social and Human Sciences Sector has developed a flagship initiative focused on "**Masculinities**" and in 2019 issued a 'Roadmap for moving towards global initiative on positive Masculinities'. In partnership with UN Women and the OECD Development Center, UNESCO initiated the **Men4GenderEquality Initiative**, to promote "the meaningful engagement of men and boys, alongside women and girls, in the global strive for gender equality".

1.4 Gender Parity in the Workplace

38. **Gender Parity** was achieved at UNESCO across most P- and D-grades in 2017 and by July 2020, women represented overall 56% of UNESCO staff¹⁷. The Organization currently has its second female Director-General.

Figure 3. Gender Parity among UNESCO Staff 30 June 2020 (HRM data)

2. Percentage of Women at the Professional and Director level (P/D) by SECTOR / BUREAU



3. Percentage of Women in UNESCO

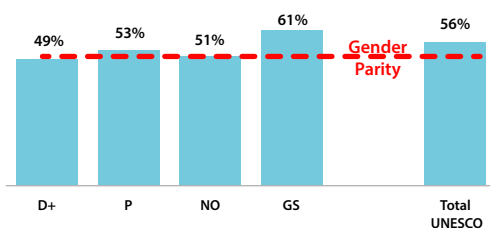


FIGURE 2:

As at 30/06/2020, Women represent 56% of UNESCO staff, and they represent:

- 49% of Director and above staff,
- 53% of International Professional staff,
- 51% of National Officers and,
- 61% of General Services staff.

1.5 Gender-transformative Programmes and Projects

39. The Evaluation noted a large number of promising, on-going gender-responsive and gender-transformative programmes, projects and activities being implemented through field offices, including:
- "**Transforming MENTalities and Promoting Gender Equality in India**", a project which aims to weave together various strands of positive masculinities promoted by stakeholders into one unifying narrative that contributes to supporting SDG5 in the sub-region (SHS);
 - "**Girls' Right to Education Programme**" (as part of UNESCO Malala Fund) aimed at supporting Pakistan's efforts to increase access and improve the quality of primary education for 40,000 girls through capacity-building and targeted interventions at institutional and community level (ED);
 - "**Empowering women and increasing resilience in the Jordan Valley**", a project which aims to empower women through income-generating activities by improving and promoting production of agricultural crops and handicrafts through a local association (CLT);
 - "**UNESCO's Scientific Camps of Excellence for Mentoring Girls in STEM**", aimed at mentoring secondary school girls in science, technology, engineering and mathematics in Kenya (SC).
 - "**Enhancing Adolescent girls' performance** and retention at ordinary secondary school level in Tanzania" and above mentioned "**Empowering Adolescent Girls and Women**" in Tanzania (ED);
 - "Integrating UNESCO Media and Information Literacy Curriculum into teachers training program and **fostering gender equality through media**", to strengthen teacher training institutions in Cuba, the Dominican Republic and Aruba to use UNESCO MIL curricula for teachers (CI).

¹⁷ Gender gaps remain in some sectors and field offices. See Figure 3

1.6 Leadership on Gender Equality during the COVID Crisis

40. Most recently, UNESCO showed leadership with local and global initiatives focusing on gender equality during the COVID-19 crisis. Emphasizing that “*gender equality and the empowerment of women and girls must remain a priority during the COVID-19 pandemic*”, **UNESCO, Gender Equality and COVID-19**, a paper distributed internally by the Division of Gender Equality in April 2020, identified **7 Global Issues for UNESCO Intervention**:
 1. Keep children learning
 2. Rising levels of violence, harassment and abuse
 3. Income insecurity and lack of social protection
 4. Women are not fully engaged as leaders or participate in decision-making
 5. Women have diminished access to sexual and reproductive health and rights
 6. Women have diminished access to technology and frontier technologies
 7. Inequalities and climate injustice
41. The paper provided potential key messages and outlined both actions already taken and possible actions for each programme sector.
42. One prominent example of UNESCO leadership is the collaboration with the United Nations Children’s Fund (UNICEF), the United Nations Girls’ Education Initiative (UNGEI), Malala Fund and PLAN International to launch the **Building Back Equal: Girls Back to School Guide**. “*The guide aims to help policymakers and practitioners in Ministries of Education and their partners address the gender dimensions of COVID-related school closures.*” It was developed by partners in **UNESCO’s COVID-19 Global Education Coalition’s Gender Flagship**, which is coordinated by ED/IGE, as part of a global campaign “*to ensure all girls can continue to learn during and after the COVID-19 pandemic*”.
43. Another example is the Culture Sector’s **ResiliArt** events, some of which focused on the experiences of female artists during lockdown. The new UNESCO Courier July-September 2020 has dedicated the entire volume to “**A Whole New World. Reimagined by Women**”.

2. UNESCO's Gender Architecture

Key Achievements and Highlights

- UNESCO has an elaborate institutional architecture for implementing the Global Priority, detailed and updated in GEAP II
- Having a Division for Gender Equality in Cabinet (CAB/GE) is best practice among UN agencies and lends importance to the agenda
- Staff and management support for the global priority is high
- The new transversal themes which CAB/GE is proposing for the next medium term strategy 41 C/4 are an important step towards further integration of the global priority in all of UNESCO's work
- The recently launched e-learning on Gender Equality by CAB/GE offers comprehensive training for all staff & management but the rates of staff completion on mandatory training remain low

Key Findings

- 2.1.** The implementation of GEAP II is slowed down by a lack of clear and comprehensive institutional mechanisms. GEAP II defines the accountability framework and strategic directions for mainstreaming and gender-specific activities. It includes results frameworks for the major programme areas, but reporting lines and accountability mechanisms are missing for service sectors and field offices. Conversely, the GPAP maintains an inward focus for the Organization to ensure gender equality in the workplace.
- 2.2.** In terms of policy coherence, there are several aspects of UNESCO's gender equality work which are not clearly captured in the GEAP, e.g. human resources and workplace issues (covered in separate GPAP), LGBTI issues and certain programmatic issues of sectors, e.g. masculinities.
- 2.3.** The central location of the Division for Gender Equality in the Cabinet projects the importance of GE as a global priority. The mandate of the Division could be clarified, especially with regard to coordination and collaboration with other parts of UNESCO. Its coordination role is weakened due to limited staff size.
- 2.4.** Service departments like HRM, IOS and KMI are assigned tasks in GEAP II. Roles and responsibilities, as well as modes of collaboration and reporting between HRM and CAB/GE are not clear with regard to gender mainstreaming at the institutional level.

2.1 Strategies and Institutions

44. This section analyses UNESCO's gender architecture, focusing on the key strategic frameworks guiding the overall strategy for the Global Priority Gender Equality. The analysis is based mainly on the desk review, and to a lesser extent interviews and audit findings.
45. UNESCO has four main strategic instruments, which guide the global priority, namely the:
- 1) Medium-term Strategy which contains the framework for upholding gender equality as a global priority,
 - 2) approved Programme and Budget documents (37 C/5, 38 C/5 and 39 C/5),
 - 3) Gender Equality Action Plan (2014-2021 – GEAP II)¹⁸ and
 - 4) Gender Parity Action Plan (2017-2022 - GPAP).
46. The GEAP II and the GPAP are the two main strategic frameworks guiding the implementation of UNESCO's Global Priority on Gender Equality. These action plans prioritize different aspects of the work of UNESCO toward promoting Gender Equality: while the GEAP focuses on programmatic issues, the GPAP maintains an inward focus to ensure gender equality in the workplace. The combination of an outward with an inward focus provides strategic coherence to the GPGE.
47. The GEAP II defines the roles and responsibilities for the following actors:
- Senior Management
 - Division for Gender Equality
 - Executive Office
 - Programme Specialists
 - Gender Focal Points
 - Consultative Group on Gender Equality
 - Member States
48. The implementation of the GEAP II and the GPAP involves a number of service departments, units, offices, divisions and other relevant enablers, but the overall coordination rests in two critical enablers: The Division for Gender Equality (CAB/GE) and HRM respectively. According to the division of responsibilities included in the GEAP II, the main responsibility for the coordination and engagement of units is the CAB/GE, which is located within the Cabinet. Similarly, HRM is the main bureau responsible for the implementation of the Human Resources Strategy (2017-2022), which includes the GPAP. These two units are expected to guide the main activities and processes under each of the implementation frameworks, as well as to work collaboratively in order to bring out coherence and generate synergies throughout the process.
49. As a part of undertaking this Evaluation, the GEAP II and GPAP strategic frameworks have been analyzed and synthesized in a Theory of Change (TOC) or Logic Model, which presents a holistic vision of how the strategy of UNESCO on GE is supposed to work (espoused theory) and was reviewed by the reference group. The Logic Model reflects the goals of UNESCO's Medium-Term Strategy and includes a set of key processes and strategies that, together with the two-pronged approach to gender equality (i.e. gender-specific programming and mainstreaming gender equality), are expected to lead to a series of outputs, strategic objectives and impact. The first level of analysis of the ToC put the focus on the processes and contribution of each player to the GPGE. The result of this analysis is expressed in Figure 4, which shows the division of labor for each strategic plan, featuring key processes and responsibilities. The key processes identified (which include several activities) have been grouped into four categories:
- 1) **Institutional support on GE**, which includes key activities aimed at strengthening the internal capacities of the staff to implement the GPGE, such as quality assurance efforts, capacity development activities for promoting GE, develop a knowledge base for gender equality and the provision of technical support at all levels.
 - 2) **GE in the programme cycle**, that comprises all activities focused on ensuring that programmatic actions are gender-responsive. These activities are considered during the planning and programming, implementation and evaluation stages of the programme cycle.

18 Some programme sectors have developed own strategic documents, aligned to the GEAP, to guide programmatic priorities for gender equality, e.g. From access to empowerment: UNESCO strategy for gender equality in and through education 2019-2025

- 3) Promotion of GE externally**, which focuses on the work of the Organization as an advocate for GE in all its communication products and public actions.
- 4) Strategic coherence and coordination**, which includes all those actions aimed at ensuring a coherent work on GE, both internally and externally, as well as the efforts toward ensuring an internal coordinated action.
50. The analysis shows that the key processes of each strategic action plan are in some cases intertwined and complement each other. As an example, one of the key processes within the GPAP aims at “strengthening the Gender Focal Points (GFPs) network and roles”, which directly contributes to the work of the network considered in the GEAP II. Similarly, the activities oriented to increase awareness and gender consciousness under both strategic plans are also complementary. Moreover, CAB/GE and HRM are at the forefront of the GE capacity building initiatives conducted in UNESCO, which directly contribute to the achievement of the GEAP II and GPAP goals. All of these feedback loops reinforce the coherence and complementarity of the strategic plans, and are represented in Figure 5 as circular arrows between the two critical enablers.
51. The GEAP II includes a section on implementation modalities that involve several key players (Internal Oversight Service - IOS, Knowledge Management and Information - KMI, the Section of Education for Inclusion and Gender Equality - IGE, etc. as expressed in Figure 4). As relevant examples, CAB/GE has established a process for KMI to mainstream GE in publications with help of a checklist tool used by the GFPs. IOS mainstreams gender in evaluations and audits and reports under UN-SWAP. The Ethics Office oversees the implementation of the updated anti-harassment policy, whereby investigations fall under the Investigation Office (IOS/INV).
52. The GPAP considers four main enablers (HRM together with CAB/GE, senior management and staff). The role of the two critical enablers (CAB/GE and HRM) differs between strategic plans. The GEAP II gives a minor role to HRM, mainly in its work towards gender parity, whereas the GPAP gives shared responsibility to HRM and GE/CAB in several of the expected results.

Figure 4. Division of Labor of GE strategic plans as per key documents

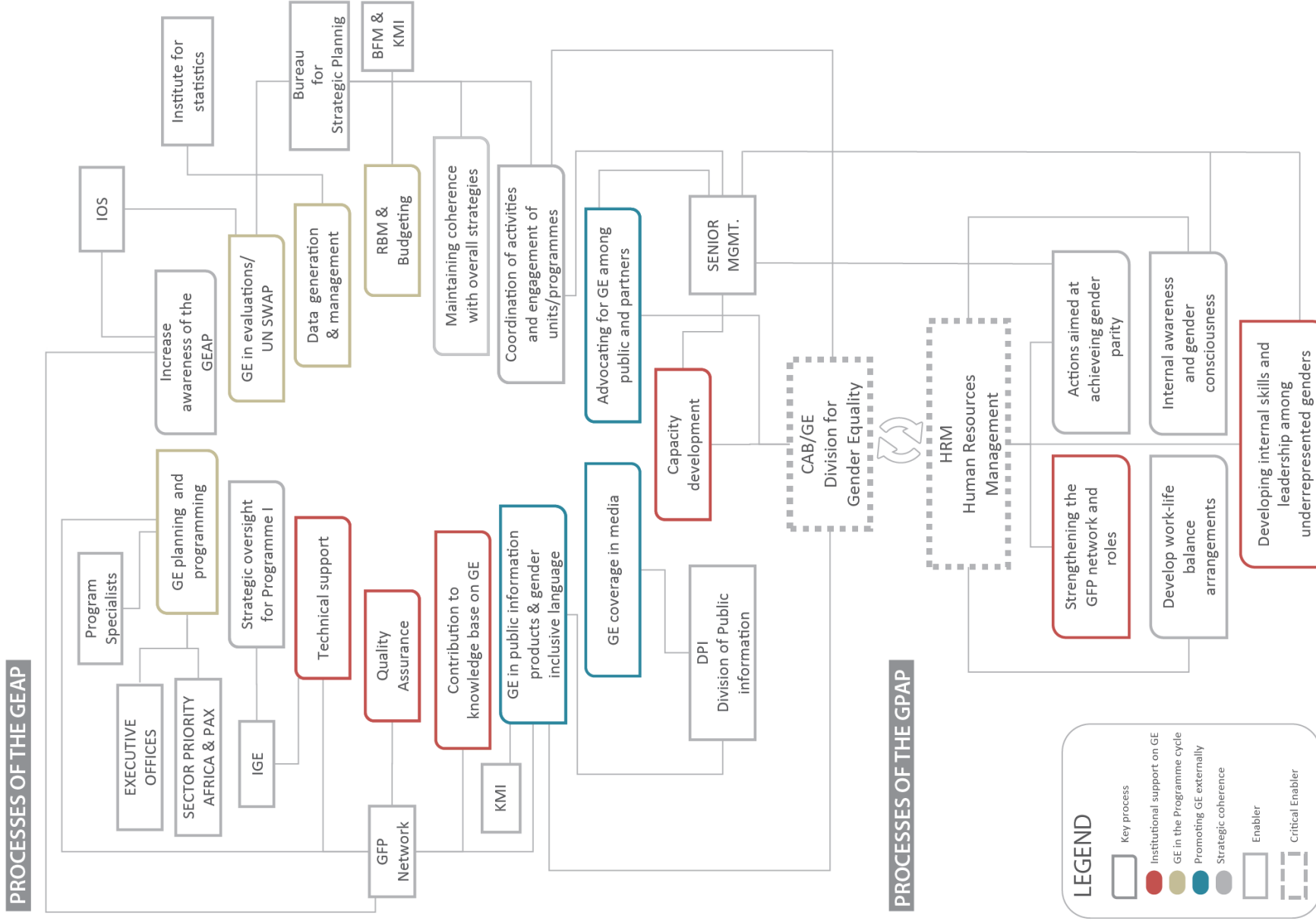
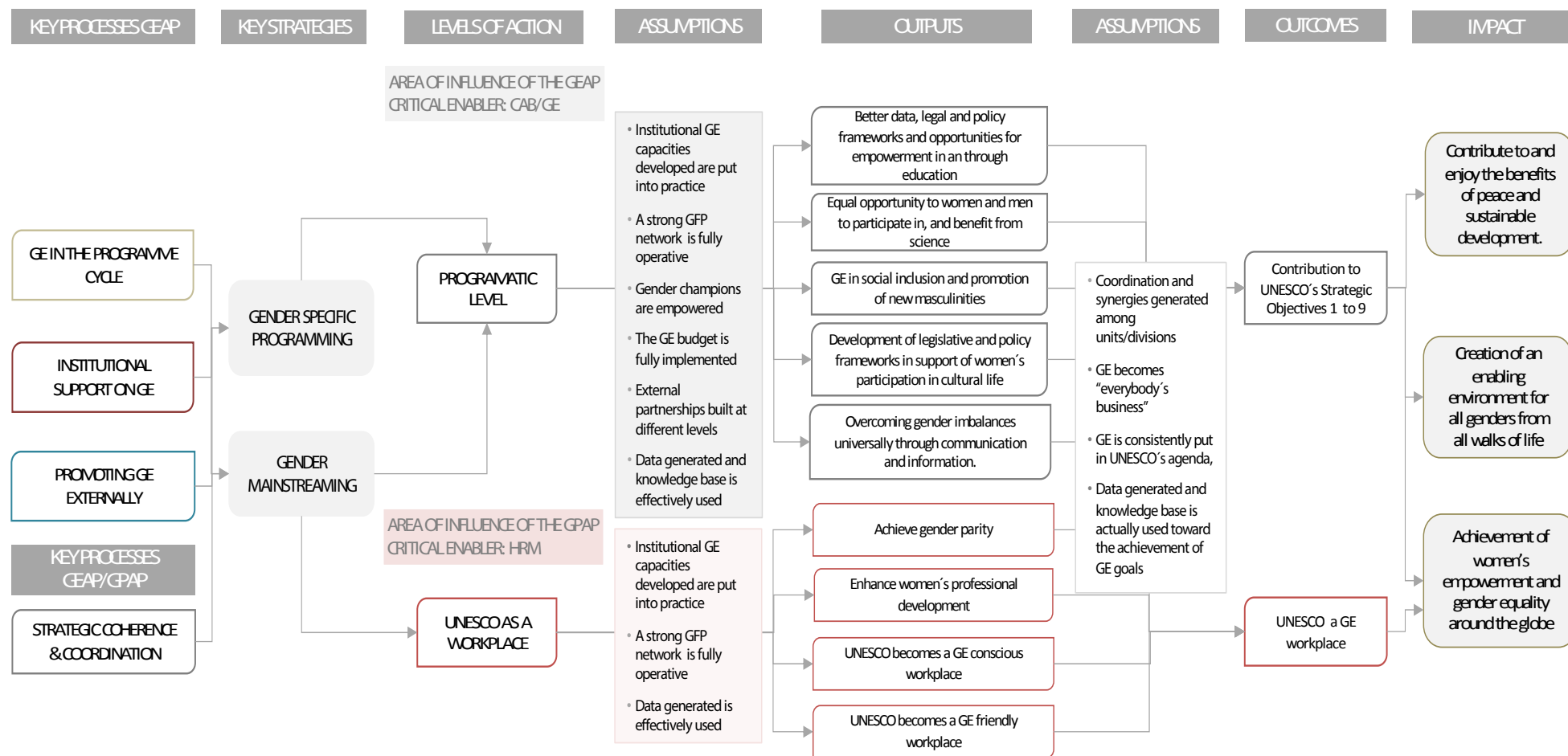


Figure 5. Theory of Change for the GPGE



53. Therefore, the coordination and interconnectivity of actions between these entities is expected to be strong and fluid. However, information sharing and joint efforts between these critical enablers has, according to key informants, been limited.
54. In addition, although both action plans include a section about the implementation modalities and responsibilities, the accountability mechanisms to ensure the effective implementation and reporting of both action plans, and coordination and collaboration mechanisms between critical enablers as well as with other parts of UNESCO, are missing. The division of labor and map of processes expressed in Figure 4 represents one of the key elements of the overall logic model for the GPGE, as shown in Figure 5.
55. The logic model presents the actions and strategies considered to reach a number of short-, mid-, and long-term goals. The three first key elements of the logic model represent what is to be done (key processes) and how (key strategies and levels of action). The assumptions are the hypothesis that underlie the theory, the preconditions for change to happen at different levels. Finally, expected changes are described in terms of outputs, outcomes and the final contribution to impact.
56. The logic model does not provide an in-depth visualization of the mechanisms of change influencing the GPGE. Rather, its main purpose is to provide a holistic vision of the contribution of each of the action plans toward the achievement of the GPGE strategic goals, and the extent to which these action plans complement each other. The logic model also reveals the coherence between strategic frameworks, as well as their overlapping areas.
57. In this regard, and although both strategic frameworks cover different areas, the logic model shows that the goal of achieving gender parity is partially covered in the GEAP II even though it is one of the main goals of the GPAP.
58. Another essential element of the ToC is the set of assumptions about the factors that affect goal achievement. These assumptions were identified as part of this Evaluation while defining the programme theory and have been crosschecked and validated with other Evaluation data (mainly the online survey, in-depth interviews and focus group discussions).
59. The key assumptions identified in the ToC refer to internal factors that are largely under the control of the Organization. External factors beyond the Organization's immediate control or influence are not considered in the logic model, as these are typically included in programme-specific logical frameworks. Nonetheless, external factors play an important role, and situations such as the recent COVID-19 crisis can have a significant impact on goal achievement. Furthermore, not all internal assumptions are reflected in the logic model, but only those having a greater impact on goal achievement. For example, relevant but not key internal assumptions such as "appropriateness of staff selection" are not included in the figure for visual clarity.
60. As outlined in the ToC, the first set of assumptions (directly influencing outputs) are more operational in nature and facilitate the achievement of the key outputs identified, whereas the second set of assumptions (directly influencing outcomes) are more global and strategic, and rely heavily upon the first set of assumptions and related outputs. For example, the first set of assumptions for programmatic issues identifies an effective GFP network; while the second set of assumptions already considers that GE is effectively everybody's business at UNESCO.
61. Identifying key assumptions is essential: once all these factors are linked to results and provide a deeper understanding of the causal mechanisms influencing goal achievement, the evaluation can focus on determining the extent to which these factors are already in place and that there is in fact control over them.
62. Consequently, the report addresses the extent to which key assumptions are controlled in the following sections:
- **Coordination and synergies** generated among units and divisions, and especially between critical enablers, which is covered in 2.1;
 - **External partnerships** with other UN agencies are addressed in section 5.5;
 - **Institutional GE capacities and culture**, which mainly refers to GE becoming everybody's concern and involves both awareness and engagement. This assumption is mainly addressed in section 2.2;
 - **GFP network/gender champions** and the extent to which these are fully operational and empowered, which is mainly addressed in chapter 3;
 - GE budget and its implementation, analyzed in chapter 5; and
 - Use of data and knowledge generated, addressed in chapter 6.
63. Beyond assumptions, there are aspects not covered in any of the strategic plans (and therefore not reflected in the ToC), namely workplace and certain programmatic issues.

2.2 Programmatic Gender Architecture

64. In order to deliver programmatic results, UNESCO developed a gender architecture framework that resembles those of other UN entities, placing at the center a technical and central coordination unit that supports a network of regional and in-country GFPs in field offices, regional bureaus and institutes. The comparative analysis of gender architecture frameworks between UN entities conducted as part of the Evaluation shows that UNESCO, WIPO, and FAO share similar frameworks for advancing GE at the program level. Only UNDP presents a different approach, as presented further in this section.
65. At UNESCO, CAB/GE is the central unit coordinating GE programmatic efforts and supporting the GFP network. The Division for Gender Equality has its own architecture of GFPs as a mechanism to mainstream gender into sector programming, as expressed in Figure 6.
66. The qualitative analysis based on semi-structured interviews with GFPs and other key informants revealed that coordination between the two different branches is rare and depends on individual efforts (see chapter 3).
67. The particularity in UNESCO lies in the fact that a section for advancing gender equality also exists within the Education Sector, the Section of Education for Inclusion and Gender Equality (ED/IGE), which was established in 2015 to further advance the GPGE. The Section provides strategic guidance and oversight, as well as technical support to advance GE in and through education. The Section also maintains a list of staff members within the Education sector, who have an interest or experience in Gender Equality work, and with whom they share targeted information.

Figure 6. Programmatic gender architecture - UNESCO vs UNDP

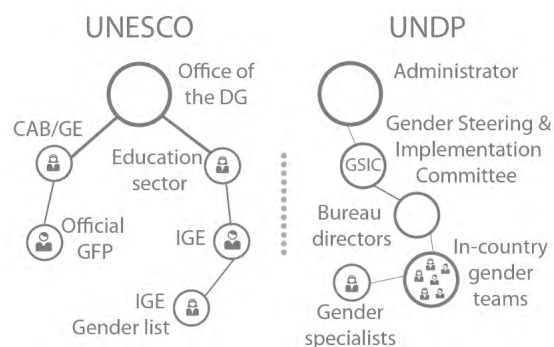
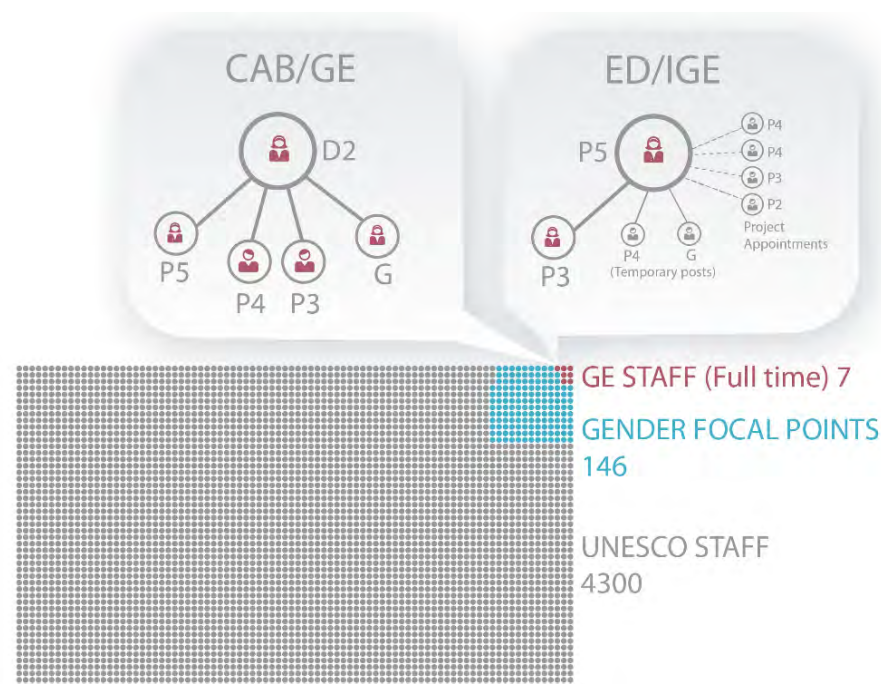


Figure 7. Human Resources available to CAB/GE and ED/IGE



68. Several key informants questioned whether the number of staff in CAB/GE was sufficient in relation to the key role the Division holds for the coordination and implementation of the Global Priority. While the small team was, by several interviewees, described as competent and committed, some suggested that the perceived lack of collaboration with other parts of UNESCO, and especially field offices and HRM, was a consequence of CAB/GE staff being overburdened.

Focus Box 1. UNDP's gender architecture

The structure of UNDP's gender architecture is considerably different: the Organization moved away from individual GFPs, and established in-country gender teams with a larger expertise across thematic areas¹⁹. As a result, the structure "has proven to be an effective mechanism to promote integration, improve vertical and horizontal coordination, and connect organizational internal structures to UNDP programmes/impact and results on the ground".²⁰ The in-country gender teams are led by senior management (deputy resident representative or country directors), and are usually supported by gender specialists. UNDP convenes a Gender Steering and Implementation Committee (GSIC) at HQ level to hold senior management accountable for the implementation of the gender strategy, with binding decisions. The head of the HQ Gender Team, in the Bureau for Policy and Programme Support (BPPS) is the Secretary of the GSIC, but the Administrator chairs the meeting.

UNDP's approach integrates and places responsibility for implementation on all sectors starting at the country-level with multi-sectoral Gender Focal Teams and moving all the way up to the Bureau of Directors and the GSIC at HQ. Additionally, UNDP houses a Community of Practice on gender, open to both dedicated gender expertise and other staff, as an internal knowledge sharing mechanism. As per UNDP's progress report in 2018, the gender-focused Community of Practice²¹ offers services such as consultations with over 700 UNDP gender experts across thematic areas, skills and locations; active discussion boards; and access to the latest toolkits and knowledge resources on gender equality. It also provides learning plans with capacity-building exercises and webinars on leadership, gender-based violence, prevention of sexual harassment and abuse, and climate change. As of 2018, the Community of practice had over 1,000 members.

69. UNESCO's strategic transformation process, initiated by the Director-General in 2018, called for a process of change under its 'operational efficiency' pillar to make the organization more agile²². In 2019, the Education Sector volunteered to be a pilot, initiating three agile working groups, including one on girls' and women's

19 UNESCO's budget for field offices is not comparable with UNDP's budget for country teams.

20 As per UNDP's progress report, 2018 This is similar to the Expert Facility model we are proposing in the draft 41C/4

21 UNESCO is proposing a similar Expert Facility model in the draft 41 C/4

22 The 40 C/5 included actions to "create an enabling environment for a more agile workforce...by adopting a multidisciplinary team-based approach, based on the agile methodology, which is a project management process that can help...in improving joint delivery and rapid decision-making."

education. Thirty people (24 women, 6 men) joined the working group on girls' and women's education, across all Divisions, all contract types (representing professional, administrative staff and interns), and all professional levels.

70. The agile teams enabled the Sector to harness skills and competencies across different teams to deliver effectively and swiftly on key activities and outputs to advance gender equality in and through education in 2019. This included the launch of 'Her education, our future', UNESCO'S drive for girls' and women's education at the G7 France-UNESCO International Conference, Innovating for girls' and women's empowerment through education²³. Knowledge products launched by the agile working groups at the event included 'Her Atlas', UNESCO's Interactive Atlas of girls' and women's right to education;²⁴ Her education, our future: snapshots of UNESCO's work²⁵; and other brochures, videos and social media assets accompanying the launch.
71. An evaluation of the implementation of the agile work-process²⁶ found that it improved work satisfaction, internal 'horizontal' communication and cooperation.

2.3 Comparative Analysis with other UN Agencies

72. According to the MOPAN report 2017-2018, UNESCO allocates around 7.2% of its expenditure as a total activity **budget** from its 'Regular Programme' to implement Priority Gender programmes. Furthermore, MOPAN estimates that 40.4% of UNESCO's Regular Programme budget *contributes* to gender equality (benchmark resources). This is a large proportion, and only surpassed by UN Women (100% of programmatic activities aimed at promoting GE) and UNDP, for which the combined financial resources allocated to projects with gender equality as a significant and principle objective are 55.4% (Strategic Plan 2018-2021).
73. In 2018, UNESCO "met or exceeded" requirements for 12 out of 16 relevant **UN-SWAP** 2.0 indicators. UNESCO did not "miss" requirements for any indicators. The same year, UN Women, UNDP and FAO "met" or "exceeded" requirements for 14 out of 16 relevant UN-SWAP 2.0 indicators, and did not miss requirements for any indicator. Conversely, WIPO "met" requirements for 4 out of 16 relevant UN-SWAP 2.0 indicators, and missed requirements for three indicators.

23 UNESCO. 2019. *G7 and UNESCO convene International Conference on girls' and women's empowerment through education*.

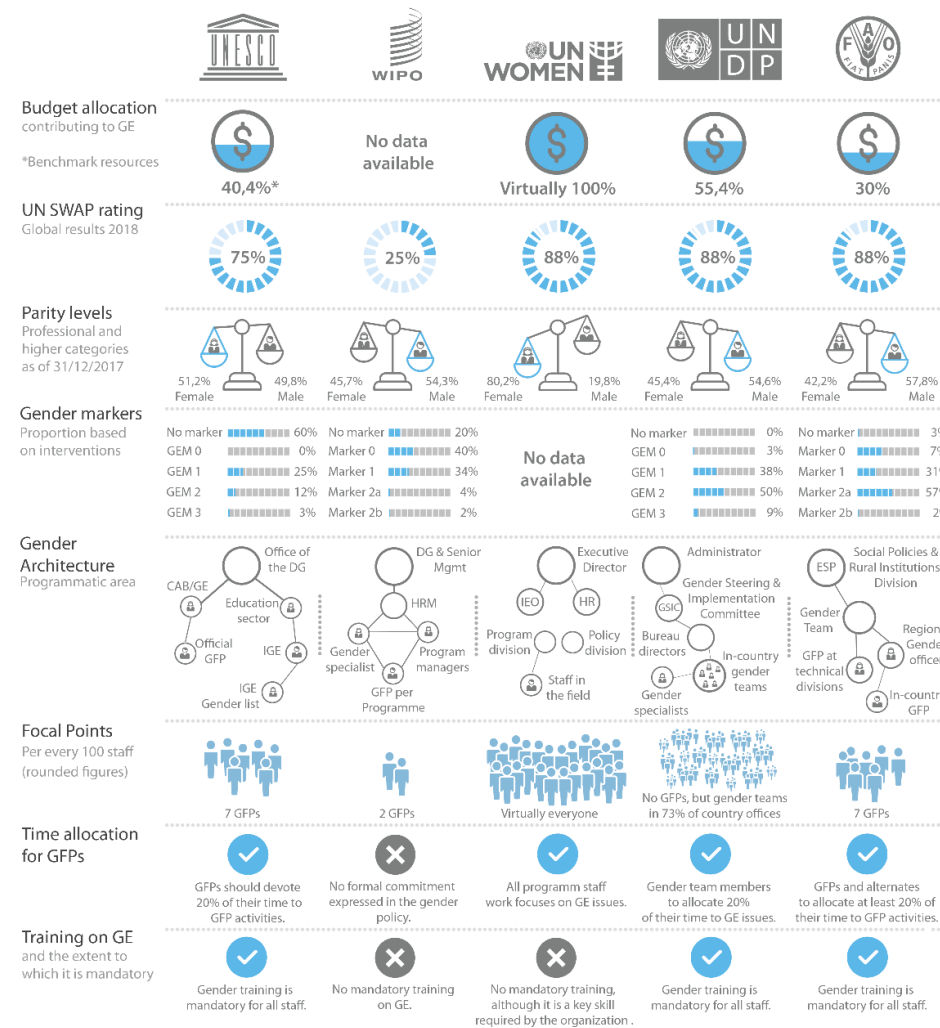
24 For more information, see the brochure on UNESDOC or visit <https://on.unesco.org/HerAtlas>

25 UNESCO. 2019. *Her education, our future: snapshots of UNESCO's work*. Paris, UNESCO.

26 Crouch, L. 2020. *Mid-term Review of Agile Work-Process Implementation at UNESCO's Education Sector*. Paris, UNESCO.

74. The information on **parity levels** is for professional and higher categories on permanent, continuous and fixed term appointments and comes from the report of the UN Secretary General dated 23 July 2019. UNESCO and UN Women are the only agencies holding a higher proportion of women staff at those levels.

Figure 8. Comparative analysis of selected UN agencies



75. Despite the fact that there is no unified name for **gender equality markers (GEM)** across UN agencies, the levels refer to the same concepts included in the Gender Results Effectiveness Scale (GRES)²⁷, and therefore, there is an equivalent meaning for:

- GEM0 and gender marker 0 (gender-neutral/gender-blind)
- GEM1 and gender marker 1 (gender-targeted),
- GEM2 and gender marker 2a (gender-responsive) and
- GEM3 and gender marker 2B (gender-transformative).

76. The result of the analysis shows that FAO and UNDP are the organizations holding the highest proportion of gender-responsive and gender-transformative interventions.

77. In terms of the **gender architecture**, the comparative analysis between UNESCO and UNDP has been presented in section 2.2. The following are the key findings for WIPO and FAO²⁸:

78. **WIPO:** The implementation of the Gender Policy is meant to be operationalized by WIPO Programmes and supported through annual action plans developed by the WIPO Gender and Diversity Specialist, in close cooperation with the GFPs²⁹. According to the Policy, Programme Managers appoint a GFP for each Programme, except where one GFP covers more than one Programme. Work-life balance issues are more prominently featuring in WIPO's gender policy and approach. WIPO has developed several Office Instructions aimed at improving the work-life balance of its staff, e.g. guidance on a Respectful and Harmonious Workplace.

79. **FAO:** At HQ level, the main responsibility for gender mainstreaming resides within the Social Policies and Rural Institutions Division (ESP), which also provides technical expertise and guidance to FAO Strategic Programme (SP) teams. Every team is supported by one or more experts from the ESP Gender Team in the planning, implementation and reporting of gender-related work. At the regional level, a Regional Gender Officer provides support and technical guidance to country and sub-regional offices and is responsible for coordinating and overseeing gender work

27 c.f. (2015) Evaluation of UNDP's Contribution to Gender Equality.

28 The selection of organizations was based on the comparability with UNESCO in terms of mandates and contributions towards gender equality

29 Evaluation-Audit Report of WIPO's Policy on Gender Equality Internal Oversight Division, WIPO, 2019.

in their regions. There is close integration between the gender implementation architecture and programmatic areas³⁰.

80. When it comes to **number of GFP per 100 staff**, the proportion is based on the actual number of GFPs found in key strategic gender-related documents and the total number of staff registered in the UN Human Resources global report of 2018. UN Women is a GE specialized agency and does not hold a network of GFPs, as virtually everyone works on GE related issues. UNDP is the organization that holds the highest network of staff working or supporting GE issues through its in-country gender teams. UNESCO and FAO hold a similar proportion of GFPs (around 7% of total staff is a GFP). Finally, WIPO is the organization with the lowest proportion of GFPs (2 per every 100 staff).
81. All of the reviewed UN organizations except WIPO **allocate at least 20% of GFPs and gender team members' time** to GE issues. **Gender training** is mandatory in all of the reviewed UN organizations, except WIPO and UN Women. The former does not consider mandatory the UN global GE training titled "I Know Gender", while in the latter GE expertise is a key skill required by the organization.
82. Overall, the comparison found that **UNESCO's centrally located Division for Gender Equality** is best practice and that UNESCO does well with regard to numbers and indicated time allocation of Gender Focal Points and mandatory training, but could improve the use of gender markers and allocation of resources for gender equality.
83. The **UN-SWAP** provides a system-wide self-reporting framework designed to enhance accountability and measure progress towards the achievement of gender equality and the empowerment of women by United Nations agencies. This framework includes a set of 17 system-wide performance indicators that establish a common understanding of what it means to achieve gender equality and the empowerment of women, and a common method of how to work towards it. As part of the Evaluation, IOS sampled six performance indicators and performed a walkthrough of UNESCO's UN-SWAP reporting process.

84. Based on the sample assessment, UNESCO's reporting to the UN-SWAP is compliant with the established guidelines. This assessment also responds to the 2019 Joint Inspection Unit of the United Nations System (JIU) report recommendation that requires *"The executive heads of the United Nations system organizations should critically assess on a regular basis the quality assurance mechanisms in place in their organization to ensure that ratings by indicator under the United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women are accurate according to the technical notes issued by the United Nations Entity for Gender Equality and the Empowerment of Women and that such ratings are appropriately supported by evidence."*

2.4 Recommendation

85. **Clarify and strengthen UNESCO's gender equality architecture, so that the Division for Gender Equality coordinates and supports an enhanced collaboration of all sectors for the implementation of the Global Priority.**
86. Suggested actions:
 1. Clarify roles and responsibilities for implementing the Global Priority, develop corresponding results indicators and follow-up mechanisms for all parts and integrated these in C/4 and C/5
 2. Produce a handbook / toolbox for gender equality work, which complements the e-learning and can be updated continuously
 3. Strengthen the Division for Gender Equality with adequate human and financial resources to further clarify and develop its policy, coordination, programmatic and advisory functions
 4. Improve support structures to support field offices and coordination within regions and between sectors with regard to GE work

³⁰ "Evaluation of FAO's work on gender", FAO Office of Evaluation, 2019

3. UNESCO's Gender Focal Points

Key Achievements and Highlights

- UNESCO has in place a network of Gender Focal Points across all sectors and most field offices
- GFPs are committed to working for the implementation of the Global Priority GE
- There are models for how to re-energize focal point networks with moderate investments in coordination, capacity building and two-way dialogue (e.g. IOS/EVS)
- The recent initiative by CAB/GE to contact all GFPs and update the list to compensate for staff turnover and mobility is a positive step

Key Findings

- 3.1.** There is a lack of mechanisms for gender champions (both GFPs and others with an interest or expertise) to get engaged and actively promote the gender mainstreaming agenda within UNESCO.
- 3.2.** The selection mechanism for official GFPs seems not to be consistently implemented.
- 3.3.** GFPs do not have budgets for gender analysis or to tailor gender materials to the local context, and are dependent on sectors setting aside funds for this as part of the general budgeting.
- 3.4.** GFPs lack mechanisms for joint real-time problem solving or learning from other GFPs. Gender-focused programmes in the sector or field office are rarely used to inform broader gender mainstreaming efforts.
- 3.5.** Without a clear framework for assessing progress against sector gender priorities, GFPs have difficulties performing this task for other sectors than their own.
- 3.6.** There is a capacity shortage on gender in field offices, regionally, as well as in some of the programme sectors at HQ.
- 3.7.** UNESCO misses opportunities when GFPs without adequate capacity and funding, and with limited access to information across sectors, represent UNESCO at UN coordination meetings.

87. Gender Focal Points are a special feature of UNESCO's gender architecture. They were identified by the 2013 evaluation as a potential catalyst for the implementation of the GEAP, which is why this Evaluation has given special attention to understanding their capacity and challenges.
88. The UNESCO Gender Focal Point Network consists of 146 staff members, who were nominated by programme sectors and approved by CAB/GE due to their knowledge and interest in gender equality. They are supporting gender mainstreaming and gender-specific programming in all UNESCO divisions and field offices.
89. The findings for this section are based on semi-structured key informant interviews with thirteen gender focal points (GFPs) between March and June 2020.³¹ The sampling was done based on sector and geographical distribution of the GFPs, as well as their expressed interest to participate in in-depth interviews. Seven of the GFPs were located at Headquarters (HQ) and six in field offices (in the Arab States, Asia, Africa, Latin America and the Caribbean). Ten of the GFP interviewees were women and three were men. Additionally, nine staff members, whose work streams overlap with Global Priority Gender Equality, were interviewed from across the Division for Gender Equality, Human Resource Management, Executive Offices and Internal Oversight Service. These scoping interviews informed the formulation of an interview protocol and provided contextual information for the analysis.

3.1 Institutional aspects, functions & tools

90. All GFPs who participated in the in-depth interviews were deeply committed to gender as a global priority for UNESCO. More than half felt that a more inclusive way of framing gender equality, with specific priority areas for the different sectors, could increase buy-in and understanding internally and help profile UNESCO in its external communications and programming work. Several GFPs proposed that more inclusive framing might also help promote a wider internalization of gender concepts and attract a more diverse group to be GFPs.
91. GFPs proposed to use a more intersectional approach that acknowledges how gender intersects with other forms of inequality or discrimination. It was reported that gender was often treated as an issue of marginalization alongside other special interests or vulnerabilities, particularly in sector mainstreaming efforts, resulting in

³¹ This included a small number of 'alternate' or 'unofficial' GFPs who had expressed interest in sharing their views, whereas the majority were officially nominated GFPs.

"another box to tick", rather than seeing gender as a backdrop and amplifier of other forms of discrimination.

92. GFPs suggested that therefore more guidance should be developed on intersectional gender analysis in different sectors and contexts, and potential implications for different programming areas. A good practice example was an intersectional analysis in relation to the African diaspora in Latin America and the Caribbean, thereby also making connections to the Global Priority Africa.
93. It was observed by some respondents that still mostly women are appointed GFPs. This was validated by the composition of the sample, where ten out of thirteen key informants (at HQ and field offices) were women, even though purposeful sampling³² was done following geographical and sector criteria.
94. 'Unofficial GFPs' from the sectors reported that they got involved because of their gender expertise (often pre-dating their time at UNESCO), or because they felt strongly about gender equality. They noted that they were often left out of regular information sharing about UNESCO's position on various gender priorities. Apart from collaborating with the official GFP in the same office or incorporating gender into their own programmes, institutional mechanisms to share knowledge and advice others were found lacking.
95. Several GFPs pointed to a generational difference in how gender equality is perceived among staff, and that the lack of a common understanding made it more difficult to fulfil GFP functions. They suggested that a larger critical mass of gender champions and better mechanisms for sharing information related to the global priority might help to create a common understanding across units and/or country offices. Several GFPs proposed to set up a gender-specific Community of Practice, open for anyone to join (as in UNDP).

Nearly all interviewed GFPs had seen or were aware of the generic TORs developed for GFPs, but some were still unaware that TORs had been issued by the Division for Gender Equality. Only a few had some of the GFP functions reflected in their own job descriptions so that they were used as regular performance criteria.

³² Interviewees whose work functions or tasks are most closely associated with the implementation of the GEAP, and who expressed an interest and dedication to the agenda.

96. The TORs for GFPs issued by the Division for Gender Equality specify that each field office (and liaison office or institute/center) should have one GFP, whereas one coordinating GFP should be appointed in programme sectors, preferably in the Executive Office, and one GFP for each division in the sector.³³ They require that candidates should be professional staff, preferably at P-4 level or above (and not lower than P-3). They should also show strong commitment to gender equality and have some pre-existing (and preferably academic) qualifications, through formal training and with practical experience of working with gender equality.
97. The selection process goes via supervisors, Sector Assistant Director-Generals (ADGs), Directors of central services: *'The final selection will be made by the concerned ADGs or directors/heads of bureaux and institutes in consultation with CAB/GE.'*³⁴
98. While the intent set out in the TORs is to have dedicated senior staff, who take on this function and spend 20% of their time to fulfill GFP tasks, the appointment process was often less clear in reality and not all current GFPs meet these criteria.

Figure 9. Time Allocation for Gender Focal Points



99. Although the GFP TORs indicate that around 20% of staff time will be dedicated to fulfilling GFP functions, none of the interviewed GFPs could set aside this amount of time. Some worked up to 70-80% on gender issues if these were part of their own programmes, but for more generic GFP functions, estimates on time use were generally around 10% or less. In field offices in particular, the same staff member could also fill several focal point functions (e.g. monitoring and evaluation, youth or other thematic areas) in addition to managing their programme portfolio. These functions were described as hard to balance with the regular workload.

³³ The implementation seems to vary somewhat between sectors

³⁴ Terms of Reference for Gender Focal Points (issued by the Division for Gender Equality), November 2018

100. For nearly a third of interviewees, it was unclear why they had been asked by their supervisors to take on the GFP function, though all had some background and interest in the topic of gender equality from their academic studies or from their earlier professional careers.
101. Programme sectors seem to have followed the recommendation in the GFP TORs to place a GFP in the Executive Office. However, contact and coordination between this GFP and other sector division GFPs appeared to suffer from a lack of mechanisms.
102. In some examples revealed in interviews, one staff member fills the 'official' GFP function, while tasks are in praxis delegated to another supporting staff member (sometimes even creating confusion as to who is the actual GFP). Moreover, where special gender-focused programmes exist, 'unofficial' sector GFPs sometimes volunteer or are designated to fill the important coordination role between special programmes and other sector gender mainstreaming efforts (e.g. in Education). However, these unofficial sector GFPs are underutilized institutionally, and they receive little information or support to take on these tasks.
103. Some suggested, that their expertise could be better utilized by harvesting or exchanging lessons at a cross-country and cross-sectoral level. Coordination between 'unofficial' and 'formal' GFPs seems to vary, depending on individual efforts rather than institutionalized mechanisms.
104. One field office suggested that it would be clearer if all sectors in country were obliged to appoint a GFP, as a complement to the official GFP to allow for more country-level coordination. At this point, only some of the sectors 'voluntarily' coordinated their gender work, while others opted not to do so. According to an interviewee, another advantage of having a larger gender team in-country would be that the official GFPs would a) not be isolated in carrying out their duties, b) not be overly dependent on a supportive supervisor and/or country director to promote the agenda, and c) not need to feel 'territorial' about the GFP function which sometimes appeared to be the case.
105. Several GFPs remarked that, when consulted by colleagues, they were often expected to "take care of the gender element" for their sector or programme, rather than support colleagues in an advisory function. Some had filled the GFP function for an extended period with little perceived sharing of tasks or rotation of the function to build more sector or in-country gender expertise. The following

quote from one country-level GFP illustrates this *“To be GFP is a delegated function. Specialists who have gender programming as part of their portfolios feel protective about their programmes and do not necessarily share information with the GFP but pass it on to their HQ specialist as part of the regular reporting. The GFP does not have the mandate to coordinate and develop gender strategies at a decentralized level.”*

106. A comparative analysis with how a selection of other UN agencies implement their gender mainstreaming commitments showed that the model of having multisector gender focal teams in place at country level has been introduced in UNDP (see section 2.2).

Functions and roles of GFPs are largely compliance driven. Yet some compliance criteria (such as for publications) are perceived to have been catalytic in widening gender awareness among staff. There have been positive changes with regard to compliance with internal gender requirements, but not to the same degree in understanding and internalizing gender issues.

107. A majority of GFPs indicated that they usually were contacted late in the programming or reporting process to help ‘pass’ institutional gender requirements, rather than being invited to take on a more pro-active role in project design or a more catalytic role in terms of gender mainstreaming. When called upon, there was often little scope or time to conduct consultations or commission a gender analysis if not previously undertaken. Few reported being consulted on how to apply the gender equality marker, though it was generally perceived to be unevenly understood and applied, see chapter 5.
108. The one area where all official GFPs felt that their role was clear and undisputed, was in relation to publication reviews. Even less experienced GFPs felt that they had a clear mandate to make sure publications comply with the Gender Equality Guidelines for publications. GFPs said, though, that they are often approached late, when there was pressure to get publications or programme documents through the pipeline.
109. One suggestion made by GFPs was to make even more areas mandatory for gender screening and review, given that it can act as a trigger for dialogue about how to meaningfully incorporate a gendered approach to other programme work as well.

“In some domains, gender is very prominent and encouraged by Chiefs of Section, but in other sections less so.” (GFP key informant, HQ)

110. Senior leadership is critical for GFPs’ level of effectiveness in fulfilling their role and functions. The greatest progress in implementing gender in the country context was found in places where managers and Directors (Heads of field offices or ADGs) identified gender as a priority issue. One GFP mentioned how an incoming Head of a field office made everyone in the country office undergo mandatory gender training in order to create a common understanding and to have a common language to discuss gender issues across staff.
111. The work of the GFP then became an extension of that initiative, with a sound foundation for approaching colleagues regarding areas that previously were identified as ‘gender neutral’ (or, in reality, ‘gender blind’). Interviewed GFPs noted that clear leadership ‘from the top’ also helped them in liaising and coordinating with other UN agencies.
112. For sectors, the role of the Executive Office (EO) was being stressed, and the fact that it is the EO – not the GFP – who should create an environment where gender cannot simply be ignored. Sector-specific guidelines for gender mainstreaming, which also include clear instructions on implementation mechanisms and role division were suggested, with Programme Managers being held accountable by sector management for how gender has been incorporated and addressed. It was noted in interviews that GFPs are often seen *“as an extension of the Division for Gender Equality”*, while they really should be seen as advisors to programme managers and senior management on gender equality issues.
113. None of the GFPs perceived it to be within their official mandate to get involved in internal gender issues at the workplace. This responsibility is not listed in the generic GFP TORs issued by the Division for Gender Equality. Consequently, none of the interviewed GFPs were typically involved in the recruitment process of new staff or consulted on the job descriptions for new recruits from a gender perspective. Some of the interviewees saw a potential role for them in the recruitment process, and one GFP pointed out that all-male interview panels are still occurring at field office level with no requirement for gender expertise.

114. One good practice example was where a Head of a field office had given the GFP the *informal* role to raise gendered workplace issues, such as inappropriate behavior (without singling out specific individuals) with the Head of a field office and HRM. This role was widely communicated and was perceived as helpful to deflect tension and address gendered workplace issues before they became a more serious problem: *"Some male colleagues behave inappropriately without doing it on purpose or knowing that their behavior is inappropriate."* It was reported that in this case the GFP became the 'go to' person on gender – be it in relation to external programming, or internal workplace issues.
115. Another GFP noted that gendered patterns of behavior at the office and in day-to-day situations should be systematically raised and discussed, and that GFPs should have a formal role in taking the initiative. In this GFP's experience, bringing up issues that are *"close to home"* was also effective in internal gender trainings and gender-themed office discussions, driving home the message that *"gender is not for someone else"* but it affects all aspects of life.
116. Some workplace gender issues were also associated with performing the GFP function. A couple of female GFPs reported being *"blamed for being aggressive"* when raising gender issues with colleagues, or for *"always nagging male colleagues about gender"*. Others had felt a backlash from their male colleagues given a strong internal focus and push for parity within the workforce. This was noted particularly in male-dominated sectors or in field offices, which had a predominantly male workforce, and it was considered to make the work of GFPs more difficult since some programme staff tended to confuse gender mainstreaming with parity; as long as women were involved or counted *"gender was taken care of"*.
117. It is worth noting that there is an overall structural challenge for HRM to address gendered workplace issues in the Field, as there are no HRM Officers in the Field, reporting (directly or indirectly) to DIR/HRM.

3.2 Availability and tracking of resources

118. Nearly all of the GFP interviewees raised the fact that more dedicated investment is needed to reflect UNESCO's institutional commitment on gender as a global priority. Although the gender equality marker is being used, it is challenging to track actual expenditure against gender priorities (see chapter 5).
119. Some GFPs suggested that sectors should set aside a special budget line for conducting necessary gender screenings and analysis, and that, if used systematically, it would give a natural entry-point for the GFP to be consulted in a timely manner. It would also address the fact that it is currently *"up to each manager"* to decide whether a whole programme area is gender neutral. For example, the guidelines and key programme documents of the "Memory of the World" flagship programme and in the area of documentary heritage contain no reference to gender considerations.
120. Several GFPs also suggested that a small, flexible budget line (possibly jointly managed with the Division for Gender Equality) could be used for arranging staff trainings, tailoring of centrally produced or more generic gender materials (to contextualize, adapt, and even translate into local languages), commission gender analyses or conduct identification missions to find entry-points and partners for gender mainstreaming.
121. GFPs described frustrating every-day situations, where they were not able to hire an external facilitator for an in-house gender training, and often had to do the work themselves, and use their own networks and resources in terms of tailoring materials to sectors and culture-specific contexts.
122. The lack of gender-dedicated funds also affects the development of new programme areas. Some remarked that while special programming on gender largely relies on extra-budgetary contributions from donors, GFPs are usually not well equipped to engage in fundraising from donors present in the country. Unless the Head of field office explicitly embraces this role, it is unclear how to tap into joint funding opportunities with other UN agencies financed by bilateral donors in country.

3.3 Mainstreaming and gender-specific programming

123. Several GFPs believed that the GEAP did not go far enough in setting clear priorities and targets for sector mainstreaming, making it hard for GFPs to follow-up on progress.
124. Lack of synergies between special programmes and other gender mainstreaming efforts was also highlighted as an area for improvement.
125. Only in a few cases did the GFP draw extensively on gender expertise and resources developed in special programmes to advance knowledge on mainstreaming in non-earmarked programmes and in staff trainings. More often, special programmes tended to operate in parallel to mainstreaming efforts, as they did not *"need the inputs from the GFP"*.
126. Even areas where UNESCO has historically been at the forefront compared to other UN agencies - such as social norm change and masculinities - were not perceived to be well-captured institutionally or in the current version of the GEAP. In comparison, gender-specific programming in the Education Sector was described as having stronger profiling and internal coordination, along with well-funded special programmes.
127. The lack of clear priorities and targets by sector, translated into a concrete action plan in the country context or for a particular sector unit, means that reporting on progress is difficult.
128. Every year, the Division for Gender Equality asks the GFPs to assess progress in relation to gender mainstreaming. Most GFPs struggled with fulfilling this task since there are no clear criteria to use for such an assessment, and GFPs rarely have access to information regarding programmes and publications in which they have not personally been involved. GFPs reported that they remind colleagues to undertake these assessments themselves, but lack of time, skills and many competing priorities means it rarely happens. A recommendation was to come up with a simple framework and timeline for such annual assessments, and also to focus it less on the delivery to the Division for Gender Equality and instead on the opportunity to share with other GFPs in the sector or region.

"There are major gender concerns related to conflicts, migration and internally displaced people, that are similar across our region and even in other regions. We could benefit from more knowledge sharing across field offices." (GFP key informant, field office)

129. None of the interviewed GFPs reported having regular contacts with other GFPs from different Programme sectors in the GFP Network, which was seen primarily as a dissemination mechanism for the Division for Gender Equality. However, a majority of respondents saw such interaction as something desirable and helpful, particularly for problem-solving and sharing experiences across Programme sectors.
130. A majority of key informants reported that they receive only sporadic information from HQ and that they need easy access to, and two-way communication with specialists in HQ and with colleagues in the region.
131. A good practice example for setting and tracking sector priorities on gender was reported in relation to Diversity of Cultural Expressions, where the section elaborated its own monitoring framework and tool to build the evidence-base around synergies between gender equality and diversity of cultural expressions. This was complemented by establishing a network of external experts that can be convened to discuss a certain topic, including gender equality.

3.4 Capacity development

132. Gender Focal points expressed concern that a critical mass of gender expertise was lacking, particularly in field offices and regionally, as well as in some of the sectors, for fully implementing the Global Priority Gender Equality. This means GFPs often work in isolation in an environment that may not be conducive for gender mainstreaming, and where a common understanding of gender equality concepts is missing.
133. A majority of GFPs interviewed missed a regional coordination and exchange function, such as a dedicated staff position that could backstop national implementation of the Global Priority Gender Equality, and encourage regional exchange between countries. Interviewees suggested that Regional Gender Specialists be appointed to support regional sharing of lessons across GFPs, regional adaptation and contextualization of generic gender materials and pursue

opportunities publicized by the Division for Gender Equality. They could also help to synthesize lessons from across the region and feed this back to the Division for Gender Equality for more of a two-way dialogue, drawing on operational knowledge. These ideas are in line with the current proposal for the Field Reform, which foresees Regional Specialist Hubs.

134. It was also suggested by several GFPs that such a Gender Specialist could have links to HRM with responsibilities to inform them about gendered workplace issues that may arise in the region (see section 4.3). Junior or less experienced GFPs also expressed the need for tailored training and/or some form of on-the-job mentoring to better fulfill the tasks.
135. It was suggested to offer timely and tailored GFP trainings in more frequent virtual sessions and webinars, e.g. on practical tips and ways of working. Several of the interviewees saw the fact that GFP trainings took place so rarely in the past as an obstacle. In relation to mentoring, good practice was identified in instances where a more senior GFP took on the role of transferring knowledge to a junior colleague over a period of time before handing over the role. Other examples included the Head of field office or Chief of Section providing mentoring of the GFP.
136. More senior GFPs seemed to be better at 'carving out time' and creating initiatives for identifying sector entry-points for gender mainstreaming, using other ongoing scoping missions, reviews or evaluations to insert a gender angle. Such examples and tips could be valuable to others and in particular to the more junior GFP colleagues. Presently, incentives for engaging in mentoring of others does depend entirely on personal commitment and established relationships. It could be encouraged more systematically by making the sharing of lessons with other GFPs or GFP 'successors' one of the performance criteria. Having more gender expertise in-country would help as many GFPs report that they have difficulties setting off sufficient time to fulfill GFP functions.
137. Given that selection criteria for being nominated a GFP are quite hard to meet for more junior staff and those with less experience, internal mentoring was suggested as a way to enable those who are not already gender experts to take on the role. It was also noted that this could be a way to involve more men, and staff in scientific/technical sectors, since few may already have the required gender expertise

outlined in the Division for Gender Equality TORs. Junior GFPs also pointed out that it would be helpful if taking on the GFP function would be seen as meriting for their career, making it part of formal job descriptions and performance criteria.

138. Some interviewees who had been GFPs for a long time and with extensive gender expertise saw representation at UN Coordination Groups on Gender as one of their most important roles as GFP. They argued, "this is what can put UNESCO on the map" for joint programming, and in profiling UNESCO's added value among UN agencies as well as with potential donors. Level of seniority and expertise matter, particularly since several other UN agencies may have dedicated gender staff whose responsibilities include UN coordination and programme development. It was therefore seen as important for the GFP representing UNESCO to be there as a spokesperson for the entire Field or Regional Office – not just their own sector or programme.
139. This was described as a challenge, if other sectors and gender-specific programmes did not volunteer information to the GFP or understand how they could potentially benefit from this type of coordination and representation. Another limiting factor which was mentioned, was that many of the other UN agencies have funding earmarked for carrying out the gender focal point (or gender focal team) function, including for coordination and development of partnerships and programmes. This is more difficult in UNESCO where funding has to come from existing sector budgets or gender-specific initiatives (See section 5.2).
140. Clearer internal priority setting for how UNESCO wants to profile itself on gender – in relation to other UN agencies, in sectors and on specific themes in the country/region – could, according to interviewees, give GFPs a stronger mandate to represent the organization UN coordination efforts. This is particularly important when the United Nations Country Team (UNCT) is finalizing new work plans and collects information from the different UN agencies on their gender work.
141. In the Regional and Cluster Office in Lebanon, UNESCO is part of the UNCT work plan with e.g. a CI colleague doing training for journalists on gender equality and SHS is giving a training for military personnel on gender equality. Such initiatives create a good track record and visibility over time, which can lead to new collaborations with both other UN agencies and other external partners.

3.5 Recommendations

142. **Strengthen the capacity of the Gender Focal Point Network, so that GFPs can ensure the successful integration of Gender Equality across all programmes and projects in field offices and HQ.**

143. Suggested actions:

- 1) Create mechanisms for a larger pool of gender champions to get engaged, exchange ideas and experiences, in addition to those in the Gender Focal Point Network.
- 2) Review and clarify criteria and mechanisms for becoming a GFP, as well as TOR and expectations with regard to mandate and time use.
- 3) Secure funding for the GFP Network to meet annually in the regions and biannually globally for knowledge and experience exchange, and the application of lessons learned from different contexts.
- 4) Encourage and support regional and sectoral collaborations.
- 5) Create small but flexible budgets for GFPs to hire expertise, produce analyses and tools, support colleagues and external partnerships.

144. **Establish adequate regional gender expertise as part of the field reform, so that it can support field offices and GFPs with the planning, managing, monitoring and learning lessons from gender mainstreaming and gender-transformative initiatives.**

145. Suggested actions:

- 1) Prioritize regional gender expertise in the field reform in terms of timing.
- 2) Recruit appropriate numbers of specialists for large and diverse regions, to support country and sector GFPs with backstopping and gathering and sharing lessons from the region and across sectors.

4. UNESCO as a Gender-Responsive Organization

Key Achievements and Highlights

- Staff support the Global Priority and want to see increased efforts, managers regularly put GE on the agenda
- Gender parity has been reached for most grades
- HRM is piloting pre- and on-boarding apps to help new staff gain important knowledge, including on ethics and gender equality
- Young UNESCO's "Women's Professional Empowerment" initiative is meant to counteract disadvantages in the workplace
- A new anti-harassment policy and improved complaint mechanisms are in place, as well as regular Ethics trainings
- There is an interest to address persisting inequalities, including intersectionality & LGBTI issues

Key Findings

- 4.1.** UNESCO staff support the Global Priority Gender Equality, and more than 80% want to see increased efforts from the organization.
- 4.2.** Developing capacity of management and staff, and clarity what GE means and why it is a global priority, remains important. 40% of staff report that they have not received internal gender training. The mandatory new e-learning needs to be followed up.
- 4.3.** Half of the staff do not perceive UNESCO as a workplace where all are treated equally, irrespective of gender or sexual orientation. This suggests a need to build on achievements with regard to parity, and to move towards equality for all genders as a focus for the workplace.
- 4.4.** The Ethics Office tracks the numbers of requests for advice and support as well as instances of informal resolution on issues relating to sexual harassment. IOS is responsible for formal sexual harassment complaints.

UNESCO does currently not have data on prevalence and trends of sexual harassment, particularly those not reported to the Ethics Office or IOS. This is particularly the case for younger employees who might be more reticent in accessing the institutional process outlined in UNESCO's Anti-Harassment Policy.

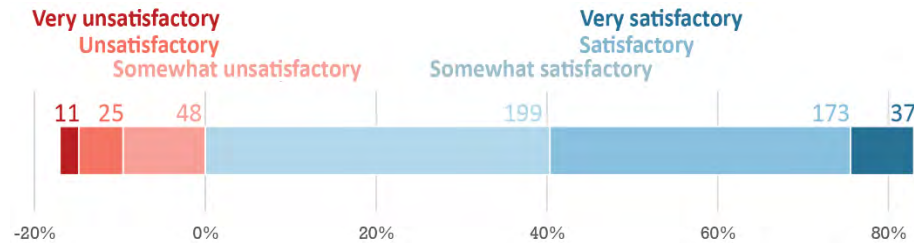
- 4.5.** A proportion of UNESCO staff recognized that UNESCO should move to modernize its GE agenda, in line with other UN agencies. This involves integrating issues of masculinity and acknowledging other genders beyond men and women, as well as issues facing people identifying as LGBTI.

146. The TOR mandated that the Evaluation considers both UNESCO’s external and internal work for Gender. This chapter is based on findings from the staff survey in December 2019 with 494 respondents from HQ and field offices and institutes,³⁵ as well as focus group discussions with colleagues, interviews with key informants and staff union representatives.

4.1 Staff support for the Global Priority Gender Equality

147. Around 85% of the respondents were satisfied with **how well UNESCO is promoting gender equality**. The majority of respondents (70%) consider that to some or a large extent, gender equality is “everybody’s business” at UNESCO, with female respondents being slightly less positive in their assessment. Seventy percent of surveyed staff perceive that top managers consistently put gender equality on the agenda.

Figure 10. Perceptions how well UNESCO promotes gender equality (n=493)



148. Around half of respondents said that they are involved in the implementation of the global priority and regularly use the GEAP II document. Overall, surveyed staff claim to be motivated and committed to work on GE issues. However, some lack support from supervisors or information about how and where to get support on GE related issues.

³⁵ Around 70% of the survey respondents were female, 29% male and around 1% people with other gender identities and/or sexual orientations. About half of the respondents had been working at UNESCO for ten or more years. One in three respondents was located at UNESCO Headquarters. Almost half of respondents held a professional grade (P level)

Figure 11. The majority of respondents agree that Gender Equality is «everybody’s business» at UNESCO (n=489)

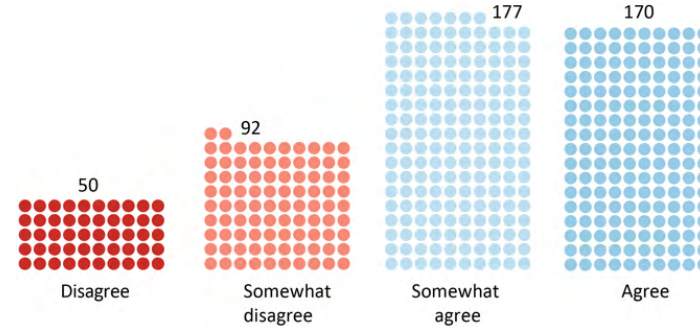


Figure 12. Changes observed in the prioritisation of gender equality

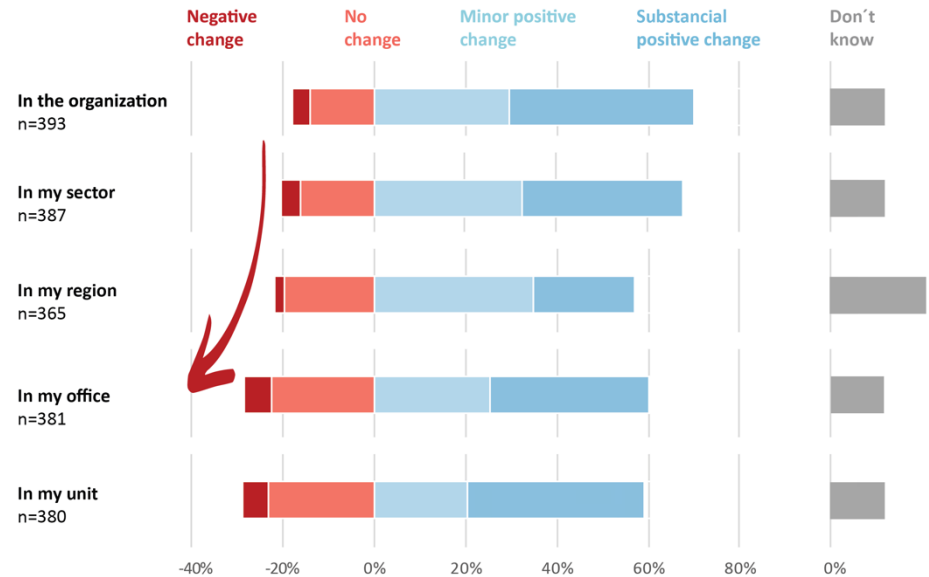
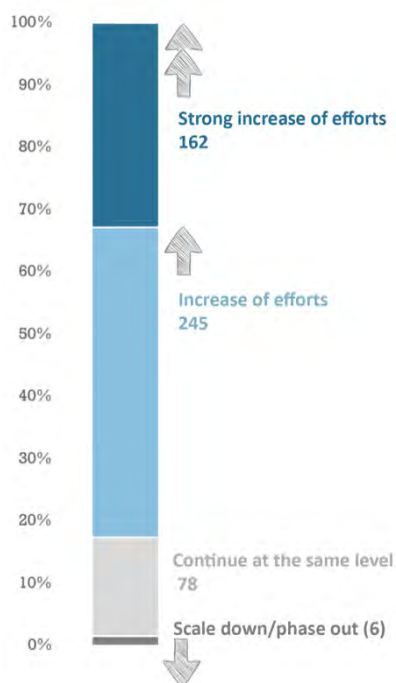
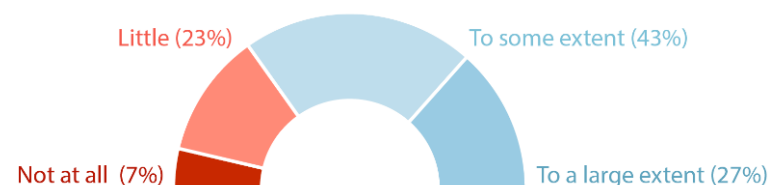


Figure 13. Desired level of future effort on GE (n=491)

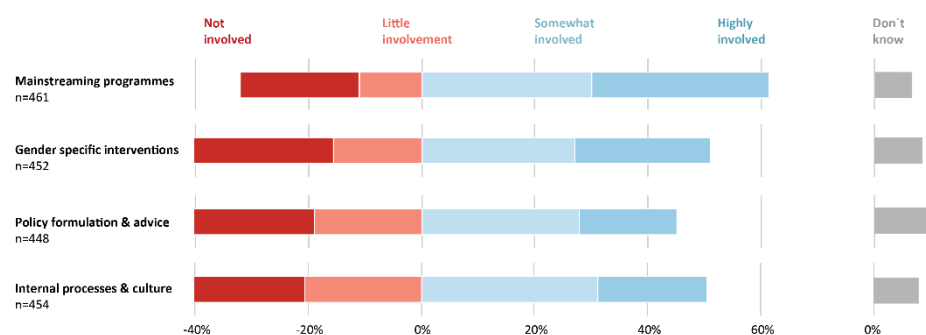
149. Regarding the **level of effort which they would like to see for UNESCO's work on gender equality in the future**, more than 80% of surveyed staff said that they want the organization to increase (50%) or strongly increase (32%) its efforts. Even the recent UNESCO 2030 Survey by the Strategic Transformation Team found large support for, with 60% agreed with "increasing the Global Priority"³⁶. Around 16% of respondents considered the organization should maintain its work at the same level. Only a small minority (ca. 1% i.e. six respondents) were of the opinion that UNESCO should either reduce or end its work on gender equality.
150. Respondents rated **changes in the last five years with regard to the prioritization of gender equality** slightly more positive at the organizational level than at the office or unit level. The share of perceived negative or no change increases from 18% at the overall level to 30% at the office and unit/team level.

4.2 Gender Equality culture at UNESCO

151. This section provides an overview of the staff ownership of the GPGE and their readiness to implement the global strategy based on the results of the online survey launched in December 2019 and the interviews and focus groups conducted during the first half of 2020.
152. The results of the online survey show that the majority of respondents (especially male respondents) consider GE is "everybody's business" at UNESCO. According to the definition provided in the survey, this means that in general, survey respondents perceive that the majority of staff and management are responsible for and engaged in the implementation of the GPGE.
153. In addition to this, the survey also shows that it is widely accepted that top managers consistently put gender equality in the agenda of the Organization. As expressed in Figure 14, 70% of surveyed staff considered top managers either support gender equality to some extent or to a large extent. Once again, the analysis of responses by gender reveals that male respondents are more positively rating the role of top managers in promoting GE.

Figure 14. Survey question «Do top managers consistently put gender equality on the agenda?» (n=490)

154. Despite this positive overall perception on the extent to which GE is mainstreamed in UNESCO's agenda, respondents rated their own personal involvement in the implementation of the GPGE at a considerably lower level. Around half of survey respondents claimed to be directly involved to certain degree in the implementation of the GPGE.

Figure 15. Staff involvement in the implementation of the GPGE

155. Moreover, the results of the survey reveal that staff claim to be in general motivated and committed to contribute toward the realization of the Gender Equality Action Plan, while lacking in some cases knowledge on the GEAP, support from supervisors, and information about how and where to get support on GE issues.
156. The Division for Gender Equality holds training sessions that are open to all staff and non-staff personnel related to the GPGE. This training includes, inter alia, gender-related definitions as adopted by the organization, a presentation of UNESCO's two-pronged approach to gender equality, as well as RBM guidelines pertaining to the election of GEM levels in work plans. The training also provides a space for participants to ask questions about UNESCO's Priority Gender Equality and propose new ideas.
157. In December 2019, 40% of staff surveyed reported that they had not received training on gender equality since joining UNESCO, with similar figures across all genders. Moreover, despite the fact that the internal training for gender mainstreaming has been mandatory for all permanent staff from P1 to D2 since 2005, almost 30% of surveyed staff under those grades reported not having received any training on GE.
158. It is laudable that the Division for Gender Equality has recently (in April 2020) launched an eight-module e-learning programme, which offers all staff and management a well-packaged and comprehensive training in the area. The training is mandatory and replaces the earlier version, which had been discontinued for technical reasons. It is complementing the in-person training, which is offered by the Division both at HQ and to field offices, whenever personnel and financial resources for travel are available. However, according to HRM, by 3rd September 2020 only 117 staff members had completed the eight modules.

4.3 Gender inequalities in the workplace

159. The survey asked one overarching question – “Do you believe that all people, irrespective of gender identities and sexual orientation, are treated equally at UNESCO?” - and a follow-up question “How do you experience UNESCO as a workplace with regard to gender equality?” where staff were asked for their perception of different areas, e.g. policies, regulations, benefits; recruitment and promotion; safety & security; medical services etc.³⁷
160. Forty-nine percent of the respondents find that staff are not “treated equally irrespective of gender identities and sexual orientations” at UNESCO. Female respondents are more critical when assessing gender equality in the workplace. While views among consultants, staff holding service contracts, interns and administrative level (G) staff are more positive regarding gender equality, the majority of staff in professional level (P) positions are critical.
161. The majority of respondents from HQ (70%) perceive that people are not being treated equally irrespective of their gender and sexual orientation at UNESCO, while positive and negative responses from regions are roughly equally distributed.
162. The areas where perceived **gender inequalities** are overall the largest are (in order of perceived importance): (1) work-life balance, (2) recruitment and promotion, (3) family arrangements, (4) representation in leadership. The areas where a majority of respondents perceive gender equality has been reached are, in order of perceived importance: (1) existing policies, regulations and benefits, (2) travel and geographical mobility considerations, (3) commuting time, (4) safety and security.
163. Female personnel are considered the most disadvantaged group (between 20% and 45% of all respondents shared this perception for the different areas in question). People with “other gender identities and sexual orientations” are seen to be more discriminated than men in most areas (except work-life balance), but less than women. One in five male respondents considered men as being at a disadvantage with regard to recruitment and promotion.

³⁷ Survey questionnaire, see Annex 5.

Figure 16. Perception whether staff members are treated equally irrespective of gender identities and sexual orientation (Left chart: global responses n= 494 / Right chart: responses by gender n=493)

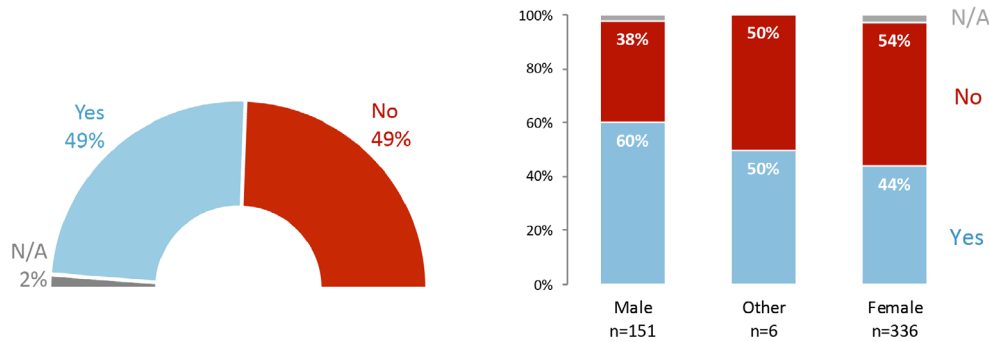
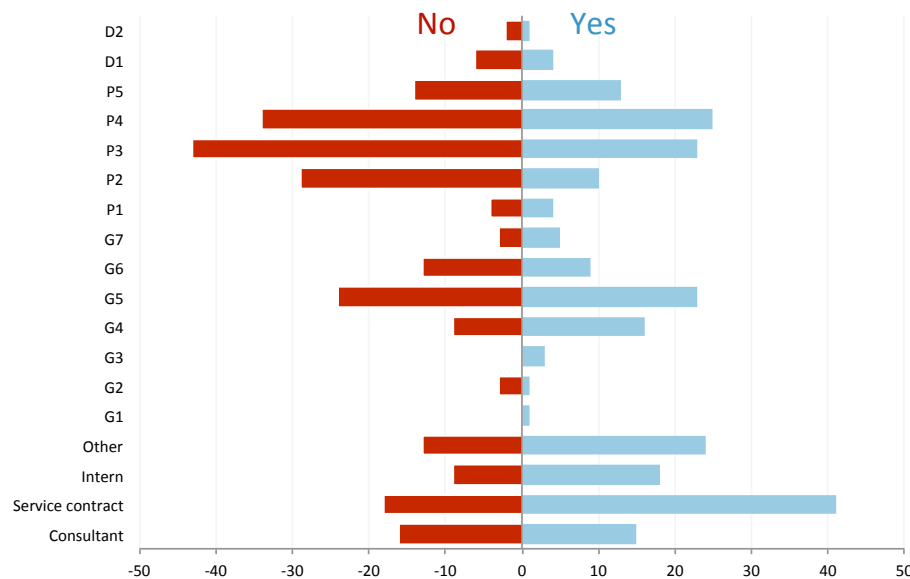


Figure 17. Perception whether people are treated equally at UNESCO by grade level. (n=476)



164. The analysis for people with “other gender” needs to be taken with caution, as the number of respondents is small (n=6). Nonetheless, there is a pattern that people with other gender identities or sexual orientations align with female staff and express a more negative view on the extent to which they are treated equally.

165. Targeted interviews with a small number of **transgender and homosexual colleagues** brought to light the following concerns:

- The work environment for transgender and homosexual colleagues is described as one of “silence and invisibility.”
- Colleagues do not perceive that the organizational culture is open and encouraging enough for them to be open about their identities or sexual orientation which they fear could cause disadvantages in their daily work and their career.
- Confidentiality and being met in an appropriate, informed and professional way by managers, Human Resource Management (HRM), medical services etc. was seen as crucial.
- Staff with managers and co-workers who knew their gender identity or sexuality reported having, at times, experienced negative reactions and/or inappropriate jokes.
- There is a lack of knowledge regarding concepts and definitions, especially when it comes to transgender and other gender identities.
- A lack of interest from the organization in their challenges and ideas.
- The importance of a confidential peer support system such as UNGLOBE³⁸, which is struggling with a lack of visibility and reach and representativeness.

166. The survey included an open-ended question - Q14: “Are there any particular issues related to gender equality that you would like the evaluation to consider?” - which received 157 responses. On issues of UNESCO as a workplace most comments revolved around the following issues:

- Representation of **women in leadership** is perceived as unequal, not only in top-level leadership, but also at professional levels (P), particularly in field offices. There is a need for formal ‘acceleration’ programmes to allow for more female

staff to move from G to P positions and to further promote leadership trainings for women regardless of their grade level.

- There is a bigger perceived **gender gap among staff in the science-related units** of UNESCO compared to other sectors such as in education.
- **Issues related to recruitment and parental leave** may disproportionately affect women in the recruitment process. The request for parental benefits for staff in service contracts was another concern.
- **Family-life balance** concerns, especially for single parents.
- The managed **mobility programme** launched in 2019, as it is non-voluntary may be disproportionately negative for women, and single parents.
- The need for an increased understanding of how **gender intersects** with other personal characteristics/identities as it may contribute to unique experiences of discrimination.

“We are promoting gender equality externally but I think we need to consider internal gender equality.”

“Le traitement d’égalité des genres dans la maison est plutôt sur papier.” (Selected quotes from survey participants’ responses to the open question Q14.)

167. “Women’s Professional Empowerment” (WPE) is a new initiative by Young UNESCO, which is meant to counteract disadvantages in the workplace and to encourage women’s career advancement, leadership, empowerment and participation in decision-making.

Focus Box 2. Young UNESCO’s “Women’s Professional Empowerment” initiative

Young UNESCO is a group of young staff and non-staff personnel that advocates for the representation of young UNESCO colleagues in internal decision-making processes. Young UNESCO provides career development guidance and contributes to knowledge sharing among members. It also functions as an innovation hub and fosters the development and implementation of new ideas and initiatives with UNESCO’s management team.

“The Women’s Professional Empowerment is an initiative proposed by Young UNESCO and designed to meet the specific needs and issues faced by women in their career path in UNESCO. The aim of this initiative is to encourage women’s career advancement, leadership, empowerment and participation in decision-making within the Organization. This initiative is intended to support all women working in the Organization – regardless of their contract types or grades – and takes the form of a broad and comprehensive programme. Under this framework, multiple pillars are envisioned, such as:

- 1) the organization of talks, workshops, roundtables and trainings intended to raise awareness and expand the debate on multiple features related to women’s professional empowerment and development;
- 2) the creation of a mentoring initiative and an online networking platform to promote experience sharing among senior and junior women professionals, as well as among women working in Headquarters and field offices; and
- 3) the creation of an internal Woman Board and the strengthening of human resource mechanisms to enhance women’s career development and learning.”

4.4 Sexual harassment

168. In 2019, UNESCO adopted a revised anti-harassment policy, which follows The UN System Model Policy on Sexual Harassment, aligning with uniform definitions and common approaches across the UN system on scope and reporting. Strengthened institutional mechanisms and efforts were also put in place to inform staff about the policy, and to implement it. The Ethics Office is conducting regular trainings (see below, Figure 18) which include information about harassment and complaint mechanisms. In interviews and focus group discussions, the Evaluation found that not all staff members are yet aware of the current and improved system.

Focus Box 3. Definition of sexual harassment in the United Nations System

The UNESCO definition of sexual harassment (*Anti-Harassment Policy*, 2019, §9ff) is in line with the definition by the United Nations Secretariat:

“Sexual harassment is any unwelcome conduct of a sexual nature that might reasonably be expected or perceived to cause offence or humiliation, when such conduct interferes with work, is made a condition of employment or creates an intimidating, hostile, or offensive work environment. Sexual harassment may occur in the workplace or in connection with work. While typically involving a pattern of conduct, sexual harassment may take the form of a single incident. In assessing the reasonableness of expectations or perceptions, the perspective of the person who is the target of the conduct shall be considered.

Sexual harassment may involve any conduct of a verbal, nonverbal or physical nature, including written and electronic communications. Sexual harassment may occur between persons of the same or different gender. Sexual harassment may occur outside the workplace and outside working hours, including during travel or social functions related to work.

Act(s) that constitute sexual harassment include but are not limited to the following: (a) Attempted or actual sexual assault, including rape; (b) Sharing or displaying sexually inappropriate images or videos in any format; (c) Sending sexually suggestive communications in any format; (d) Sharing sexual or lewd anecdotes or jokes; (e) Making inappropriate sexual gestures, such as pelvic thrusts; (f) Unwelcome touching, including pinching, patting, rubbing or purposefully brushing up against another person; (g) Staring in a sexually suggestive manner; (h) Repeatedly asking a person for dates; or asking for sex; (i) Rating a person’s sexuality; (j) Making sexual comments

about appearance, clothing, or body parts; (k) Name-calling or using slurs with a gender/sexual connotation; (l) Making derogatory or demeaning comments about someone’s sexual orientation or gender identity.”

169. In addition to sexual harassment, there are forms of moral harassment which are gender-related, i.e. directed at a person based on their gender, but do not involve explicit sexual elements.
170. The staff survey conducted for this Evaluation did not specifically ask about sexual harassment or the recent efforts to strengthen organizational mechanisms to prevent and respond to it. Instead, it enquired about staff perceptions about gendered workplace issues in more general terms. The issue of potential harassment surfaced in two places:
171. Question 13 of the staff survey asked: How do you experience UNESCO as a workplace with regard to gender equality?³⁹ With regard to “grievance and harassment reporting mechanisms”, 61% women, 53% men and 33% other gender identities perceived gender-related disadvantages.⁴⁰
172. Question 14 of the staff survey was open-ended: Are there any particular issues related to gender equality that you would like the evaluation to consider? Out of 157 freely formulated responses, 12 mentioned sexual harassment. Some of these responses, which refer to potential issues of sexual harassment, are reproduced below:
- “The evaluation should assess the types of sexual harassment and discrimination faced by UNESCO female staff by their UNESCO male colleagues and government partners.”*
- “Grievance and harassment. Sexual harassment cases.”*
- “I heard of sexual harassment cases against young women, interns specifically. They did not dare to report such behavior by older men higher up in the hierarchy, because they didn’t want to harm their future job chances at UNESCO.”*
- “Sexual harassments should be treated more seriously. Gender training and ethics training (combination) are needed.”*

39 in these different areas: i) policies regulations and benefits; ii) recruitment and promotion, iii) representation in leadership position; iv) facilities (offices, toilets, showers, breastfeeding rooms); v) travel and geographical mobility; vi) commuting time and transport vii) safety&security; viii) medical services; ix) family arrangements; x) work-life balance; xi) respect from colleagues and superiors; xii) grievance and harassment mechanisms.

40 The survey question did not define “grievance and harassment mechanisms” for respondents.

“I have heard of many cases of sexual harassment, and have myself experienced disparate treatment by men colleagues on senior level.”

“We are promoting gender equality externally but I think we need to consider internal gender equality. And due to the local context, sexual harassment against women is not treated seriously enough.”

- 173. The issue was also highlighted as an area of concern in a discussion about gender equality in the workplace with 31 young employees in HQ and field offices and in a smaller focus group discussion with 8 young staff members.⁴¹ During the group discussions, several younger staff members described instances of what they deemed sexual harassment, that they or their peers had encountered.
- 174. Other gender-related discriminatory behavior was also described during the group discussions as well as in interviews, including from supervisors against younger staff and members of the LGBTI community. Examples include women perceiving to repeatedly being asked to perform tasks that are outside their work responsibilities but could be seen as stereotypical women’s roles.

Focus Box 4. Surveys related to UNESCO as a workplace

Two surveys from 2018 and 2019 (i.e. before UNESCO’s new Harassment Policy was launched) had noted the issues of ‘harassment and bullying’ and ‘sexual harassment’, respectively:

The UNESCO Bureau of Human Resources Management conducted a Global Staff Survey in 2018 on 11 areas of staff engagement, including “Wellbeing” and “Value and Culture”. Of the 1,966 colleagues who responded, 49% believed that harassment and bullying were taken seriously by UNESCO and that there were effective mechanisms for dealing with it. Twenty one percent did not believe so, while 30% were neutral or unsure / undecided in their opinion. [2018 UNESCO Global Staff Survey]

A “Safe Space: Survey on Sexual Harassment in our Workplace”⁴² for all UN organizations by Deloitte, published in January 2019, asked if respondents had witnessed any (of 16 different behavioral) forms of sexual harassment in the past two years. The witness prevalence rate for UNESCO was with 32.8%, slightly higher than the UN average of 30%.

41 For details on quantitative and qualitative evaluation methodology used, see Chapter 1 and the Methodology Note, Annex 4
 42 The Report is no longer available online. The response rate was ca. 13%.

- 175. To contextualize and better understand the concerns in light of recent efforts, the Evaluation followed up with discussions with the Ethics Office, both staff unions and other key stakeholders in HRM and CAB/GE.
- 176. Both staff unions communicated notes to IOS regarding a range of gender-related issues among staff, including on moral and sexual harassment. One of the unions described that members frequently relayed incidents of perceived moral harassment, and to a lesser degree sexual harassment to them (rather than following the mechanisms outlined in the Anti-Harassment Policy), and that intersectionality deserved more attention.
- 177. The Ethics Office received 58 enquiries about or allegations of harassment (including 6 incidents of alleged sexual harassment) in 2019⁴³. Most of the enquiries were informal complaints or requests for advice on harassment-related issues, with one resulting in a formal harassment complaint to the Ethics office, before there was a change in the policy in 2019 by which formal complaints are now filed with IOS. The activities and trainings held by the Ethics Office are summarized in Figure 18.

Figure 18. Activities of the Ethics Office in 2019 (Source: 2019 Annual Report)



43 The Ethics Office stresses that the figure of 58 is to be taken with caution, because it includes enquiries and not every complaint would stand (legal) scrutiny in case of an investigation.

178. Since the updated anti-harassment policy was introduced in June 2019, the number of sexual harassment cases filed with IOS has increased, which might point to increasing confidence in the organization's complaint handling systems. The Investigations Office in IOS now handles all formal moral and sexual harassment complaints at UNESCO. They have experience with interviewing victims of sexual harassment techniques, participate in training with the French police and have even initiated a specific training programme now delivered by the French gendarmerie to UN Investigators.
179. UNESCO reports on progress made towards eradicating sexual harassment under performance indicator 13 (organizational culture fully support promotion of gender equality and the empowerment of women) of the UN-System-Wide Action Plan on gender equality and the empowerment of women (SWAP).
180. This Evaluation did not set out to research sexual harassment, but the issue surfaced unprompted in the staff survey, in interviews and in group discussions. Existing mechanisms at UNESCO for handling allegations and/or cases of sexual harassment are in line with UN standards. Not all staff seem yet to be conversant with and/or confident in these mechanisms.
181. There is IOS data on formal complaints and data from the Ethics Office on informal inquiries, but what is currently lacking is data on incidents and perceived harassment, which are not reported through the institutional mechanisms. This data would be necessary for understanding the extent of prevalence, as well as forms and trends of sexual harassment and moral harassment with a gender component. Therefore, this section aimed to flag the issue, rather than analyze it in a comprehensive manner.

4.5 Suggestions to modernize UNESCO's gender equality agenda

182. Survey respondents, key informants and gender focal points interviewees proposed modernizing the Gender Equality Agenda at UNESCO, to work more proactively on LGBTI issues, both in the workplace and in programmes. Several senior staff expressed in interviews that they see a niche in promoting human rights and

equality for people of all genders and sexual orientation. They found that UNESCO is uniquely placed given its mandate to create peace in the minds of women and men, and support culturally appropriate ways to ensure equality and human rights for people of all genders. In a recent document CAB/GE acknowledges the need to include LGBTI-related human rights issues in gender equality efforts:

"While much progress has been made over the past 25 years in empowering women and girls, the Covid-19 pandemic of 2020 exposed the depth of structural inequalities in societies and forced the world to question the degree to which lasting advances towards achieving gender equality, including the human rights of LGBTI people, have been made." CAB/GE Preliminary proposal on Global Priority Gender Equality transversal priorities / outcomes for the 41 C/4

183. Some programme sectors have already been working directly or indirectly with equality and human rights issues, e.g. the prevention of homophobic bullying through education. CI and SHS have also explored possibilities to incorporate a gender diversity perspective in their work.
184. Still, thirteen survey respondents in the open-ended question, as well as several interviewees, expressed reservations with a UNESCO approach they considered to be overly focused on women oriented actions and strategies indicating the importance to work more on the needs of boys and men and strengthen efforts toward understanding existing and promoting new masculinities. Some selected quotes on this topic from responses to open-ended question Q14 of the survey:

"Gender Equality is also about the needs of boys and men, and in some instances, targeting of boys and men is important for gender equality. Gender Equality does not equal Women's Empowerment."

"... much of UNESCO's "gender equality" focus is conflated with girls and women's empowerment. This is an extremely important part of our work, but it is retrograde to consider that "gender" means "women." We need to be more progressive in the way that we look at gender, power dynamics, structural inequalities and intersectionality. And we need to be more inclusive in our consideration of sexual orientation and gender identity as an integral part of what "gender" is."

Focus Box 5. Work on Masculinities: UNESCO at the Forefront

UNESCO published the first report on [Male roles and masculinities in the perspective of a culture of peace](#) already in 1997, and followed up with a more comprehensive report on [Male roles, masculinities and violence: a culture of peace perspective](#) in 2000.

UNESCO has been developing a flagship initiative since 2015 and issued a [Roadmap for moving towards global initiative on positive Masculinities](#) in 2019. The initiative was kick-started at a large-scale conference in Latin America that convened policymakers, intellectuals, and researchers to work towards the development of conceptualizations of “Masculinities”.

UNESCO, in partnership with UN Women and the OECD Development Center, initiated the Men4GenderEquality Initiative, which aims at promoting “positive redefinitions of social norms of masculinity and the meaningful engagement of men and boys, alongside women and girls, in the global strive for gender equality, through evidence for policymaking, capacity-building, and communication and outreach.”⁴⁴

185. In addition, informants expressed the need to explicitly acknowledge gender identities beyond men and women. In the staff survey, thirteen people (out of 157 who responded to the open-ended question) called for more attention to the rights of LGBTI people at UNESCO and in UNESCO’s work.

“... there should be acknowledgement of gender identity which is beyond just men and women.”

“Le genre renvoie également à l’orientation sexuelle.”

“Care and consideration of same-gender couples, especially for mobility. Gender Equality is also about the needs of boys and men, and in some instances, targeting of boys and men is important for gender equality. Gender Equality does not equal Women’s Empowerment.” (Survey participants’ responses to the open question Q14.)

⁴⁴ UNESCO, *Report by the Director-General on UNESCO’s actions promoting women’s empowerment and gender equality*, 2019, p.7

186. While UNESCO was part of the Joint Statement by UN agencies on Ending Violence and Discrimination against Lesbian, Gay, Bisexual, Transgender and Intersex People, the organization had since not followed up or taken actions to integrate it in its work.

Focus Box 6. Joint UN Statement on Ending violence and discrimination against lesbian, gay, bisexual, transgender and intersex (LGBTI) people

On 29 September 2015, 12 UN entities (ILO, OHCHR, UNAIDS Secretariat, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UNODC, UN Women, WFP and WHO) released a joint statement calling for an end to violence and discrimination against lesbian, gay, bisexual, transgender and intersex people.

The statement is a call to action to Governments to do more to tackle homophobic and transphobic violence and discrimination and abuses against intersex people, and an expression of the commitment on the part of UN entities to support Member States to do so. The statement is available in all 6 UN languages [[Joint UN Statement](#)]

187. For UNESCO, the entry point for both workplace and programmatic considerations are the principles of gender equality and human rights. Other UN agencies have already integrated a LGBTI perspective in their programmatic work. [The Role of the United Nations in Combatting Discrimination and Violence against Lesbian, Gay, Bisexual, Transgender and Intersex People. A Programmatic Overview](#) was published in 2019, gives examples for UN agencies, which haven taken an active role in combating discrimination against LGBTI people⁴⁵:

- In September 2015, **OHCHR** organized the first UN meeting on the human rights of intersex people to support the work of UN, regional and national human rights mechanisms in better addressing the specific human rights violations they face, and has launched a dedicated campaign website on the rights of intersex people. In October 2019, OHCHR issued a [Background Note on Human Rights Violations against Intersex People](#).

⁴⁵ UNESCO has contributed to some of these initiatives, but is not part of the report

- As part of UNDP's "Being LGBTI" initiative, UNDP provided technical assistance and inputs to drafting Pakistan's Protection of Rights of Transgender Persons Act, which was adopted in 2018. In 2018, UNDP supported gender legal recognition work in Asia and the Pacific through series of country reports and regional roundtables. The [first ever national workshop on people with other gender identities in Thailand](#) was organized by UNDP and UNOD with the support of national authorities. The first-ever regional intersex network in Asia was created with support from UNDP in 2018.
- In 2019, UNDP and the World Bank issued a [proposed set of indicators for the LGBTI Inclusion Index](#).
- Within UNFPA's [Gender Equality Strategy \(2018-2021\)](#), LGBTI people are identified as beneficiaries in several outputs, constituting two of four outcomes outlined in the strategy.

4.6 Recommendations

188. Develop an Action Plan to re-invigorate a gender equality culture, which puts priority into practice, so that all staff members and partners fully understand and support the Global Priority.

189. Suggested actions:

- 1) Invest in an internal communication campaign which explains why GE remains a global priority for UNESCO, what it means and what is expected from staff and management.
- 2) Organize an annual GE event for all staff around a theme, which offers a mix of training opportunities, guest speakers and showcases (and gives prizes to) GE initiatives, projects and champions.

190. Reinforce UNESCO as a gender-responsive organization with a modern agenda in line with other leading UN organizations, to support culturally appropriate ways to ensure equality and human rights for people of all genders.

191. Suggested actions:

- 1) Explore opportunities for UNESCO to work more proactively with the human rights of LGBTI individuals and communities as an inclusive way of promoting gender equality through knowledge, awareness and dialogue, both internally and externally

192. Develop UNESCO as a gender-friendly model workplace, so that staff of all genders have equal opportunities to develop and contribute.

193. Suggested actions:

- 1) Clarify institutional roles and responsibilities with regard to gender equality in the *workplace*, and strengthen collaboration between CAB/GE and HRM.
- 2) Develop and publicize a work plan with specific outputs and outcomes for reaching gender equality in the workplace within this strategy period.
- 3) Systematically build requirements and tests for gender skills into all recruitment and promotion processes, as well as follow-up by managers on mandatory ethics and gender equality trainings.
- 4) Develop a module with questions to better understand occurrence and mechanisms of sexual harassment and exploitation in the workplace, to be included a regular staff well-being survey.
- 5) Ensure that all staff members are aware of the new policy, institutions and tools for reporting and investigating sexual and moral harassment (through a communications campaign and toolkit).

5. Resources, Project Design and Results Frameworks for Gender Equality

Key achievements and highlights

- The integration of Expected Results for Gender Equality in the C/5 and GEAP II has laid the ground for more systematic implementation;
- Sectors have developed tools for mainstreaming gender in programme management;
- Gender equality marker (GEM) levels in SISTER are applied to all regular programme activities and extra-budgetary projects;
- Based on the sample assessment, UNESCO's reporting to the UN SWAP is compliant with the established guidelines.

Key Findings

- 5.1.** The results framework in the GEAP II did not have the relevance initially foreseen.
- 5.2.** Resource allocations for the Global Priority at the level of major programmes are conceptual in the C/5 and not operationalized.
- 5.3.** Project design and reporting impaired due to weak planning and monitoring tools for gender related outcomes.
- 5.4.** Gender equality markers (GEMs) are inconsistently applied and are based on broad estimates rather than more precise analysis. This impairs traceability of gender-marked funding linked to results reporting, particularly at outcome level.
- 5.5.** There is a lack of funds available for new programme development. The Resource Mobilization strategy does not identify resource mobilization targets for the Division of Gender Equality. There are opportunities for concerted efforts, potentially using a possible SDG 5 Fund.
- 5.6.** Strategic partnerships are not fully utilized for implementing UNESCO's Global Priority Gender Equality and possibilities to leverage human and material resources of these institutions are lost.
- 5.7.** For joint gender-related projects, constraints arising from organizational policy and procedures, partner capacity and staffing availability are not always assessed during planning and design phases.

194. This section reviews the results framework, project design and resource allocation for the Global Priority Gender Equality and briefly discusses strategic partnerships.

5.1 Relevance of Results Framework in the GEAP II

195. When the 37th General Conference approved the Medium-Term Strategy for 2014-2021, it included the UNESCO Priority Gender Equality Action Plan for 2014-2021, which strategically complements documents 37 C/4 and 37 C/5. It requested the Director-General to, once a year, and within the framework of statutory reporting, submit an analytical and impact-oriented report to the Executive Board⁴⁶.

196. In response to the above, the UNESCO Priority Gender Equality Action Plan for 2014-2021 (GEAP II), revised in 2019, is a companion document to the Medium-Term Strategy 2014-2021 (37 C/4) and the Programme and Budgets 2018-2019 (39 C/5) and 2020-2021 (40 C/5). It aims to operationalize the gender priorities and objectives in strategic documents. The GEAP II includes a strategic plan (statement of intent) for each sector with a set of expected results (ERs), supported by baselines, benchmarks and performance indicators.

Figure 19. Gender priority defined in the GEAP II

Expected results of Major Programme I that take into consideration gender equality:

ER 1: Improved national education policies and plans to advance access to equitable and quality ECCE, primary and secondary education through a system-wide lifelong learning approach

Performance Indicators	Baselines	Targets 2018-2019
1. Number of countries with policies and education sector plans (ESP) reviewed for alignment with SDG 4	B1 for policy reviews: 8 countries (of which 3 in Africa and 1 SIDS) B2 for ESPs: 20 countries (of which 10 in Africa and 1 SIDS)	T1 for policy reviews: 10 countries (of which 5 in Africa and 1 SIDS) T2 for ESPs: 20 countries (of which 10 in Africa and 1 SIDS), promoting in all of them a gender analysis and gender-responsive ESPs

197. In parallel, the C/5 provides the Programme and Budget with Expected Results (ERs) by sector, which also include the Global Priority Gender Equality. The Evaluation noted inconsistencies in baselines, targets and performance indicators across Programme Sector gender-related Expected Results between the GEAP II and 40 C/5.

Table 3. Consistency of Results across the Priority and Major Programmes

GEAP II vs 40 C/5						
ER/Sector	EDU	SC	IOC	SHS	CLT	CI
ER1	B, PI, T	B, PI, T	B, PI, T	B, PI, T	B, PI, T	B, PI, T
ER2	B, PI, T	B, PI, T		B, PI, T	B, PI, T	B, PI, T
ER3	B, PI, T	B, PI, T		B, PI, T		
ER4	B, PI, T	B, PI, T				B, PI, T
ER5	B, PI, T	B, PI, T			B, PI, T	
ER6	B, PI, T	B, PI, T			B, PI, T	
ER7	B, PI, T	B, PI, T			B, PI, T	
ER8		B, PI, T				
ER9						
ER10	B, PI, T					

Red= Inconsistency between baseline, PI and Target in GEAP II and 40 C/5

198. The existence of overlapping results frameworks makes programme management inefficient and complicates reporting. IOS was informed that, in practice, to ensure that results framework is relevant, programme monitoring and reporting is performed at the level of C/5 Expected Results. Therefore, the results framework of GEAP II is not applied.

199. In view of the above, the evaluation concludes that the GEAP II results framework has not had the relevance initially foreseen in the 37 C/4. IOS noted that to address the above inconsistencies through a new results framework, the Global Priority Gender Equality will be fully integrated in the 41 C/4 and implemented through transversal outcomes. It will be supported by a Monitoring and Evaluation Framework to ensure alignment, consistency from planning to implementation and monitoring for the C/4 and C/5.

5.2 Resource allocation

200. The UN General Assembly resolution 67/226 requires that all **UN agencies implement resource allocation and tracking mechanisms for Gender Equality**. This strategic area may be viewed as a reporting entity's most visible commitment to gender mainstreaming, as it is directly tied to the entity's resource commitments. The UN-SWAP 2.0 lists the following criteria for the participating organizations to report:
- Financial resource tracking mechanisms to quantify disbursement of funds that promote gender equality and women's empowerment;
 - How results of financial resource tracking influence central strategic planning concerning budget allocation, and;
 - Financial benchmark for allocating resources to gender equality and women's empowerment mandate
201. UNESCO addresses the above requirement as part of GEAP II at two levels, i.e. major programme and SISTER elements (Regular Programme activity or project elements). Under each Major Programme of the 40 C/5, allocations of the operational budget earmarked to the Global Priority Gender Equality are listed.
202. However, these budget allocations remain conceptual in the C/5. UNESCO's IT systems lack the functionality to operationalize these allocations within the programme sector's overall budgets.

Table 4. Resource allocation to Gender Priority in the 40 C/5

	Global Priority Gender Equality	
	\$ M	% of the Sector's staff and operational budget
Education	\$61	16%
Natural Sciences	\$ 29,7	23%
IOC	\$1,9	10%
SHS	\$9,8	20%
CLT	\$7,6	4%
CI	\$10,9	33%
Total	\$120,90	

Source: 40 C/5 Approved

203. The 2019 JIU report on Gender Equality notes that UNESCO, like many other agencies, has achieved limited progress in the area of financial resources⁴⁷. The weakest performing indicators (PI 9 and PI 10) fall under this area, namely those concerning resource allocation and tracking.
204. Without mechanisms to identify and track earmarked funds to Gender Priority, it is difficult to assess the efficiency and effectiveness of resource allocation and implementation.

5.3 Project design and gender markers

205. IOS reviewed the project documents and interviewed responsible officers of nine gender-related projects implemented at the field offices and HQ. While most projects are supported using a results framework, project design could be strengthened by addressing the following gaps:
- **Resource allocation:** Existing project planning tools do not allow resource attribution to gender related outcomes.
 - **Baselines:** Project documents do not always indicate adequate evidence when establishing baselines and assumptions.
 - **Performance indicators:** Key Performance Indicators (KPIs) are not reflective of how activities/outputs will contribute to gender related outcomes. Some KPIs combine other areas, thereby making it difficult to assess how the project will contribute to gender equality.
 - **Lack of monitoring data:** Poorly designed performance indicators, weak monitoring and data collection mechanisms impair measurability and evidence of change.
 - **Inappropriate reporting templates:** The current reporting templates are suited for reporting of EXB project implementation but not for gender related outcomes.
206. Further as part of project design, IOS also reviewed the use of gender markers in UNESCO's RBM programming tool SISTER. Gender Equality Markers (GEM) at the projects and activities level define budget contributions to Priority Gender Equality as provided below in SISTER:

⁴⁷ Joint Inspection Unit 2019. Review of the UN-SWAP, p. 6f

0 – gender-neutral; Budget range: 0-10%

1 - is gender-sensitive; Budget range: 10-30%

2 - is gender-responsive; Budget range: 30-50%

3 - is gender-transformative; Budget range: 50-100%

Focus Box 7. Definitions of GEM levels according to CAB/GE

GEM-0 - The work plan/activity is gender-unaware: it does not challenge gender inequalities/does not make a noticeable contribution to advancing gender equality

GEM-1 – The work plan/activity is gender-sensitive: it identifies and acknowledges the existing differences and inequalities between women and men but does not challenge them. The implementation strategy clearly includes a gender analysis of the context/intervention. Sex-disaggregated data is used to inform the gender analysis.

GEM-2 – The work plan/activity is gender-responsive: it identifies and acknowledges the existing differences and inequalities between women and men and articulates policies and initiatives, which address the different needs, aspirations, capacities and contributions of women and men. The implementation strategy clearly includes a gender analysis of the context/intervention. At least a performance indicator and corresponding target are gender sensitive. Sex-disaggregated data is used in the monitoring framework and implementation strategy. The project benefits from internal or external expertise related to GE.

GEM-3 – The work plan/activity is gender-transformative: it implements actions and initiatives that challenge existing and discriminatory policies and practices and affect change for the betterment of life for all. The implementation strategy clearly includes a gender analysis of the context/intervention. The activity has at least one gender-related expected result, with corresponding performance indicator(s) and target(s). Sex-disaggregated data is used in the monitoring framework and implementation strategy. The project benefits from internal or external expertise related to GE.

207. While the introduction and the use of GE markers is a positive step, there is scope for further improvement:

- **Classification** There is inconsistent attribution of GE markers in SISTER vis-a-vis project proposals. There is a tendency to keep the marker to 0 (Gender neutral) to avoid the additional need to perform a gender analysis for GE implementation and reporting.
- **Budget traceability:** GEMs only provide a budgetary range but do not provide a precise budget allocation and expenditure traceability. This makes it difficult to see how funds were actually spent.
- **Coverage:** GEMs remain limited to projects outputs and cannot be linked to outcomes. Further, the markers do not provide coverage for resources for project conceptualization, staff capacity/expertise, consultants, and inclusion of gender parity during the project implementation.
- **Impact:** Budget allocations indicate intent, but only illustrate partial costs to create impact. For example, it is difficult to assess the extent to which internal staff costs contribute to gender-equality vis-a-vis the beneficiaries of the project.

208. CAB/GE recently carried out an internal analysis of gender markers⁴⁸, which concluded that “the majority of the work plans (around 60%) do not include any explicit reference to their contribution to Priority Gender Equality, nor any contextual element – such as detailed sex-disaggregated data – that would suggest that a gender analysis has been carried out in preparation of the project/activity”.

209. The inconsistencies in the GEM level definitions undermine baseline assumptions and, therefore, impair the underlying RBM logic at the level of project design and outputs. Further, a lack of budget traceability impairs visibility of resource allocation and expenditure. There is a need to further clarify/develop the gender markers in SISTER and improve staff understanding through training.

⁴⁸ 40 C/5 Regular Programme and Extra-budgetary Workplan Analysis Priority Gender Equality, Division for Gender Equality (March-April 2020)

5.4 Resource mobilization

210. UNESCO recently presented an updated resource mobilization strategy for the Executive Board's consideration (209 EX/5.II.A). This document provides principles and objectives for the resource mobilization during 2020-2021. The updated resource mobilization strategy for 2020-2021 (210 EX 5.III. A) contains a dedicated section (Para 68 to para 70) on the Global Priority Gender Equality as a basis for follow up on resource mobilization in the current biennium.
211. The strategy recognizes as evolving donor context that there is demonstrated commitment to the Women's Empowerment Principles and Gender Equality and reaches out to preferred partners with strong commitment to these principles. While the strategy covers the Major Programmes, it does not reflect resource mobilization targets for the Division of Gender Equality.
212. With limited resources in the Regular Budget, resource mobilization is essential to support start up activities, capacity building and achieve successful project outcomes. GFPs indicate that the lack of resources impair negotiations with local UN counterparts when promoting UNESCO's programmatic agenda. At the field level, the lack of gender-dedicated funds also affects the development of new programme areas.
213. For instance, some GFPs note that while gender specific projects largely rely on extra-budgetary contributions, raising funds from local donors becomes difficult without well-developed project proposals and seed money to start pilot projects.
214. Currently, in absence of resources mobilized, the Division of Gender Equality is not in position to support the downstream start-up activities and development of new programmes. The updated resource mobilization strategy foresees to pilot an SDG⁴⁹ Fund as part of deliverables required to strengthen the enabling environment for resource mobilization. This mechanism offers a modality for donors wishing to explicitly align their support with SDG 5⁵⁰.

49 "UNESCO will through the special account modality pilot an SDG Fund that could on demand channel funding for one or more SDGs in alignment with the SDG targets. The results framework of the programme will focus on the contribution of UNESCO's programme to the PI's of the SDGs."

50 Sustainable Development Goal 5: Achieve gender equality and empower all women and girls

5.5 Strategic partnerships

215. Strategic partnerships are an important modality for the implementation of the global priority⁵¹. Acknowledging that UNESCO engages in a wide range of partnerships and given the limitation of not being able to visit field offices and partners in programmes in the field, the Evaluation selected and analyzed two types of partnerships.
216. As a case in point, the UNITWIN/UNESCO Chairs Programme covers over 800 institutions in 116 countries and aims to promote international inter-university cooperation and networking to enhance institutional capacities in key priority areas related to UNESCO's fields of competence, including Global Priority Gender Equality. Within the Global Priority Gender Equality, UNESCO has established about 27 Chair agreements with institutions that will serve as think tanks, bridging knowledge from academia, civil society, local communities, research and policymaking. The Chairs are *inter alia* expected to:
- Promote and support research and studies, including funding research projects,
 - Train professionals on gender equality
 - Provide policy advice on gender equality
 - Closely cooperate with UNESCO on relevant programmes and activities.
217. These partner institutions serve as think tanks and bridge builders between academia, civil society, local communities, research and policymaking. Their activities demonstrate an in-depth gender programme outreach that aligns with the Gender Equality Action Plan.
218. Despite partnership agreements in place, CAB/GE engagement in these partnerships is passive, with little evidence that human and material resources of these global higher education and research institutions are leveraged. Further, UNESCO's results reporting does not reflect the partnership cooperation on relevant programmes and activities. Engagement with these partners could be improved using a Global Expert Facility, where such partners can collaborate programmatically with UNESCO, using a common monitoring and evaluation (M&E) framework for mutual benefit and cooperation.

51 The UNESCO 2030 Survey found that Strategic Partnerships were seen as one of two "Top Solutions" for increasing the Global Priority Gender Equality (along with 'more integration into programmes') c.f. Strategic Transformation Newsletter, Sept. 2020

219. Further, as part of the Evaluation, IOS examined two projects that UNESCO jointly implemented with UN Women⁵² in Jordan and Tanzania. The post project evaluations revealed that joint programme implementation proved to be more complex than expected and, as a result, project implementation suffered delays. Limitations in staff availability and organizational procedures were not factored in as part of project planning and design.

5.6 Recommendations

220. **Improve consistency and utility of UNESCO's framework, processes and tools for planning, allocation, follow-up and reporting on resources and results for gender equality, so that programme management and reporting become more efficient, and results can more easily be assessed and improved.**

221. Suggested actions:

- 1) Ensure that, in the construction of 41 C/4, the GE results framework sector is integrated and consistent across the C/4 and C/5.
- 2) In the context of the Core Redesign⁵³, develop mechanisms to allocate, track and report on financial resources disbursed to promote gender equality and women's empowerment.
- 3) Train staff to develop well designed project proposals that address weaknesses of project design, monitoring, reporting.
- 4) Review the written guidance and application of GEMs to ensure they are more consistently applied based on analysis and evidence while enhancing traceability of expenditure against set gender targets and reporting in SISTER.

- 5) Clarify and further develop GEM, as part of the Core Redesign, to ensure that the revised gender markers are integrated in project design, implementation and monitoring.

222. **Engage more strategically with partners and strengthen resource mobilization efforts, so that UNESCO's unique mandate and convening power can better be leveraged to support the Global Priority.**

223. Suggested actions:

- a) Strengthen resource mobilization efforts by:
 - developing a resource mobilization strategy for the Division of Gender Equality that could support the downstream start-up activities and development of new programmes, exploring the possibility to pilot a SDG fund for Priority Gender Equality,
 - providing clear guidelines for programme staff at the field office level to engage in meaningful discussions. These could include fund raising proposals to both the private and the public sector for addressing obstacles that impede gender equality,
 - training/building internal capacity to draft donor funding proposals, concept notes, reflecting UNESCO's priorities adequately,
 - engaging Regional Offices to assist the review of project documents and ensuring that the gender priority is adequately considered.
- b) Develop guidelines for implementing joint gender programmes and include (i) risk assessments of constraints in applying organizational policy and procedures, (ii) partner capacity and (iii) staffing availability as part of project design.

52 218JOR4000 (with UN WOMEN) - Empowering rural women in Mafraq Governorate through the management and preservation of Umm el-Jimal archaeological site as income-generating activities
499GLO1000.2.4 (with UN WOMEN, UNFPA) - Enhancing Adolescent girls' performance and retention at ordinary secondary school level in Tanzania

53 The Core System Redesign project is expected to redesign and re-implement UNESCO's core information systems for improving programme management and delivery.

6. Monitoring, Evaluation, Learning and Communication for Gender Equality

Key Achievements and Highlights

- Flagship gender projects and initiatives benefit from strong monitoring and evaluation frameworks
- Evaluation and audit functions have enhanced their gender mainstreaming methods
- Select sectors and units have established strong cross-sectoral collaboration around specific thematic areas
- IOS led Gender Interest Group discussions at the United Nations Representatives of Internal Audit Services (UNRIAS) to promote sharing of audit tools and techniques in the UN system.

Key Findings

- 6.1.** The lack of systematic monitoring, evaluation and learning of lessons slows down the implementation of the global priority gender equality.
- 6.2.** The scarcity of evaluations of gender-responsive and gender-transformative projects makes it difficult to assess how gender-specific programming and gender mainstreaming efforts contribute to outcomes outlined in the GEAP II.
- 6.3.** The reporting workload is high due to lack of alignment and harmonization of data and reports across various platforms, which also hinders aggregation of information on gender-related initiatives.
- 6.4.** Weak internal communication impedes institutional learning.
- 6.5.** Limited cross-sectoral collaboration impedes institutional learning and progress on the implementation of the global priority.

224. This section has been informed by the document review, as well as observations throughout the Evaluation process (including audit findings) and interviews with key informants.

6.1 Monitoring, Evaluation and Learning (MEL)

225. Previous evaluations and audits (both internal and external) have stressed the need for UNESCO to prioritize and strengthen monitoring, evaluation and learning (MEL), with a focus on gender-related programming, in order to facilitate internal learning and information sharing. With regard to MEL, the present Evaluation draws on a variety of data sources, including SISTER, interviews and focus group discussions, and follows up on prior evaluation and audit reports such as the ILO Participatory Gender Audit Report (PGA) of 2012 and UNESCO's Internal Oversight Service (IOS) Review of UNESCO's Global Priority Gender Equality undertaken in 2013.

226. The 2012 ILO PGA issued clear recommendations with regard to monitoring, evaluation and learning derived from UNESCO's gender-related programmes and initiatives. The report emphasized evaluating results on gender equality and monitoring the implementation of recommendations emerging from evaluations, and identifying good practices and lessons learnt on mainstreaming gender equality through monitoring and evaluation.

227. This recommendation was further reiterated by IOS in its 2013 Review of UNESCO's Global Priority Gender Equality, which focused on UNESCO's overarching gender architecture encompassed by its first Gender Equality Action Plan (GEAP I) as well as its various gender-related programmes, projects and initiatives.

228. IOS noted that few evaluations of gender-responsive and gender-transformative projects have been carried out over the period of interest to the Evaluation (2014-2020), despite clear institutional mechanisms and principles of accountability, monitoring, evaluation and learning outlined in GEAP II.

229. In order to assess the impact of UNESCO's dual approach to implementing Global Priority Gender Equality through gender mainstreaming and gender-specific programming, IOS selected a total of 28 gender-responsive and gender-transformative projects and initiatives. Twenty-six were implemented in Cuba, Jamaica, Jordan, India, Pakistan, Kenya, and Tanzania⁵⁴ (selected based on

geographic spread and the availability of gender-specific programming), and 2 ongoing projects and initiatives operate at global level. These projects and initiatives were carefully selected after reviewing pertinent gender-related indicators on SISTER, holding consultations with relevant Directors and Heads of field offices, and examining strategic documents and evaluation reports.

230. Of these 28 projects and initiatives, most of which had already been implemented or been ongoing for several years, only seven had been the subject of mid-term or final evaluation processes, and an additional project was to be the subject of a decentralized evaluation during the first half of 2020 before suffering delays due to the COVID-19 crisis.

231. Further, out of the 7 evaluation reports at our disposal, one constitutes a formative evaluation of a previous project aimed at informing the implementation of an ongoing project, and one dates back to 2016, meaning that some of its findings and conclusions need updating.

232. Crucially, the majority of projects and initiatives that were evaluated within this sample were extra-budgetary projects: out of the 7 projects that were evaluated, 6 were implemented with extra-budgetary resources and only one was financed through UNESCO's Regular Programme.

233. Reporting against the global priority lacks consistency: many evaluations show that monitoring tends to be focused on output level indicators rather than on outcomes indicators. Reporting and evaluations typically focus on measuring parity among beneficiaries. Further, no joint lessons from UNESCO's gender-responsive and gender-transformative projects or sector work plans have been developed and shared among Sectors, thereby negatively affecting institutional learning within and across UNESCO's Programme Sectors. In this context, the lack of monitoring and evaluation of gender-responsive and gender-transformative projects and initiatives renders difficult the results assessment of the Global Priority Gender Equality at the beneficiary level, especially outcomes and impact.

234. In terms of the official Evaluation function of UNESCO, located within IOS, the Evaluation Office (IOS/EVS) is required to incorporate gender mainstreaming across its corporate evaluations as well as ensure gender mainstreaming in decentralized evaluations according to GEAP II, among several strategic documents.

⁵⁴ Field visits and cases were foreseen for these sampled countries, but had to be put on hold due to travel restrictions in relation to the COVID-19 pandemic.

235. As mentioned in chapters 2 and 5, UNESCO reports to the UN System-wide Action Plan on Gender Equality and the Empowerment of Women (UN-SWAP) at UN Women on a yearly basis as part of its required reporting cycle duties. UNESCO reports against 17 indicators across 2 Performance Areas, including Evaluation (PI 4) and Audit (PI 5).
236. UNESCO achieved the score of “meeting requirements” for PI 4 and PI 5 in 2018. IOS/EVS has increased its efforts at mainstreaming gender across evaluation processes with the support of a Gender Advisor seconded by the Government of Sweden in 2019. Such efforts include integrating gender-related elements and means of analysis across the six OECD-DAC evaluation criteria (Relevance, Coherence, Effectiveness, Efficiency, Impact and Sustainability), including gender expertise in evaluation terms of reference, and ensuring gender balance in the composition of evaluation teams.
237. The 2019 Peer Review of UNESCO’s Evaluation Function assessed the 2019 draft synthesis report and recommended that IOS further strengthen its gender mainstreaming efforts in evaluation practice⁵⁵. IOS/EVS needs to sustain the integration of Gender Equality in all of its work, including in evaluation Terms of Reference, data collection and analysis, report writing and follow up on evaluation recommendations.
238. Despite efforts aimed at incorporating gender in evaluation processes, certain probing challenges were noted in this regard, which impede further gender mainstreaming. UNESCO’s Evaluation Policy (196 EX/24.INF), § 31, clearly outlines the sources of funding for IOS and its corporate evaluation plan, based on an overall target of 3% of programme expenditure (Regular Programme and Extra-budgetary resources).
239. With regard to extra-budgetary projects, the Evaluation Policy stipulates that 3% of funding be allocated to evaluation activities. The Bureau of Strategic Planning (BSP) oversees the application of this rule.
240. Of 11 projects in the sample, which were funded by extra-budgetary resources, six applied the 3%-rule, three set aside lower funds for M&E and two had no clear budget allocations for M&E. Low M&E budgets were described by several interviewees as a major challenge for project management.
241. In addition, one third of these 3% is to be directed to IOS in order to be able to undertake corporate crosscutting evaluations and to ensure gender mainstreaming across all corporate evaluations. This process is instrumental in establishing an evidence base around crosscutting issues such as gender equality through corporate and decentralized evaluations.
242. The Peer Review highlighted the fact that IOS’ activity budget is insufficient for covering cross-sectoral/strategic evaluations and that, in order to increase its share of crosscutting evaluations, IOS will need to have access to more funding⁵⁶. As currently, extra-budgetary projects do not set aside 1% of funding for IOS, these rules may require further clarification. The funding gap renders challenging both the conduct of crosscutting strategic evaluations, as in the case of the present Evaluation, and the assessment of the impact of transversal initiatives and, as a result, impedes institutional learning from challenges and achievements.
243. In a recent ‘Companion Piece for the United Nations Sustainable Development Cooperation Framework Guidance’ on Programme Design and Management, considerably higher percentages were recommended:
- “Allocations for monitoring and evaluation should be adequate for implementing the plan and meet UN system benchmarks of at least 5% for the former and 2% for the latter.”⁵⁷*

6.2 Gender related reporting and communication

244. In terms of reporting to external entities, the reporting burden is labor intensive, inefficient, and does not serve internal learning purposes. As the coordinator of Global Priority Gender Equality, the Division for Gender Equality (CAB/GE) reports to several external entities such as UN Women, the United Nations General Assembly, and the Committee on the Elimination of Discrimination against Women (CEDAW), the Call to Action on Protection from Gender-Based Violence in Emergencies, and the European Union for the Spotlight initiative. CAB/GE annually produces about 20 internal and external reports (not including briefings), along with a significant number of reports produced by the programme sectors, at Headquarters, in the field and institutes. IOS took stock of the institutional reporting workload for Priority Gender Equality (see table 4 below).

55 UNEG: Professional Peer Review of the UNESCO Evaluation Function, January 2020, § 63

56 UNEG: Professional Peer Review, § 41

57 UN: Programme Design and Management. Companion Piece for the United Nations Sustainable Development Cooperation Framework Guidance. 2019, p. 11

Table 5. Gender Related Reporting

By the Division for Gender Equality		
Entities	Number of reports	Frequency
UN-SWAP and others (Beijing, CEDAW, SG, SDG.)	16	mostly annual, biannual, quadrennial
Executive Board	2	Biannual
General Conference	1	
By Sectors and Field Offices		
Donor reporting	10	various
Internal Reporting	7	quadrennial, biannual, annual, ad hoc
Sector Reporting	8	annual, biannual and quadrennial
* Depending on the year and the circumstances, there may also be additional reports such as synthesis report, mid-term evaluation report or DG briefings depending on meetings and missions)		

245. Taking into account the staff size of the Division for Gender Equality, the reporting is voluminous, consumes valuable staff time and is inefficient. CAB/GE staff are required to undertake data extraction and customization. A number of reports provide similar information, e.g. on the Organization's programmatic actions linked to violence against women and girls, but basic data is gathered individually when preparing each report. Current data systems do not permit extraction of data on gender related UNESCO activities within a given country. This is because programme planning and implementation data on gender is not centrally stored but scattered across various platforms at Headquarters and in field offices.
246. Reporting overhead could be significantly reduced if the planning and implementation data from various actors were stored in a central repository and database as part of an M&E framework. Further, using an automated data extraction from this M&E framework, the staff time on reporting could be reduced significantly. In addition, these reports are not shared internally whereas staff could benefit from having access to a cross-sectoral knowledge base. On close examination, some of these reports could potentially be produced through automation of data extraction and report production, using reporting systems if they were made accessible to everyone.

247. Internal communication and learning are also impaired by the lack of gender-focused online repositories of programme documents, strategic reports, and communication materials, available to all staff and the public. The establishment of an online repository and designated space on UNESCO's website aimed at showcasing UNESCO's flagship programmes, initiatives and actions related to gender equality would strengthen institutional learning and UNESCO's outreach and communication efforts on its Global Priority.
248. In terms of internal communication, the Division for Public Information (DPI) is constrained by insufficient human and financial resources. Its Programme staff are not sufficiently equipped to mainstream gender equality in all communication.
249. IOS notes that the newly developed gender equality online training available to all staff is a positive step, especially Module 8 on incorporating gender equality into communications and publications. At the beginning of September 2020, 298 staff members had registered, started or completed at least a module, and (of these) 117 had completed the eight modules of the training.

6.3 Collaboration across sectors

250. Institutional learning is impeded by weak cross-sectoral collaboration regarding projects focused on gender equality (highlighted in above sections). UNESCO's multidisciplinary mandate and its overarching Global Priority Gender Equality constitute a platform conducive to fostering fruitful coordination and collaboration across Sectors and Divisions on gender-responsive and gender-transformative projects. However, a majority of interviewees confirmed that cross-sectoral collaboration on gender-related projects is seldom achieved and that CAB/GE coordination is lacking.
251. The issue of competition between Sectors, and between Sectors and CAB/GE, for resources and visibility, as well as over specific thematic areas or the implementation of programmes, contribute to sustaining an organizational culture based on work siloes. This issue has been flagged in previous evaluations and audits of UNESCO.
252. Positive examples of cross-sectoral cooperation have, nonetheless, been noted. For example, UNESCO's work on the inclusion of women and girls in Science, Technology, Engineering, and Mathematics (STEM) has benefitted from a strong collaboration between the Education and Natural Science sectors. Both sectors implement gender-specific projects in the field of STEM, led by staff at Headquarters

and in field offices. Some of these have been implemented jointly, drawing on the resources and expertise of both sectors.

253. The Section of Education for Inclusion and Gender Equality within the Education Sector has demonstrated a strong commitment to working transversally through outreach and coordination efforts to colleagues in the Natural Science Sector. UNESCO's Strategic Transformation Unit is working towards fostering such transformative cross-sectoral collaboration and moving away from an organizational culture based on siloes through the deployment of transversal teams trained in Agile Methodology.⁵⁸
254. Nevertheless, the current lack of systematic mechanisms for cross-sectoral collaboration results in limited communication on UNESCO's work with gender-responsive and gender-transformative projects or work plans across sectors or regions. There are few opportunities for Gender Focal Points (GFPs) and Programme Staff in different Sectors to meet and discuss the implementation of such programmes, which hampers cross-sectoral communication on gender-related programmes and projects. (See also section 3.5).
255. The absence of a comprehensive database of gender-specific programmes implemented by UNESCO coupled with the misattribution of gender equality markers and results framework indicators in work plans and SISTER render difficult the retrieval of relevant gender-focused information. This contributes to an overall poor communication and learning among staff about UNESCO's contributions towards this global priority.
256. The Division for Gender Equality's newsletter, "Gender Wire", is an initiative to highlight UNESCO's achievements towards gender equality. However, the newsletter is not proactively disseminated to all staff (only to Gender Focal Points, and published online) and can only encompass, due to its nature, essential, rather than exhaustive, information regarding specific programmes and projects.

58 In line with the 40 C/5 and the 'Operational Efficiency' pillar of UNESCO's Strategic Transformation, transversal and agile methodology is being rolled out at UNESCO since 2019. Based on a multidisciplinary team-based approach, this project management process aims at creating a more agile and collaborative workforce skilled in joint delivery across sectors and rapid-decision making. The Education Sector volunteered to be the pilot sector during 2020-2021.

6.4 Recommendation

257. **Invest in systematic monitoring, evaluation, learning and internal communication to support the implementation of the Global Priority Gender Equality.**
258. Suggested actions:
- 1) Undertake systematic evaluations of gender-responsive and gender-transformative projects, and ensure that lessons from these are fed into, and contribute to the achievement of UNESCO's implementation of the Global Priority Gender Equality.
 - 2) Strengthen monitoring, evaluation and learning by establishing an overall Theory of Change and based on a comparative niche analysis.
 - 3) Establish a single monitoring and evaluation framework related to gender equality that allows for data collection of programme planning and implementation. Further, develop an automated data extraction and reporting mechanism.
 - 4) Assess the existing UNESCO Chair partnerships to ensure meaningful collaboration and strengthen results reporting by integrating relevant outputs of these institutions into a single M&E framework for Global Priority Gender Equality.
 - 5) Systematically apply the 3%-rule as regards extra-budgetary project funding to provide funding to RBM and decentralized evaluations of gender initiatives, as well corporate crosscutting evaluations as required by UNESCO's Evaluation Policy (§ 31).
 - 6) Strengthen internal communication around Gender Equality through the creation of online repositories dedicated to enabling wider access to strategic documents and briefs and showcasing flagship programmes and initiatives.

7. Conclusions and Recommendations

259. The Evaluation **concludes that much has been achieved** through gender mainstreaming and gender-specific programming. UNESCO has institutionalized the Global Priority through the GEAP and through integration in the C/4 and C/5. Gender parity has been achieved for staff at P and D levels, and the Organization scores well in MOPAN and UN-SWAP assessments with regard to gender equality. Strong points in comparison with other UN agencies are the central placement of the Division for Gender Equality in the Cabinet and a large Gender Focal Point Network. UNESCO implements a large number of gender-responsive and gender-transformative programmes and projects.
260. With regard to common **evaluation criteria**, the Evaluation was – due to travel restrictions and lack of information available at HQ - not in a position to reliably judge the relevance, effectiveness, efficiency, impact and sustainability of gender programming and gender-specific projects.
261. The Evaluation considers relevance, effectiveness and efficiency for the institutional architecture, strategies, processes and tools and concludes that increasing efficiency through greater clarity of mandates and enhanced collaboration, together with systematic follow-up will support more effective implementation.
262. A high level of relevance is achieved in the UN context and with regard to UNESCO's mandate. Staff members and managers find the Global Priority overall very relevant, but the understanding of the practical relevance of gender equality may not be equally strong across all programme areas or sectors and could be improved by modernizing the gender equality agenda.
263. The new OECD/DAC criterion 'coherence' is particularly helpful as an area for improvement with regard to UNESCO as an organization, with both internal and external dimensions in need of constant and consistent development and implementation of a gender-transformative agenda.
264. The Evaluation identifies **five areas** which could act as catalysts and help move the implementation of the Global Priority Gender Equality further "from ambition to action" through enhanced coordination and collaboration:
265. **(1)** A clear and strong **institutional architecture** for integrating and implementing Gender Equality at UNESCO. This includes strengthening the centrally located Division for Gender Equality (DGE) and its collaboration with programme and service sectors.
266. An ambitious gender architecture has been put into place. When it comes to implementation, **clarity** could be improved, especially with regard to roles, responsibilities and collaboration structures, as well as **resources** for coordination and management of strategic initiatives and support to programme sectors and field offices.
267. The limited capacity of the Division for Gender Equality has impaired its coordination function. Lack of collaboration and accountability mechanisms have been slowing down the implementation of the Global Priority in some field offices and Service Sectors. The Evaluation does not recommend a new GEAP but instead the full integration of the Global Priority in the C/4 and C/5.
268. **(2)** Strong **Gender Focal Points** in divisions and field offices supported by networking, capacity building, time allocation and management support, and adequate regional gender expertise and collaboration structures.
269. The Gender Focal Point **Network** could, together with the proposed **Regional Gender Specialists**, play a catalytic role but has not yet received the support recommended by the previous evaluation. In order to be able to ensure the integration of gender equality across programmes and projects, the mandate of individual focal points needs to be fully understood and supported by their managers and colleagues. The network could potentially offer capacity building, support and opportunities for regional or cross-sectoral collaboration. In a global organization, regional nodes could provide the missing link between HQ and field office GFPs, coordination and advice in the regional context and help synthesize results and learn lessons.
270. **(3)** A coherent and modern **gender-responsive organization**, with a strong gender equality culture in internal and external work, which helps putting the priority into practice.

271. Investing in strengthening the **gender equality** culture and communication, ensuring every staff member knows why Gender Equality remains a Global Priority, how they can support its implementation and what has been achieved so far, could help put this priority into practice.
272. UNESCO could build on its achievements with regard to parity and move from a focus on quantitative to qualitative aspects of gender equality in the workplace and become a trailblazer or **model gender-friendly workplace**. The gender equality agenda requires constant updating and **modernization** in line with other leading UN agencies for UNESCO not only to not fall behind, but to maintain a leadership role with its unique Global Priority and mandate, and in order to optimally support Member States.
273. UNESCO needs to continue to develop as a **coherent and modern** gender-responsive organization, which champions and supports equal rights and opportunities for all genders both internally and in its global work. Perceived inconsistencies in the application of gender equality concepts in the workplace and in programmatic work currently pose the risk of limiting both the understanding of the Global Priority and the capacity and motivation of UNESCO staff to fully integrate and implement it.
274. **(4)** Integrated and harmonized **processes and tools** for a) planning, monitoring and reporting of **results** and b) **resource** mobilization, allocation and tracking in gender equality initiatives.
275. UNESCO's systems for planning, allocation and follow-up of both resources and results are not optimized, which weakens programme and project design and implementation. Allocation of resources is conceptual and GEM markers are inconsistently applied. Currently, a complete list of UNESCO's gender-responsive and gender-transformative initiatives is not available, which makes coordination and collaboration within regions, across sectors and with partners very difficult. Similarly, without timely aggregated data on achievements and challenges, strategic decisions for the future lack an evidence base.
276. **(5)** Systematic **monitoring, evaluation, learning lessons** and communication of gender initiatives, so that achievements and challenges can more easily be understood, acted on and inform future work.
277. Much has been achieved through mainstreaming gender equality across the major programmes as well as gender-specific programming. Due to the **lack of consistent reporting** as well as **systematic monitoring and evaluation**, it is hard, on the one hand, to aggregate and verify results and, on the other hand, to learn lessons for improving future performance.
278. The Evaluation is confident that with these adjustments, the already successful implementation of the Global Priority can be significantly further improved.
279. The Evaluation makes the following nine **recommendations**:
- 1) Clarify and strengthen UNESCO's **gender equality architecture**, so that the Division for Gender Equality coordinates and supports an enhanced collaboration of all sectors for the implementation of the Global Priority
 - 2) Strengthen the capacity of **the Gender Focal Point Network**, so that GFPs can ensure the successful integration of Gender Equality across all programmes and projects in field offices and HQ
 - 3) Establish adequate **regional gender expertise** as part of the field reform, so that it can support field offices and GFPs with the planning, managing, monitoring and learning lessons from gender mainstreaming and gender-transformative initiatives
 - 4) Develop an Action Plan to re-invigorate a **gender equality culture**, which puts priority into practice, so that all staff members and partners fully understand and support the Global Priority
 - 5) Reinforce UNESCO as a **gender-responsive organization** with a modern agenda in line with other leading UN Organizations, to support culturally appropriate ways to ensure equality and human rights for people of all genders
 - 6) Develop UNESCO as a **gender-friendly model workplace**, so that staff of all genders have equal opportunities to develop and contribute
 - 7) Improve **consistency and utility of UNESCO's framework, processes and tools** for planning, allocation, follow-up and reporting on resources and results for Gender Equality, so that programme management and reporting become more efficient, and results can more easily be assessed and improved

- 8) Engage more strategically with **partners** and strengthen **resource mobilization efforts**, so that UNESCO's unique mandate and convening power can better be leveraged to support the Global Priority
 - 9) Invest in **systematic monitoring, evaluation, learning** and internal communication to support the implementation of the Global Priority Gender Equality
280. The addressee(s) and their response to each recommendation can be found in the Management Response document at the beginning of the Report. Suggested actions for the implementation of the recommendations are included in each of the main findings chapters.

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Annex 2: Terms of Reference

Review of UNESCO Global Priority Gender Equality

I Background

1. Gender Equality has been a global priority for UNESCO since 2008 and features clearly in the Organization's current Medium-Term Strategy, Programme and Budget Documents.

The ultimate goal of UNESCO's Priority Gender Equality is to strengthen the Organization's ability, through its policies, programmes and initiatives, to support the creation of an enabling environment for women and men from all walks of life, to contribute to and enjoy the benefits of peace and sustainable development. (Medium-Term Strategy 2014-2021 (37 C/4) p. 16)

2. UNESCO's second Gender Equality Action Plan (GEAP II) 2014-2021 aims to operationalize this priority and is a companion document to the Medium-Term Strategy 2014-2021 (37 C/4) and the Programme and Budgets for 2018-2019 (39 C/5) and 2020-2021 (40 C/5). It builds on findings from the 2013 Internal Oversight Service (IOS) Review of Priority Gender Equality and the 2011 Participatory Gender Audit by the International Labor Organization (ILO). The 2019 revision provides an updated operational framework and guidance for how to advance gender equality both within the Secretariat and in its work with Member States.
3. UNESCO's vision of gender equality is in line with international instruments such as the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) and the Beijing Declaration and Platform for Action. It is also informed by the reflections concerning the post-2015 development framework, and in particular the 2030 development agenda, where UNESCO has taken the lead on SDG 4. Whereas all SDGs are reinforcing each other, SDG 5 is of crucial importance for achieving all other goals.
4. *For UNESCO, gender equality refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. (...) Gender equality is a human rights principle,*

a precondition for sustainable, people-centered development, and it is a goal in and of itself. (UNESCO's Promise: Gender Equality – a Global Priority, 2014, p.3)

5. UNESCO is a specialized UN agency with five programme areas - Education, Natural Sciences, Social and Human Sciences, Culture, and Communication and Information – and IOC, which all have potential for advancing the global gender equality agenda. UNESCO's field presence together with its strategic partnerships and networks, its capacity to generate and share knowledge, its experience in advancing norms and standards, its convening power and its capacity building work position UNESCO as an important contributor to the promotion of girls' and women's rights, girls' and women's empowerment and gender equality.
6. The Organization employs a dual approach for implementing Gender Equality: gender mainstreaming in all programmes and projects, and gender-specific programming. Mainstreaming is a strategy for making women's and men's concerns and experiences an integral part of the design, implementation, monitoring and evaluation of policies and programmes, so that people of all genders benefit equally and inequality is not perpetuated. Gender-specific programmes, on the other hand, aim to reduce specific inequalities faced by women or men, girls or boys, or people with other gender identities in particular situations. Examples of gender-specific programmes and initiatives are 'Her Education, Our Future', the UNESCO-L'Oréal 'For Women in Science' Programme, Global Alliances on Gender and Media, and the collection and analysis of gender-sensitive indicators in UNESCO's fields of competence. A possible third dimension of Gender Equality is the ongoing internal work, its implementation at UNESCO as a work place for people of all gender identities.
7. The Division for Gender Equality is responsible for the overall leadership and coordination of the implementation of the Priority Gender Equality within UNESCO. The Gender Equality Action Plan is led by the Director-General and applies to all staff at HQ, field offices and the Category 1 and 2 institutes. The plan recognizes that the engagement of senior management, and all staff, and systematic and substantive contributions by all programme areas and central services are critical

for the achievement of results. Recent evaluations (MOPAN 2017-18, UNESCO 2013) suggest that UNESCO should increase the human and financial resources to address gender equality concerns and relevant staff capacity development.

8. In the 2018 report of the accountability framework on gender mainstreaming in the UN system (UN-SWAP), UNESCO met or exceeded the requirements for 75 percent of the relevant SWAP 2.0. For the remaining indicators UNESCO's performance was rated as "approaching requirements". This is above the average of the specialized agencies (54%) and the UN system as a whole (57%). However, UNICEF scored 76% and UNFPA 81%, while FAO, UNDP and UN Women all reached 88%.
9. Between 2017 and 2018, UNESCO had increased its performance on Knowledge and Communication, but lowered its score on Capacity Assessment. UNESCO was encouraged by UN Women to improve the areas where the organization was found to be "approaching", i.e. not yet meeting the requirements: Financial Resource Allocation and Tracking, Equal Representation of Women, and Coherence.
10. UNESCO's Internal Oversight Service (IOS) is undertaking a combined evaluation & audit (hereinafter called the "review") of the implementation of the UNESCO Global Priority Gender Equality. The exercise is contained both in UNESCO's corporate evaluation plan and the audit plan for 2018-2019.

II Purpose and use

11. As a strategically significant exercise, the review of the UNESCO Global Priority Gender Equality will serve both learning and accountability purposes. The review will be *retrospective* in that it will look back at past performance to identify what has worked, what has not worked and why and what lessons can be drawn from past experience.
12. The review will also include a *prospective* orientation in that it will inform strategic positioning, policy development and programme design and delivery in the future. The review shall formulate concrete recommendations for further strengthening the implementation of the UNESCO Priority gender equality and the Gender Equality Action Plan. The review outcome is meant to inform the formulation of the next Medium Term Strategy (41 C4) and a possible GEAP III or an alternative form of strategy document, as well as help advance the upcoming programme of work through the 40C/5 and its associated programme and budget.

III Scope

13. The review covers the implementation of the global priority across UNESCO, globally, in the past five years, i.e. since 2014. In order to do so, the review will assess the current GEAP II in its 2019 revision, as well as the previous version of the GEAP II from 2014, in comparison to GEAP I and to similar strategy documents by other UN organizations. Similarly, UNESCO's institutional set-up and tools for gender equality will be benchmarked against those of other UN organizations, with the aim of identifying good practices and areas for improvement.
14. The review will assess the implementation of the global priority gender equality through UNESCO's dual approach, i.e. mainstreaming and gender-specific initiatives, as well as the third dimension of implementing gender equality in the Organization itself. In order to follow up on a key recommendation from the previous evaluation (UNESCO 2013, p. i recommended strengthening the capacity of the gender focal point network) and to better understand a potential area for future improvement, the evaluation will also assess capacity (knowledge and skills, as well as institutional support for using them and contextual factors) for implementing gender equality among staff, management and especially gender focal points and the Gender Division.

IV Review dimensions and questions

15. The review will assess five main dimensions:
 - 1) **Governance:** the current organizational policies, frameworks, tools and structures for implementing efficiently the global priority gender equality at UNESCO, including a benchmarking against other UN Agencies,
 - 2) **Resources:** allocation, monitoring and reporting
 - 3) **Results:** of UNESCO's two-pronged approach for advancing gender equality (gender mainstreaming and gender-specific programming)
 - 4) **Capacity-Strengthening:** the effectiveness of the Organization's capacity development efforts on gender equality.
 - 5) **Partnerships:** Coherence with the work of partners and engagement with partners

16. The main indicative review questions are as follows. These will be further refined and agreed during the inception phase in consultation with the reference group:
- 1) Are the current institutional governance, frameworks, structures and tools a) well-designed, respected and implemented and b) appropriately equipped for the implementation of the global priority gender equality? c) Is gender equality considered “everybody’s business” as the action plan suggests (GEAP II 2019, p. 66) or to what extent do staff and management feel ownership, responsibility for and engage in its implementation? d) How have governance and ownership of the global priority evolved over the past 5 years and e) are there adjustments that could enhance its implementation?
 - 2) Do programme and budget documents clearly indicate what resources are ear-marked for gender-related work? Do budget tracking mechanisms exist? Are the resources dedicated to gender equality being spent in a timely and cost-effective manner? Are human and financial resources allocated to GE work appropriately dimensioned and directed towards priorities?
 - 3) To what extent has UNESCO as a work place managed to put gender equality into practice, when it comes to a) staff recruitment, post distribution and promotion, b) contracts for consultants and temporary employees, c) travel and geographic mobility, d) medical services, sick leave, pension and other benefits and e) staff well-being and work-life balance?
 - 4) How successful has UNESCO been at mainstreaming the global priority gender equality a) across the five sectors / main programmes and IOC, b) its different entities, including institutes and field offices, with regard to approaches and results that have been achieved?
 - 5) How robust are the results frameworks, monitoring systems, reporting and data regarding gender equality mainstreaming and specific projects? e) How well do UN SWAP and similar initiatives capture achievements and challenges of gender equality mainstreaming at UNESCO and f) how could the monitoring and reporting be improved?
 - 6) How well has UNESCO a) designed, implemented and followed up and evaluated gender-specific projects and programmes? b) To what extent have, in line with the 2030 agenda, gender specific interventions been targeted the most disadvantaged or most vulnerable groups? c) What is the level of coordination

and/or cross fertilization between the two global priorities, Gender Equality and Africa, as well as other prioritized areas like SIDS and Youth? d) Which results have been achieved in gender specific initiatives and e) which partnerships have been most successful, for which reasons? f) To what extent have gender-specific projects had an effect on knowledge, attitude and behaviours in the units, institutes, country or regional offices involved in their implementation?

- 7) To what extent has UNESCO successfully built capacity among a) its staff and b) its management, and in particular c) its gender focal points to effectively implement the Priority Gender Equality, i.e. mainstream gender in programme design, implementation and follow-up? d) What level of support do gender focal points receive from their managers and colleagues? e) What capacity and support would be required to ensure consistent implementation of the global priority gender equality across UNESCO’s work?
- 8) How well has UNESCO worked with partners within and outside the UN system to advance gender equality? To what extent have joint partnerships brought value added to UNESCO’s work and vice versa? To what extent does UNESCO’s work fit into the system-wide TOC and action plan for gender and what has been the impact of the SWAP on the work of UNESCO?

V Methodology

17. The review will be implemented as a joint exercise of the IOS evaluation and audit offices. The complementarity between the two functions will allow for synergies through a combination of tools to analyze the implementation of the global priority in both UNESCO as an organization and in its work. The aim is to provide a comprehensive understanding of achievements and areas for improvement and the underlying factors for each, which will form the basis for recommendations.
18. A mixed methods approach will capture quantitative and qualitative aspects of the mainstreaming and special programming of gender equality at UNESCO. The following and possible additional instruments will be developed as part of the inception phase:
 - A corporate theory of change to gain a common understanding of the underlying rationale and key assumptions for UNESCO’s approach to gender mainstreaming, gender-specific projects and internal GE efforts, and to develop a theory-based approach to the evaluation.

- A desk study to a) document and assess UNESCO's institutional set-up, structures and tools - including the underlying Theory of Change - and the respective changes over time, with regard to the Global Priority Gender Equality, and b) compare it with and benchmark UNESCO against other UN organizations.
 - An all-staff survey, together with interviews and focus group discussions with staff and partners to gauge perceptions, skills and capacity with regard to gender equality. It is envisaged to have two modules: a) for all staff members, and b) for gender focal points and will allow staff to indicate interest in participating in focus group discussions and other follow-up activities in phase 2. The survey will be anonymous, but will register the respondents' age, gender and position within the organization, in order to see how different groups may have different experiences and perceptions of gender issues.
 - Interviews and focus group discussions, mainly in phase 2, to follow up and analyze in depth findings from the survey and the desk study, as well as contribute towards the case studies. Interviews will be carried out with UNESCO staff and management (HQ and field), partner organizations, consultants and representatives of other UN Agencies.
 - Case studies to allow for in-depth understanding of implementation mechanisms in projects, programs and normative work, sectors and field offices. The aim is to cover UNESCO's work across three dimensions: geographic, sectoral and special initiatives and to visit field offices and institutes in at least three different regions, including Africa, in the first half of 2020.
19. The review will assess strategic and programme documents, collect and analyze data at HQ, in a selection of field offices, institutes and partner organizations and from completed and on-going projects, programmes and initiatives.
- ## VI Team, Roles and responsibilities
20. The review process will be led by a principal evaluator with the support of a principal auditor from IOS. Three to four external consultants will contribute specific subject matter and evaluation expertise to all phases of the evaluation, including planning, design, sampling, data collection, analysis, possible site visits for case studies and drafting parts of the evaluation report. Particular attention has been paid to ensure the selection of a gender balanced and geographic and culturally diverse evaluation team.
21. A 'hybrid team' including evaluation, audit and gender specialists from within and outside UNESCO will ensure a high level of independence, expertise, relevance and ownership throughout the evaluation process. The review team will consist of a senior gender specialist & principle evaluator (team leader) and a principle auditor from the Internal Oversight Services (IOS).
22. During phase 1 (see below), the two UNESCO staff will work with three part-time senior consultants with specific skills and experience in qualitative and quantitative evaluation methods, gender equality mainstreaming, programming and evaluation in UN organizations, gender-responsive evaluation and data visualization. The team will be supported by a junior consultant / project assistant.
23. The senior consultants will have a university degree at Masters level or equivalent in social sciences, political sciences, economics, public policy, international relations, gender studies, evaluation or a related field; at least 10 years of policy and programme evaluation at the international level or in an international setting; substantive knowledge and experience related to the evaluation/audit's subject matter (gender equality, capacity building and institutional development); knowledge of UN mandates and programming in relation to the Sustainable Development Agenda (and particularly SDG 5 on Gender Equality); professional work experience in developing countries or in a national/regional/global development context; and fluency and excellent communication and report writing skills in English and working knowledge of either French, Spanish or another language that may be helpful during field work desirable.
24. Particular attention will be paid to ensure the selection of a gender balanced and geographic and culturally diverse evaluation team, as well as complementary subject matter and evaluation expertise. In phase 2 (see below), local teams will be established in the different field work locations, in order to support the core evaluation & audit team with the case studies.
25. The team leader will be responsible for recruitment and management of the team, coordination with the Division for Gender Equality and other UNESCO sector colleagues and stakeholders, as well as the development and implementation of the communications strategy. A junior consultant / project assistant will support the team in the collection and analysis of documents and data (including for the audit), as well as with the production of communication products and logistics.
26. The detailed division of tasks between evaluation and audit will be developed during the inception phase. It is envisaged, that the auditor will contribute analyses

of policies, governance systems, budget tracking, fund raising, reporting and data integrity, quality assurance mechanisms, project management, HR processes and knowledge management. The audit findings will be reflected in the main report; however, a separate audit product may be developed.

27. The review team will work closely with the Gender Equality Division, as well as with management and staff from the different Programme Sectors and Central Services, who will be responsible for ensuring access to data, stakeholders and information, in order to ensure that the evaluation and audit produce relevant and reliable findings and actionable recommendations.
28. The reference group will consist of gender focal points and programme staff from all Sectors, selected Central Services, including BSP, PAX, Human Resources as well as representatives from field offices, institutes and the Gender Equality Division. Efforts have been made to ensure a gender balanced reference group, including women and men, as well as staff with diverse thematic expertise, and diverse professional and regional backgrounds and experiences. The role of the reference group is twofold: support and quality assurance of the evaluation process, methodology and key deliverables during the evaluation process, and, in the follow-up phase, support and validation of the implementation of key recommendations.

VII Deliverables and schedule

29. The evaluation will start in November 2019 with an inception phase and **phase 1**, which will include an all-staff survey and a comprehensive desk study, as well as development of the case study methodology and work plan for phase 2. Deliverables for phase 1 (November 2019 to January 2020) are:
 - 1) An inception report including stakeholder analysis, detailed methodology, evaluation matrix and approach for the benchmarking exercise, as well as case study methodology and work plan phase 2
 - 2) A survey report
 - 3) A desk study report, including a draft theory of change for the Global Priority Gender Equality
30. **Phase 2**, January to June 2020, will produce a series of case studies which will analyze the implementation of the global priority in different programs, projects, sectors, field offices and institutes. Visits to a number field offices and programs will be undertaken during phase 2. Deliverables for phase 2 are:

- 1) An intermediary and a final stakeholder workshop for the presentation and validation of findings and preliminary conclusions and recommendations
 - 2) The draft and final review report (in line with the template and quality standards for UNESCO Evaluation Reports)
 - 3) Communication products: strategy, briefs, presentations etc.
31. The final report will be completed by August 2020 and will be presented to the UNESCO Executive Board in the autumn of 2020.
 32. Relevant standards and guidance documents are: the UNEG Norms and Standards, the UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluations, the UNEG Guidance on Evaluating Institutional Gender Mainstreaming and the UNEG Ethical Guidelines for Evaluation, as well as UNESCO's Evaluation Policy and UNESCO's Internal Audit Manual. International Standards for the Professional Practice of Internal Auditing shall be applied to the work done by the auditors assigned to this team.

VIII References and key documents

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Annex 3: Inception Report & Adjustments in Response to COVID-19 Restrictions

REVIEW OF THE UNESCO GLOBAL PRIORITY GENDER EQUALITY



INCEPTION REPORT

13 March, 2020

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1. Background, purpose and scope

Gender Equality has been a global priority for UNESCO since 2008 and features clearly in the Organization's current Medium-Term Strategy, Programme and Budget Documents.⁵⁹ UNESCO's second Gender Equality Action Plan (GEAP II) 2014-2021 aims to operationalize this priority across its five programme areas: (i) Education, (ii) Natural Sciences, (iii) Social and Human Sciences, (iv) Culture, and (v) Communication and Information – which all have potential for advancing the global gender equality agenda.

The organization employs a dual approach for implementing Gender Equality: gender mainstreaming in all programmes and activities, and gender-specific programming. Gender mainstreaming also includes implementing gender equality across UNESCO as an institution. Overall leadership and coordination are the mandate of the Division for Gender Equality, which reports to the Director-General. The implementation of Gender Equality is "everyone's business", i.e. all staff at HQ, field offices and Category 1 and 2 institutes are expected to make it an integral part of their work.

UNESCO's Internal Oversight Service (IOS) is undertaking a combined evaluation & audit (hereinafter called the "review") of the implementation of the UNESCO Global Priority Gender Equality. IOS agreed with the reference group and the Gender Equality Division to expand both the scope and the time frame of the exercise beyond the initial plan of conducting a mid-term review of the Gender Equality Action Plan (GEAP II) in 2019. The exercise is contained both in UNESCO's corporate evaluation plan and the audit plan for 2020-2021. This review builds on findings from the 2013 Internal Oversight Service (IOS) Evaluation of the Gender Equality Action Plan and the 2011 Participatory Gender Audit by the International Labor Organization (ILO).

The review will serve both learning and accountability purposes. It will be *retrospective* in that it will look back at past performance to identify what has worked, what has not worked and why and what lessons can be drawn from past experience. At the same time, it will include a *prospective* orientation in order to inform strategic positioning, policy development and programme design and delivery, and above all the next Medium Term Strategy and (41 C4) and a possible GEAP III or an alternative form of strategy document.

⁵⁹ The Medium-Term Strategy 2014-21 states that : "The ultimate goal of UNESCO's Priority Gender Equality is to strengthen the Organization's ability, through its policies, programmes and initiatives, to support the creation of an enabling environment for women and men from all walks of life, to contribute to and enjoy the benefits of peace and sustainable development." (37 C/4) p. 16)

The review covers the implementation of the global priority across UNESCO, globally, in the past five years, i.e. since 2014. UNESCO's institutional set-up and tools for gender equality will be compared with and benchmarked against those of other UN organizations. The aim is to identify good practices and areas for improvement with regard to its dual approach of mainstreaming and gender-specific initiatives, as well as implementing gender equality in the institution itself. It will also follow up on specific recommendations from the 2013 corporate gender equality evaluation (see above), e.g. strengthening the capacity of the gender focal point network, and the capacity to deliver on gender equality commitments more broadly.

The TOR are attached as Annex I.

2. Questions, approach & methods

2.1 Review questions

The main review questions have been agreed during the inception phase in consultation with the reference group:

- 1) Are the current institutional governance, frameworks, structures and tools a) well-designed, respected and implemented and b) appropriately equipped for the implementation of the global priority gender equality? c) Is gender equality considered “everybody’s business” as the action plan suggests (GEAP II 2019, p. 66) or to what extent do staff and management feel ownership, responsibility for and engage in its implementation? d) How have governance and ownership of the global priority evolved over the past 5 years and e) are there adjustments that could enhance its implementation?
- 2) Do programme and budget documents clearly indicate what resources are ear-marked for gender-related work? Do budget tracking mechanisms exist? Are the resources dedicated to gender equality being spent in a timely and cost-effective manner? Are human and financial resources allocated to GE work appropriately dimensioned and directed towards priorities?
- 3) To what extent has UNESCO as a work place managed to put gender equality into practice, when it comes to a) staff recruitment, post distribution and promotion, b) contracts for consultants and temporary employees, c) travel and geographic mobility, d) medical services, sick leave, pension and other benefits and e) staff well-being and work-life balance?
- 4) How successful has UNESCO been at mainstreaming the global priority gender equality a) across the five sectors / main programmes and IOC, b) its different entities, including institutes and field offices, with regard to approaches and results that have been achieved? d) How robust are the results frameworks, monitoring systems, reporting and data regarding gender equality mainstreaming and specific projects? e) How well do UN SWAP and similar initiatives capture achievements and challenges of gender equality mainstreaming at UNESCO and f) how could the monitoring and reporting be improved?
- 5) How well has UNESCO a) designed, implemented and followed up and evaluated gender-specific projects and programmes? b) To what extent have, in line with the 2030 agenda, gender specific interventions targeted the most disadvantaged or most vulnerable groups? c) What is the level of coordination and/or cross fertilization between the two global priorities, Gender Equality and Africa, as well as other prioritized areas like SIDS and Youth? d) Which results have been achieved in gender specific initiatives and e) which partnerships have been most successful, for which reasons? f) To what extent have gender-specific projects had an effect on knowledge, attitude and behaviours in the units, institutes, country or regional offices involved in their implementation?
- 6) To what extent has UNESCO successfully developed capacity among a) its staff and b) its management, and in particular c) its gender focal points to effectively implement the Priority Gender Equality, i.e. mainstream gender in programme design, implementation and follow-up? d) What level of support do gender focal points receive from their managers and colleagues? e) What capacity and support would be required to ensure consistent implementation of the global priority gender equality across UNESCO's work?
- 7) How well has UNESCO worked with partners within and outside the UN system to advance gender equality? To what extent have joint partnerships brought value added to UNESCO's work and vice versa? To what extent does UNESCO's work fit into the system-wide TOC and action plan for gender and what has been the impact of the SWAP on the work of UNESCO?

2.2 Hybrid team, IOS collaboration & division of labour

A 'hybrid team' including evaluation, audit and gender specialists from within and outside UNESCO will ensure a high level of independence, expertise, relevance and ownership throughout the evaluation process.

The review process is led by Dr. Verena Knippel, Senior Gender Advisor and Principal Evaluator, with the support of Sameer Pise, Principal Auditor and Syreen Forest, Project Assistant.

During phase 1, the three IOS staff worked with three part-time senior consultants with specific skills and experience in qualitative and quantitative evaluation methods, gender equality mainstreaming, programming and evaluation in UN organizations, gender-responsive evaluation and data visualization. In phase 2, two of these external consultants will contribute specific subject matter and evaluation expertise, including planning, design, sampling, data collection, analysis, site visits for case studies and drafting parts of the evaluation report. Particular attention has been paid to ensure the selection of a gender balanced and geographic and culturally diverse evaluation team.

The team leader is responsible for recruitment and management of the team, coordination with the Division for Gender Equality and other UNESCO sector colleagues and stakeholders, as well as the development and implementation of the communications strategy. A project assistant is supporting the team in the collection and analysis of documents and data, as well as with the production of communication products and logistics.

The auditor will contribute analyses of policies, governance systems, budget tracking, fund raising, reporting and data integrity, quality assurance mechanisms, project management, HR processes and knowledge management. The audit findings will be reflected in the main report; however, a separate audit product may be developed.

The review team is working closely with the Gender Equality Division, as well as with management and staff from the different Programme Sectors and Central Services, who are responsible for ensuring access to data, stakeholders and information, in order to ensure that the evaluation and audit produce relevant and reliable findings and actionable recommendations.

The overview matrix of evaluation & audit questions and methods can be found in Annex II.

2.3 Reference group

The reference group consists of gender focal points and programme staff from all Sectors, selected Central Services, including BSP, PAX, Human Resources as well as representatives from field offices and the Gender Equality Division. Efforts have been made to ensure a gender balanced reference group, including women and men, as well as staff with diverse thematic expertise, and diverse professional and regional backgrounds and experiences.

The role of the reference group is twofold: support and quality assurance of the evaluation process, methodology and key deliverables during the evaluation process, and, in the follow-up phase, support and validation of the implementation of key recommendations.

Reference Group

Ahmimed, Charaf	M	CAB, Office of the Director-General, Head of Transformation Support Unit
Amani, Abou / Bonetti, Andrea		SC, Executive Office, Chief
Ampah, Carl	M	ACR, UNESCO Office in Accra, National Professional Officer for CLT
Conhye-Soobrayen, Jaya	F	PAX, Relations with African Member States & Partnerships Programme Spec
du Souich, Othilie	F	BSP, Bureau of Strategic Planning, RBM Team Leader
Giampaoli, Damiano	M	DG, Gender Division, Programme Specialist
Grizzle, Alton	M	CI, Section for Media Development and Society, Programme Specialist
Ikebe, Orlo	F	SHS, Bioethics and Ethics of Science and Technology, Programme Specialist
Masood, Huma	F	NDL, UNESCO Office in New Delhi, National Officer
McOmish, Elspeth	F	DG, Gender Division, Programme Specialist
Roos, Pina	F	HRM, Staffing and Recruitment, HR Officer
Rosi, Mauro	M	CLT, World Heritage Centre: Latin America & the Caribbean, Chief
Sass, Justine	F	ED, Section of Education for Inclusion and Gender Equality Chief

2.4 Phase 1 products

1) Desk Study

The evaluation team drafted a 60-page desk study in two parts: i) documenting and analyzing UNESCO's institutional framework regarding gender equality and ii) benchmarking UNESCO against four other UN agencies (FAO, UNDP, UN Women and WIPO).

The purpose of the desk study was to document, summarize and assess UNESCO's institutional set-up, structures and tools (including the underlying Theory of Change), as well as changes in the conceptualization, implementation and operationalization of the Global Priority Gender Equality since 2014, when the second Global Priority Gender Equality Action Plan was issued. The comparison and the benchmarking exercise of UNESCO against four other UN organizations in the field of gender equality, both in terms of organizational culture and programming, complement the analysis of the Global Priority Gender Equality and aims at identifying best practices for achieving gender equality within the wider UN system.

The findings of the desk study were discussed with the reference group and summarized in chapter 3.

2) Staff survey and survey report

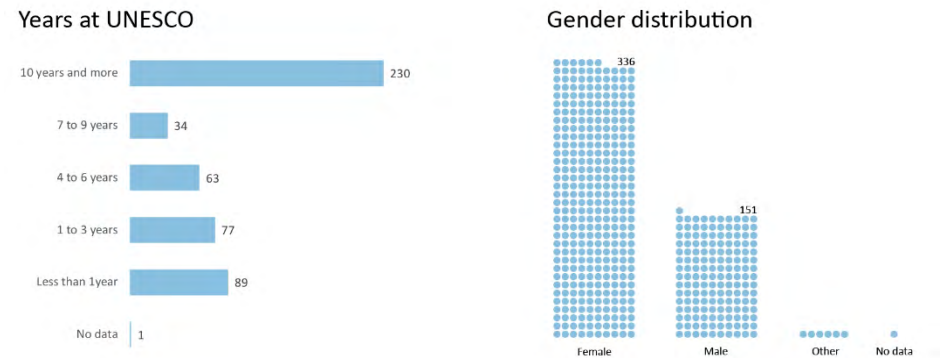
The purpose of the survey was to identify early findings on key concepts and ideas, which could be further developed and validated through other research techniques (interviews, focus groups, case studies) during the second phase of the assessment. The survey focussed on three key aspects:

- General perceptions on the relevance and adequacy of the GPGE;
- Perceptions on the implementation of the GPGE through gender mainstreaming and gender specific programming; and
- Perception on the extent to which UNESCO is a gender responsive workplace.

The survey included 14 main questions (13 closed ended and 1 open-ended) and a total of 37 sub-questions (questionnaire, see Annex III). It was anonymous and also included 6 questions for demographic information. The survey launched on December 4th and closed on December 17th. A total of 656 individual questionnaires were received, which

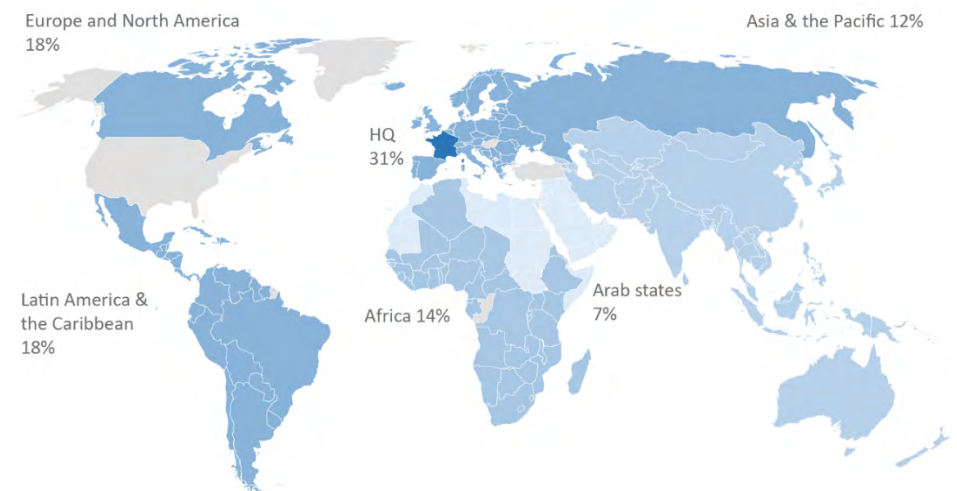
resulted in **494 completed questionnaires**. 139 respondents expressed interest in participating in phase 2 of the assessment.

Figure 1. Key demographics of respondents (n=494)



Almost 70% of the survey respondents were female, 30% male and less than 1% people with other gender identities. This distribution has been taken into consideration when analysing key survey questions throughout the report, and normalized results are presented where relevant.

Figure 2. Survey response distribution per region (n=492)



Deliverables were a 20-page survey report, which contributed some key findings to chapter 3 of this report, a presentation to the reference group and a one-page infographic, see Annex IV.

3) Case study methodology

While the desk study and all-staff survey set out to get an overview over the institution-wide architecture, capabilities, investments and results of UNESCO's work in this field, the case studies are meant to enable in-depth understanding of implementation mechanisms in projects, programs, sectors and field offices. The aim is to cover UNESCO's work across three dimensions: geographic, sectoral and special initiatives and to visit field offices and institutes in at least three different regions, including Africa, in the first half of 2020. (Regular updates will be made to the approach and work plan.)

The desk study has set the stage for the UNESCO institution-wide backdrop and context, including how UNESCO compares and measures up as a multilateral actor working on gender in the UN system. Key informant scoping interviews will seek to further contextualize these desk study findings before the case studies in country take place. This will be built on and contextualized for the country cases.

For each country case, a *review of country strategies* (overall), including both [United Nations Sustainable Development Cooperation Framework UNSDCF](#) (former UNDAFs) and UNESCO specific strategies and plans will be conducted, seeking to map out where and how UNESCO is placed and its unique niche and added value compared to others. This will then be used to assess whether institutional capabilities are being developed, and whether investments in operationalizing the gender agenda are being optimally used.⁶⁰

In relation to the political/normative context in-country, documentation to gather and review before the field visit will include (as applicable):

- political economy analysis,
- sector analysis,
- programme documents giving context information in the intervention logic,
- gender analysis (at country or sector level)

⁶⁰ This is in line with the five dimensions of implementing the Global Priority Gender Equality that are being looked at across different aspects of the evaluation: (1) governance (architecture for implementation), (2) results, (3) capacity-building, and (4) partnerships.

- thematic or technical reports that can help understand binding constraints and power dynamics/social norms in the given context.

It will be important to note how the gender response is being framed in each context (about 'women' only or including broader concepts of gender including intersectional issues, masculinities, other forms of gendered discrimination) and whether there are any contextual reasons for that.

The main methods for conducting the data-gathering for case studies will be:

- Literature review
- Staff consultation and focus group discussion (using all-staff survey results to discuss the level of applicability variation in the country context)
- Institutional scan
- Results harvesting combined with process tracing
- Semi-structured interviews with staff & selected partners
- Field visits to 5-7 countries in 3-4 regions (if possible), selected to cover major program areas

Issues will be clustered under three main categories of analysis: a) gender mainstreaming (including concrete results from gender mainstreaming efforts), b) special programs (with an analysis of results as well as how it transfers lessons to other efforts of institutionalizing gender), c) institutional capabilities to deliver, learn and adapt the gender response at country-level (including synergies from different approaches).

It will be important to recognize that UNESCO may be one of several influencing actors on gender in the country context. Coordination and added value alongside other actors, particularly in the UN system, will be looked into, as well as the role played in such coordination and/or joint initiatives. We will therefore include at least one joint program with other UN agencies, and areas where UNESCO collaborates with others using its unique thematic expertise.

Beyond UN coordination, we will also look at which implementers and intermediaries are being used to deliver in the country context, and the nature of relations within such implementation chains – i.e. where in the implementation is gender expertise available and drawn on? How are local gender groups supported and listened to? How are strategic partnerships using UNESCO's position in the country for political leverage and buy-in among multiple stakeholders?

Two to three programs will be selected and reviewed more in-depth to better understand what type of results are being generated from mainstreaming and special programmes (including what type/degree of gender results – from just symbolically incorporating gender in key documents, being gender responsive in operations, through to recording gender transformative results). Existing scales can be used as applicable in this classification.

Based on recorded results, the evaluation will then seek to ‘trace back’⁶¹ the reasons for why certain results and effects can be observed, looking again across the overall country response and internal gender mechanisms to work with gender in the given context. It will build on and seek to exemplify, more concretely, how UNESCO works with gender at a more institutional level in the country context. Observed results, in this context, are therefore mainly indicative of capability to operationalize the Global Priority on Gender and put the necessary investments behind this commitment (both in terms of budgets and human resources) to see a real effect in operations. The approach is to find evidence of what works and what the limitations are in terms of UNESCO’s institutional response – not to exhaustively gather and catalogue all gendered results from the country programme.

Data gathering for the cases will be guided at all times by the UNEG Norms and Standards, Ethical Guidelines and the UNEG Code of Conduct for Evaluation in the UN System. An initial stakeholder analysis will consider the ethical implications for each of the key evaluation questions and the tools used to interact with different sub-groups of stakeholders in the data collection phase, informed by vulnerability analysis. Particularly, ethical considerations will be important to take into account when looking at human resources issues, internal processes for handling gender-based discrimination at the workplace and sensitive issues related to LGTQ discrimination and other non-binary issues, should they arise.

It will therefore be important to reassure staff that, beyond discussing issues in a focus group setting, everything is anonymous and confidential, and that they are free to express their views freely, on an anonymous basis in one-on-one meetings with the evaluation team. The same ethical considerations will be kept in mind when interacting with end beneficiaries, and the questions will be adjusted to fit with the local context. Any focus group discussions at the field/project-site level will be held separately with women and men.

Where direct quotes are used the origin will not be identified. It is particularly important to seek to create a ‘safe’ space for those who in one way or the other are the most at risk for experiencing gender discrimination at the workplace, or in the project implementation, project beneficiary context. The evaluation team will have to work closely with the UNESCO field office to ensure that diverse views of different end-beneficiaries and stakeholder groups are included.

⁶¹ For more on process tracing, see: <https://www.betterevaluation.org/en/evaluation-options/process-tracing>

4) Audit methodology

The audit part of the review will be performed in line with UNESCO’s Internal Audit Manual. International Standards for the Professional Practice of Internal Auditing shall be applied to the work done by the auditors assigned to this team.

Based on past audit findings, the audit program takes accounts of inherent risks and assesses the seven focus areas through review of projects, interviews with programme sectors, field offices and Division gender.

The audit objectives and scope of work will be complimentary to the evaluation questions while delineating the scope between the two exercises and ensuring there is no overlap between audit and evaluation work. For example, the review will include a common list of project samples that are independently assessed by auditors and evaluators. Similarly, during field work, the audit assessments will review other focus areas based on limited questions defined in the audit program. Please see Annex for the audit program.

Audit Scope

	Review	Interviews		
Focus area	Projects includes publications	Programme Sectors	Field office	Division gender
Institution, structures, tools				
Resources				
Workplace				
Implementation Mainstreaming				
Implementation – Gender. Specific				
Partnership				
Capacity development				

3. Findings: Phase 1

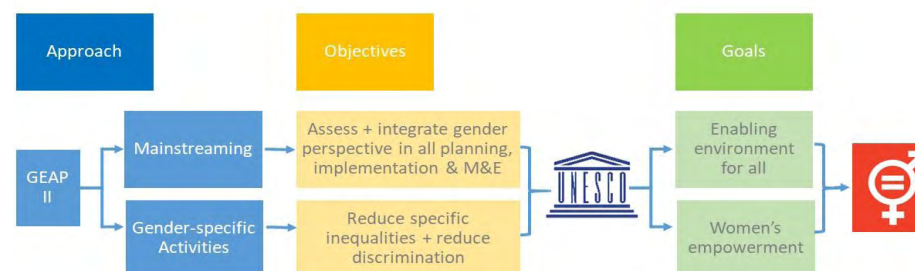
3.1 Institutional framework and tools

The organization has four strategic instruments to articulate the Global Priority Gender Equality and ensure its practical implementation:

- The *Medium-Term Strategy*, which contains the framework for upholding gender equality as a global priority (37 C/4 for 2014-2021);
- The *Approved Programme and Budget documents 37 C/5, 38 C/5 and 39 C/5*, which are the two-year planning instruments whereby strategic intents are translated into short-term goals through a system of rolling plans and accompanied by two biennial budgets in each quadrennium;
- The *Gender Equality Action Plan (2014-2021) (GEAP II)* and its 2019 revision, which is configured to be the results-based road map that aims to translate the policy contained in the C/4 into specific actions and outcomes; and,
- The *Gender Parity Action Plan (2017-2022)*, confirmed by the *Human Resources Strategy (2017-2022)*, which delineates the Organization's commitment and strategic pathways to achieving gender parity at all levels among staff, enhance women's professional development as well as foster the development of a gender-conscious and gender-friendly workplace that contributes to professional growth.

The GEAP II was issued in 2014 based on recommendations from an IOS corporate evaluation of the previous plan in 2013 and further revised in 2019 to reflect internal learning and enact adjustments related to the implementation of the global priority. Despite the robustness of the GEAP, the theory of change underlying the Global Priority is not explicitly drawn and presented. The evaluation team has drawn the following tentative theory of change:

GEAP II TOC



Source : Review team, based on UNESCO Priority Gender Equality Action Plan, 2019 Revision

At UNESCO, the overall leadership and coordination of the implementation of the Priority Gender Equality is the mandate of the Division for Gender Equality. The *Gender Equality Action Plan* is formally led by the Director-General and is meant to apply to all staff at HQ, field offices and the Category 1 and 2 institutes. The plan recognizes that the engagement of senior management, and all staff, and systematic and substantive contributions by all programme areas and central services are critical for the achievement of results. The responsibilities are clarified in the GEAP II:

- Senior Management at UNESCO is responsible for overall leadership for the implementation of Global Priority Gender Equality through various initiatives and activities, including integrated gender equality in UNESCO's strategic instruments guiding programming; ensuring that CAB/GE is consulted on all programmes and activities; creating an enabling environment for the Gender Focal Points (GFP); encouraging staff capacity development; ensuring gender mainstreaming at all levels of the organization; advocating for gender equality with partners; reporting on progress towards achieving gender equality to the Director-General every six months
- The Division for Gender Equality CAB/GE is responsible for ensuring the promotion of gender equality within the organization both in programming and in the secretariat. It also ensures both overall coordination of activities for the promotion of gender equality and women's empowerment, and capacity development of staff within the organization. Further, it ensures that gender inclusive language is used throughout the organization's publications and communication, away from binary gendered language. Further, CAB/GE also

works closely with the Priority Africa Coordination Division as well as with Major Programmes, to ensure that gender equality is mainstreamed throughout the six flagship programmes identified in the Operational Strategy for Priority Africa.

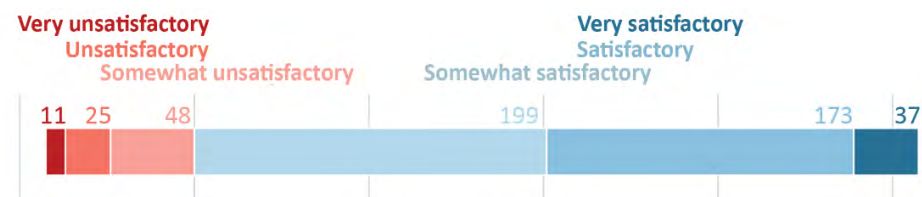
- All programme specialists are required to adequately consider gender-related matters in their work plans as well as ensure gender mainstreaming in programming and undertake gender-specific programmes and activities.
- The Executive Offices are tasked with ensuring that gender is mainstreamed in work plans and that gender mainstreaming is adequately represented in the C/4 and C/5 documents.
- The GFP Network (with its ca. 150 members) is responsible for technical support to colleagues to implement the global priority; quality assurance of work plans; acting as resource persons in their division/unit/ institute of work in terms of gender mainstreaming and planning for gender-specific programming; support to colleagues to undertake gender analyses, gender-responsive RBM and gender budgeting as well as monitoring progress in achieving gender equality; support for and informing colleagues on the development of gender-responsive and gender-transformative policies and programmes; ensuring that publications are in line with Gender Equality Guidelines for publications; contributing to the knowledge base on gender equality; advocating for and promoting the visibility of gender-related work within division/unit/ institute of work
- The Bureau of Strategic Planning is responsible for preparing and cooperating with all Secretariat units, C/4 and C/5 documents. With regard to gender equality, its role is to provide overall programmatic coherence to ensure that all areas of concern prepared by the Division for Gender Equality aligns with the Organization's Strategic Objectives and the expected results; RBM and results-based budgeting monitoring, assessment and reporting on the implementation of the Approved C/5 to UNESCO's governing bodies (EX/4, C/3 reports), which includes information on the implementation of Global Priority Gender Equality, coordinated by the Division for Gender Equality with all Secretariat units; providing support for meeting the requirements of the UN-SWAP indicators regarding the achievement of gender equality and the empowerment of women
- HRM ensures that the actions established in the Gender Parity Action Plan (2017-2022) and confirmed by the Human Resources Strategy (2017-2022) are

considered in the recruitment, training and mentoring, retention and work life balance with the aim of achieving gender parity at all staffing levels by 2020.

- IOS mainstreams gender equality into each evaluation conducted by its Evaluation Office, and by encouraging learning and increasing awareness of the global priority among stakeholders. In particular, internal audit also assesses as part of individual audits, the extent of gender mainstreaming implemented by audit entities. In preparing annual audit plans, consultation with the gender division are regularly held. In the recent past, UNESCO has led UN wide initiatives such as Gender Interest Group within the UN RIAs to share best IA practices. This platform contains a battery of documents used by different entities in their work on gender audits. It may also be used as a repository for support on methodological challenges.
- The External Relations Division works closely with all major programmes and other services and ensures that proper consideration is given to gender concerns in correspondence with governments and civil society institutions, as well as in the planning of conferences and seminars.
- DPI ensures that gender equality is reflected and respected in all public information products. It works to ensure that UNESCO's activities on gender equality is given increased coverage in leading national and international media.

The review will need to follow up if all actors are well aware and equipped to play their respective part. Recent evaluations (MOPAN 2017-18, UNESCO 2013) suggest that UNESCO should increase the human and financial resources to address gender equality concerns and relevant staff capacity development.

Staff Survey Dec 2019, Figure 4. Perceptions on how well UNESCO promotes gender equality (n=493)



The survey shows that most staff have an overall very positive impression of UNESCO's implementation of the Global Priority, but 80% would still like to see an increase of efforts.

3.2 Mainstreaming and Gender-specific projects

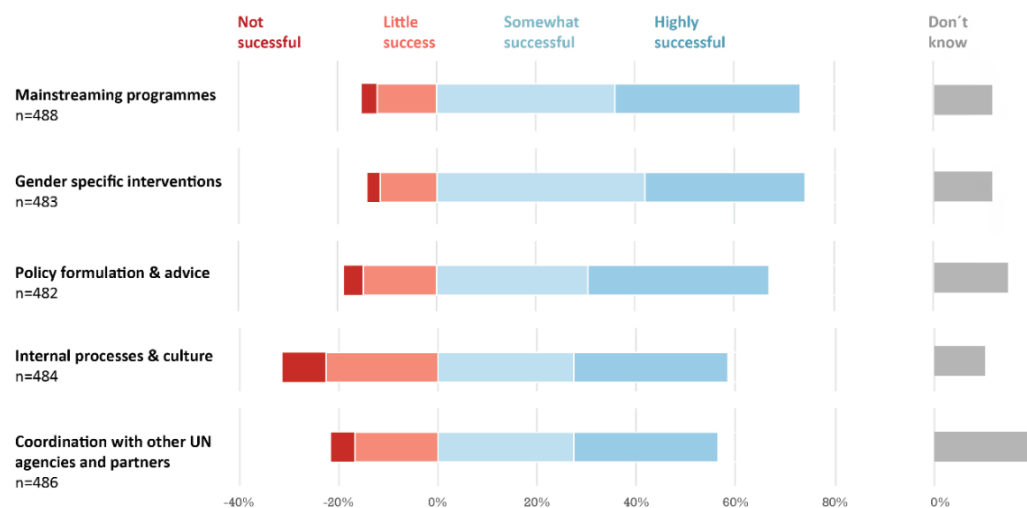
UNESCO provides institutional definitions for its two-pronged approach to achieving gender equality, namely gender mainstreaming and gender-specific programming. Gender mainstreaming means to account for both women's and men's concerns and experiences throughout the programme cycle, from planning to monitoring and evaluation, as well as in advocacy, research, policy advice and capacity development to reap equal benefits for women and men. Gender-specific programming aims at addressing gender-based discriminations by reducing specific inequalities faced by different groups encompassed by women, girls, men and boys.

Strategic directions put forth in the GEAP II delineate for each major programme at UNESCO sets of activities under overarching themes in order to guide this dual approach. Taking into account the size and the funding amounts allocated to each major programme, in addition to in-house expertise on gender equality, gender mainstreaming was found to be most advanced among Education Sector programmes and projects.

In terms of gender-specific programming, the Organization implements gender-specific activities and projects across all its major programmes. The evaluation team found that there is no existing complete list of gender-specific projects since the election of the priority in 2008 at UNESCO. The wide range of information regarding gender-specific programmes was collected through using GEM markers on SISTER, the Organization's project management tool, the Organization's Transparency Portal, and informal talks with UNESCO staff.

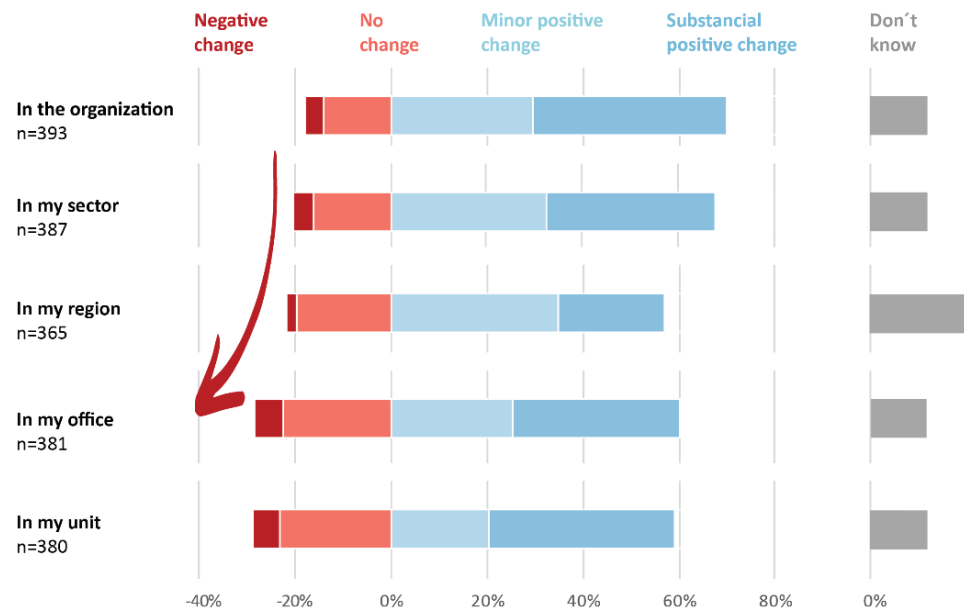
The survey found that UNESCO staff are somewhat more likely to have worked with gender mainstreaming than with gender-specific projects and overall quite satisfied with the results of both forms.

Staff Survey Dec 2019, Figure 14. Level of success perceived implementing gender equality in different areas of work



When asked about changes observed in the last five years with regard to the prioritisation of gender equality (question 5 of the survey), the proportion of negative or no changes experienced is relatively low (18%) at the organization level, but increases to 30% at the more concrete office and unit/team levels.

Staff Survey Dec 2019, Figure 11. Changes observed in the prioritisation of gender equality



3.3 UNESCO as a workplace

UNESCO's *Human Resource Strategy* is supported by the *Gender Parity Action Plan (2017-2022)* which aims at fostering the creation of a gender-equal professional cohort and a gender-friendly work environment. To this end, the Action Plan is anchored in four main objectives and their associated expected results related to gender parity, women's professional development, the establishment of a gender-conscious workplace and a gender-friendly environment.

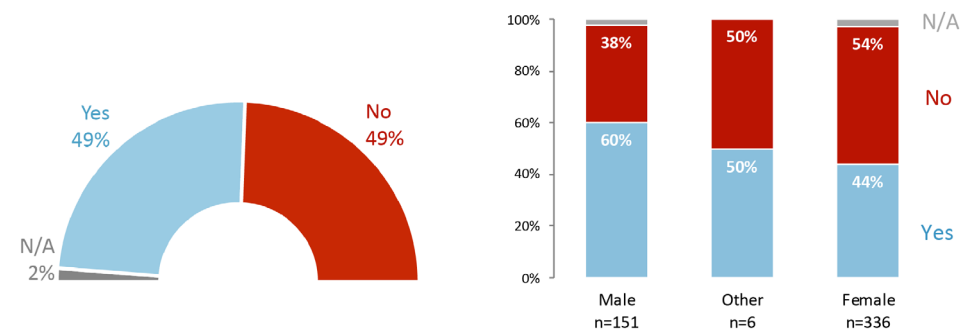
Since the election of gender equality as a global priority in 2008, the Organization has made considerable progress to achieve gender parity among its staff. As of 2019, the Organization has effectively achieved gender balance among its Professional staff, with 55 percent of women. However, women remain underrepresented at P-5 level, which the Organization and its Bureau of Human Resources aim to remedy by the end of 2020 through mentoring and training programmes.

The Organization also seeks to foster the creation of an enabling and gender-friendly environment for all its staff. This includes the issuing of a new travel policy which will be aligned with other agencies within the UN system in terms of gender-friendly policies, particularly as concerns nursing mothers and single parents. In terms of parental leave, the evaluation team noted a regression: even though women are entitled to take maternity leave for a period of sixteen weeks and are granted four additional weeks in exceptional cases; paternity leave can only be granted upon request and remains non-mandatory while maternity leave is mandatory for a total period of ten weeks. Further, paternity leave used to be mandatory for a period of two months after its introduction in 2002.

In addition to a Staff Well-Being Framework that is currently being developed by the Bureau of Human Resources Management (HRM) in order to promote a better work-life balance for UNESCO's staff, the Organization has also taken steps to strengthen its anti-harassment normative framework through updating its anti-harassment policy in June 2019.

However, the survey results suggest, that some staff members may not be aware of these initiatives. Half of all respondents and an ever-larger proportion of women do not experience that UNESCO as a workplace offers equal conditions for people of all genders.

Figure 17. Perception on the extent people are treated equally irrespective of gender identities and sexual orientation (Left chart: global responses n= 494 / Right chart: responses by gender n=493)

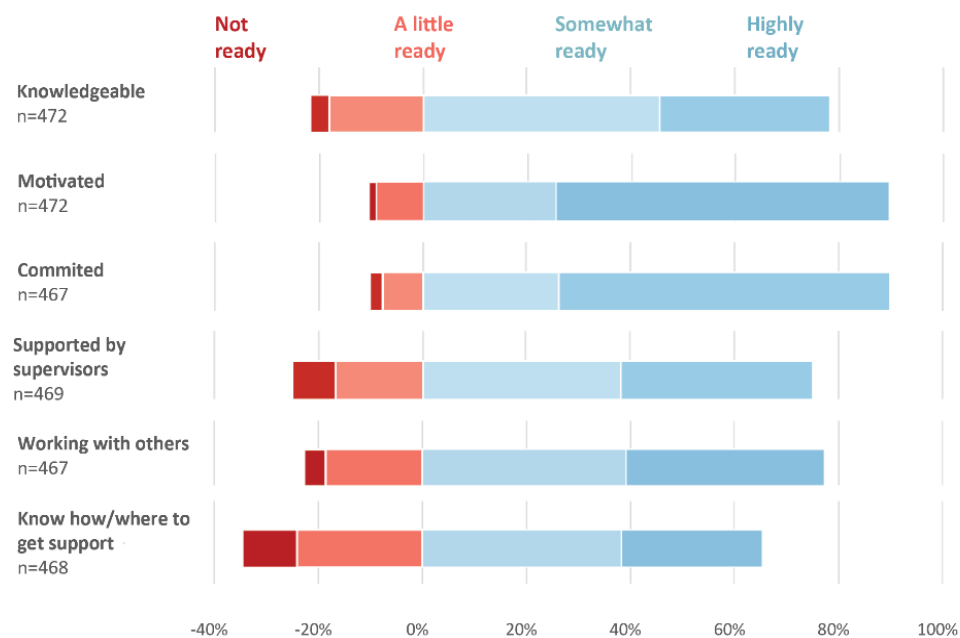


3.4 Capacity and Ownership

UNESCO's architecture includes provisions for developing staff capacity on gender equality issues in order to increase expertise and ownership. To this end, the Division for Gender Equality (CAB/GE) proposes training sessions that are open to all staff and non-staff personnel related to the global priority. However, there is no set calendar for holding these training sessions due to limited human resources within the division and restricted budget.

According to the 2019 survey, 40% of the staff have not received any GE related training at UNESCO. Nevertheless, UNESCO staff consider themselves prepared to implement the global priority.

Figure 15. Readiness of staff to implement the GEAP II



The achievement of the Global Priority relies on a gender focal point (GFP) network of 150 people across the Organizations whose main role is to act as resource persons for colleagues in their respective sections and units. The GFP network is currently under review with a view to strengthening the network's effectiveness.

In terms of staff ownership, a review of the participatory gender audit conducted by the International Labor Organization (ILO) in 2012 provided some useful insights. Regarding CAB/GE, ADGs and Executive Offices (EOs), a portion of staff members estimated that their respective actions proved insufficient in terms of planning on gender mainstreaming and the provision of technical support and guidance. Further, a number of staff members considered that their leadership did not feel ownership of gender issues as they felt this work area had been taken over by the Division for Gender Equality upon its relocation to the Cabinet of the Director-General. Further, most senior officials did not feel ownership over GEAP I as they shared concerns about not being given enough time to provide their inputs during the formulation of the GEAP I. However, the development of GEAP II incorporated recommendations stemming from prior assessments; its formulation involved wide-ranging consultations and the participation of staff members from HQ, FOs and institutes.

3.5 Prior audit findings related to gender equality

In addition to the abovementioned findings, the evaluation and audit team reviewed 16 internal audit reports drafted by UNESCO IOS since 2016 to gather and aggregate findings relevant to the priority gender equality. The scope of the reviewed audit reports is wide ranging in terms of organizational divisions, topics and areas of activities. The aggregated audit findings complemented the evaluation findings derived from the different streams of work undertaken during phase 1 of the review and key findings were integrated to the desk study report. The key audit findings related to gender equality derived from audit reports are as follows:

- **Limited administrative, programme and HQ oversight:** the audits noted insufficient programme oversight of field and national offices by HQ and Regional Offices, thereby impairing the adequate inclusion of the gender dimension in programming and reporting. Weak administrative oversight played also a key role in explaining the limited compliance with UNESCO's rules and regulations.
- **Budgetary and human resources constraints:** UNESCO had to suspend recruitments and reduce travel expenses and volume due to the financial crisis, which negatively impacted the roll-out of gender-equal human resources and staff policies as well as UNESCO field offices' staff capacity to meaningfully engage on gender in planning and programming.

- **Programme planning, management and monitoring weaknesses:** insufficient gender mainstreaming in programme activities, including in baselines, targets, indicators and deliverables, was noted, which may result in slow progress in advancing UNESCO's global priority. This is due, in part, to changing programme priorities, non-specific language and broad expected results, as well as a lack of gender disaggregated data which impairs context-specific and adequate programming. Moreover, the different levels of GEM markers were inadequately reported and uploaded to SISTER and in project reports on multiple accounts.
- **Insufficient information sharing on gender:** despite UNESCO staff's extensive expertise on gender thanks to, in part, its organized network of gender focal points and gender advisers, in-house expertise on gender is not sufficiently shared and mobilized in developing programmatic and resource mobilization documents.
- **An overall lack of unified guidance and its systematic application:** the different audits highlighted the disparate nature of administrative guidance as well as weaknesses in project templates, which negatively impacted the integration of gender dimensions in project documents and reports.

The evaluation and audit team will use these key findings as guidance during phase 2 of the review as baseline data to determine the progress that has been achieved regarding these issues.

3.6 Key lessons from other UN Agencies

As part of the desk review, recent gender evaluations (2015 onwards) and reporting from four UN agencies were reviewed along with more general MOPAN and UN-SWAP documentation. These four agencies – FAO, WIPO, UNDP and UN Women – provide for a wide range of in-house expertise and experience of working with gender both internally and in their programming. They also provided insights into the challenges experienced for the more 'technically focused' agencies (such as WIPO and FAO) compared to those for whom working with gender equality is more closely aligned to their core mandate.

The purpose was to look for some recurring patterns and trends for mainstreaming gender across different UN agencies and note any lessons learned. The review also looked at how different agencies used their different mandates and organizational profiles to create

partnerships and to position themselves on gender equality in the UN system, seeking to identify areas that could be interesting to explore further in the context of UNESCO.

In the 2018 report of the accountability framework on gender mainstreaming in the UN system (UN-SWAP), UNESCO met or exceeded the requirements for 75% of the relevant SWAP 2.0 indicators. For the remaining indicators UNESCO's performance was rated as "approaching requirements". This is above the average of the specialized agencies (54%) and the UN system as a whole (57%). However, UNICEF scored 76% and UNFPA 81%, while FAO, UNDP and UN Women all reached 88%.

It is unfortunate that UN Women seems to interpret the rules for assessing SWAP indicators more strictly in the assessment for 2019 (which has not been published yet), which may lead to UNESCO and other agencies getting lower scores for similar performance and risk the loss of comparability over time. Also, this is self-reported data, and the review will discuss its integrity.

Strategy & architecture

After the 2006 UN System-Wide Policy for Gender Equality and Women's Empowerment was introduced, followed by the UN System-Wide Action Plan (UN-SWAP) for Gender Equality, all reviewed agencies have developed Gender Strategies and action plans, and most are already on the second or third iteration of such strategies. UN Women, being custodian of UN-SWAP falls into a slightly separate category since gender equality is its core mandate, and it is concerned with gender mainstreaming across the UN system more so than through its own operations (all which intrinsically have a gender or women's empowerment focus). Agencies with a long programming history within the area of gender equality, like UNDP (in addition to UN Women), were also among the 'early adopters' of gender mainstreaming of their own operations.

UNDP launched its Gender Equality Strategy covering both development results and institutional results in 2008. This is also when they put their own internal gender architecture in place with a dedicated Gender Unit in headquarters, gender practice leaders in all regions (minimum P5 level), and a network of Gender Focal Points (GFPs) in all country operations. The following year, an additional Gender Parity Strategy was established to address gender equality in internal human resources management. By now UNDP is in its third round implementing its gender strategy, having evaluated and learned from the previous two. This is reflected in its SWAP score, having met or exceeded 88% of the requirements for the performance indicators of the System-wide Action Plan in 2018, making it one of the highest performers within the United Nations system.

FAO and WIPO came in later in formulating their first gender equality policies. FAO initially focused on efforts to mainstream gender into its technical work and later approved a Reviewed Strategic Framework that established gender as a crosscutting theme. It clearly stated that *“under all strategic objectives, gender-related issues will be addressed in a systematic way and progress made closely monitored”*. Nevertheless, a recent evaluation notes that none of FAO’s strategic programs explicitly mentions gender equality in the results frameworks at outcome level; only at lower output level.

Challenges relating to the implementation of the gender strategies were recurring across all reviewed agencies. This was compounded by a low level of investment in its operationalization coupled with an organizational culture where gender equality has not been seen as a priority. Such a culture may take time to shift. For those agencies who had not recently renewed their strategies, there was also the perception that they did not sufficiently reflect new external developments in relation to the SDGs and climate change or any new or emerging priority policy areas for the organization.

In terms of architecture all reviewed agencies had some form of central unit and a decentralized network. Yet reporting lines and effectiveness of such institutionalized networks for implementing the gender policy varied. As for the central unit, it was noted to be most effective when placed directly under the Director General/Administrator as was the case in UNDP (as is also the case in UNESCO) as it provided the necessary leadership for advancing gender as a corporate priority, as well as for the necessary accountability mechanisms to be put in place.

Lines of accountability mattered even more when it came to the way the decentralized network of Focal Points operated, and there were many observed lessons in this area – many which seemed to be hard to implement as they were recurring across the literature. The agency most advanced in reforming the way its Gender Focal Point operated was UNDP. The 2015 corporate gender evaluation pointed to a very uneven effectiveness of gender focal points depending on the overall interest of the country office to mainstream gender, their level of seniority and expertise, among other factors. It is therefore interesting to note that UNDP subsequently has moved away from a system of gender focal points, to instead work with multidisciplinary gender focal teams with clearer country-level leadership, and with at least one full-time gender expert included to guide work of the gender team. Another implemented lesson seems to be to draw up clear Terms of Reference with specific resources allocated to support the gender focal team. The 2018 progress report noted that: *“multidisciplinary teams prove to be an effective mechanism to promote*

integration, improve vertical and horizontal coordination, and connect organizational internal structures to UNDP programmes/impact and results on the ground.”

Evaluations of agencies with a less well-resourced gender structure noted a lack of clear TORs for GFPs, often noted the lack of guidance that is specific to the country context, creating a gap between centrally formulated guidance notes and toolkits, and realities on the ground, worsened by insufficient investment in local mechanisms for adaptation and implementation. In WIPO only around half of the surveyed staff knew who their Gender Focal Point was. Moreover, in WIPO the accountability for implementing the gender strategy resides with Programme Managers, who are tasked with incorporating gender into their work programmes. They are also in charge of appointing the GFP for their programme area. This is a parallel structure to internal mechanisms to implement the Gender Strategy which reports to Human Resources Department, not to operational departments.

At FAO Headquarters gender expertise is spread out where each technical strategic priority area is supported by one or more experts from the centrally located Gender Team (housed in the more cross-cutting Social Policies & Rural Institutions Division). There is also a Regional Gender Officer and a network of country-level GFPs. All in all, there seems to be challenges, however, with seeking to mainstream gender ‘from the sideways’ (as a cross-cutting Unit at HQ or by peer colleague appointed GFP) without clear links to a more ‘vertical’ line of authority and decision-making. There is a risk that the whole gender architecture becomes a parallel structure that only interacts patchily with the rest of the work areas, with limited effect on organizational culture and internalization.

The FAO evaluation points to the fact that the capacity and incentives of Technical Officers to mainstream gender in their work is critical and needs more investment, yet these rarely take on the gender focal point function. Not surprisingly, where it was a full-time gender position with substantial experience, well-versed in national gender issues, the GFP was seen as more effective. Effectiveness was hampered, though, due to the high turn-over of professionals and job instability of those holding the GFP function.

Delivery and backstopping capacity

While all agencies had a solid policy framework on gender equality (including internal mainstreaming and parity), which were increasingly aligned with the overall institutional strategy, efforts to operationalize this strategy were recurring across the board. In particular, there were observed challenges in accessing relevant and contextualized

information in a timely manner, and mechanisms for engaging in contextualized problem-solving, including peer exchange. This included a generally low level of understanding and application of the Gender Marker to track allocated resources towards gender-related work. Along with other compliance mechanisms, such as in the reporting, it was found to be of low quality unless accompanied with solid gender analysis and orientation. In terms of reporting on gender outcomes, it appeared to be more effective when integrated into the overall reporting against the strategy, as a means for more effective results achievement overall rather than as a goal or compliance issue on its own. Across agencies, reporting was often inputs-oriented (number of women participating), though those with more advanced (second/ third generation) gender strategies linked to their overall operational strategy had a more nuanced analysis of gendered aspects of outcomes.

Special projects tended to fare better than general mainstreaming efforts in terms of reporting and capacity, drawing on more specialized expertise. However, synergies between special projects and gender mainstreaming efforts could be further explored. For instance, the 2015 UNDP evaluation observed that organizational units (country or regional offices) with special/targeted gender equality programs can draw on these for more decentralized knowledge sharing and backstopping also for the mainstreaming agenda and for backstopping GFPs. The multisectoral gender focal *teams*, which since has replaced the network of individual gender focal points, was a response in order to better tap into existing gender expertise and capture synergies between special (targeted) gender-focused programmes in-country and other corporate gender mainstreaming efforts. Given that such special programs often hire temporary expertise and personnel, funded by extraordinary (and often earmarked) project funding, a conscious effort needs to be built into the hiring and formulation of job descriptions of these gender experts, in order to fully benefit from their ongoing inputs and involvement in more institutional gender learning efforts.

Context & strategic partnerships

Strategic partnerships were used across all reviewed UN agencies to advance their gender policies and achieve results. This was emphasized as particularly important in contexts where implementing partners may not necessarily be ready for (or interested in) incorporating a gender perspective.

In this case, engaging in normative work in partnership with other UN agencies was seen as being the most effective approach. The FAO evaluation notes that the most significant gender results had been at the policy and strategy level where regional and national

counterparts are keen to address gender issues and there is ownership at the policy-level, creating enabling conditions for implementation. There are examples where FAO has worked with UN Women to address such policy shifts in-country, which in turn makes for more favorable conditions for addressing gender issues at sub-national and community levels (in line with national guidelines).

UN Women works differently in that they are the custodians for the UN-SWAP and use that as a tool to advance the gender equality agenda across the UN system. In-country, however, their implementation capacity is often limited, and offices are often understaffed. This means working in partnerships with other UN agencies have been a key strategy (most frequently with UNDP). Recently they have come up with a number of Flagship Program Initiatives in their thematic priority areas to allow for a more holistic programming and comparability of lessons between countries and/or regions. These have been designed by UN Women, and are adapted at regional level, but require collaboration with other UN agencies to achieve stated objectives. The recent evaluation on women's political participation noted that, though welcomed as an initiative, it can also create some tensions between e.g. UN Women and UNDP who both operate in the same space, and often compete for funding that are earmarked by donors to a particular theme or area of work. The same evaluation noted that there often are trade-offs to be considered between having a global initiative (or 'flagship initiative') rolled out across multiple countries and the need for regional and country-specific adaptation.

An innovation in UNDP has been the Gender Equality Seal as a corporate quality assurance mechanism and incentive that measures and certifies the achievements and competence of country offices in advancing gender equality and women's rights by measuring performance across 39 benchmarks. These include how gender is integrated into country programming; how the office addresses the enabling work environment; how the office addresses gender in communications; and partnerships for gender equality. The Gender Equality Seal has three levels of certification (gold, silver and bronze) and country offices are awarded a certain level of certification according to their gender equality accomplishments.

The third round of the Gender Equality Seal was launched in 2018 with new applicants as well as re-applicants joining the initiative, with an estimate of 74 country offices certified by 2010. UNDP has also provided support to other UN agencies who want to adapt the Gender Equality Seal to their operations as an internal quality assurance and incentive mechanism to advance both parity and programmatic gender equality work. UNDP is also starting a process of supporting government partners and private sector companies to do

the same. This has been strategic, making gender mainstreaming into a 'UNDP trademark' rather than being just an internal compliance mechanism.

An emerging area where there has been less focus in gender mainstreaming work to date is on non-binary gender analysis and masculinities. New and innovative partnerships are being explored by UN Women⁶² with funders interested in this work.

So far, there is no mention of LGBT issues in any of the reviewed evaluations apart from in a recent UN Women evaluation of "Women's political participation and leadership" which had a specific focus on the inclusion of marginalized voices in view of UN Women's positioning on the 'leaving no one behind' mandate of the 2030 Agenda.

Though there were no suggestions on how to overcome a more traditional or binary view of gender, particularly in institutional policies and anti-discriminatory work cultures, the need to widen the lens and to re-formulate some preconceived ideas about gender mainstreaming is apparent from across the literature. As in the case of the Sida-funded work on masculinities via UN Women, it was pointed out that Member States have a role to play in creating this internal demand for gendered approaches that have a non-binary approach and for Member States to help popularize the gender agenda and framing it in a way that is more inclusive.

Organizational issues

With UNDP being the most notable exception, internal gender mainstreaming in the workplace, internal work culture and institutional practices did often not have equally clear accountability and reporting mechanisms as e.g. gender mainstreaming in programming. This may be partly due to the divided lines of accountability, with gender results in programming falling under operational work and reporting mechanisms, and internal issues falling under Human Resources departments or internal investigation units (in the case of e.g. sexual harassment). It is less clear how these two sides to gender mainstreaming accumulates into an overall Theory of Change on institutions' gender performance overall. UNDP is exceptional in that it has set up a clear accountability framework directly under the Administrator (equivalent to the Director General), the Gender Strategy Implementation Committee (GSIC), which is an institutional oversight and accountability mechanism to monitor the implementation of the gender mainstreaming

strategy and gender parity. The Administrator holds the chair of the GSIC, calling for it to meet twice annually, instead of once, with the participation of all bureau directors. UNDP has senior task force and investigators (including female) to prevent sexual harassment, while others put implementation responsibility on program managers. The GSIC and senior task force to prevent sexual harassment are examples of mechanisms that provide for internal accountability, and it also signals the importance of gender equality as an integral part of UNDP's work. A possible weak spot, to explore further, may be the strong emphasis primarily on 'parity' regarding organizational mainstreaming (between men and women in terms of positions, promotions and career development) rather than having a broader take on internal gender issues.

FAO, in turn, has established 15 minimum gender standards – 13 for gender mainstreaming and two for women specific targeted interventions – which are additional to the regular reporting. These are meant to guide operationalization and reporting, but focus mostly on external programming work, and less on internal organizational/ workplace issues. It was unclear from the evaluation whether this additional layer of accountability had any effect on actual gender outcomes at institutional or programmatic levels as reporting against these standards is not part of the regular reporting.

Some aspects of a gendered organizational culture are also less tangible. For instance, the WIPO and FAO evaluations referred to a predominantly male culture in some technical units, which was reported to have hampered women's confidence to express their views freely. Of the recent evaluations reviewed, only the WIPO evaluation looked at work-life balance issues which are prioritized in their internal gender equality policy.

WIPO has developed several Office Instructions aimed at improving the work-life balance of its staff, for instance a special guidance on Respectful and Harmonious Workplace. However, the evaluation did not go into detail on content and how these Instructions were enforced.

UNDP announced in their last annual report that it had achieved full gender parity with 45 per cent of women in the overall workforce (including service contract holders and United Nations Volunteers), but there are still imbalances at senior management levels. Implementation of the gender equality strategy, including progress on gender parity has also been adopted as a key performance measure in the performance review of all resident representatives. However, as is the trend across the entire UN system, women are still underrepresented among middle-to-senior staff at the P4 and P5 levels. The 2019 *Improvement in the Status of Women in the UN System Report by the Secretary General*

62 See e.g. recent Sida-funded publication on 'Understanding Masculinities' by UN Women, <https://www.unwomen.org/en/digital-library/publications/2017/5/understanding-masculinities-results-from-the-images-in-the-middle-east-and-north-africa#view>

illustrates that there are still differences at senior decision-making level from level P5, D1 and D2, judging from 2017 year's data. In line with overall trends across the UN system, the biggest gender parity gaps are also to be found in the field offices, whereas HQ level staff tend to be more gender balanced. The representation of women continued to be the highest at entry levels (P1 and P2).

Parity issues do not apply to UN Women in the same way, whose staff is predominantly female⁶³. Though increasingly working with issues around masculinities and how to involve men, the low number of male staff members is notable.

In January 2018, UNDP established its first task force on sexual harassment and sexual exploitation and abuse. UNDP has a senior-level task force on the prevention of sexual harassment in place, led by the Office of the Administrator, and has revised its institutional policy in line with guidance from the Secretary-General's high-level task force on addressing sexual harassment. The policy puts emphasis on the process and tools for reporting and has been complemented with: (a) an independent, free and externally managed 24-hour helpline for reporting sexual harassment; (b) provision of counselling services through an independent team of counsellors; (c) the removal of any time limit for reporting sexual harassment; (d) increased capacity to investigate cases and legal action (a female investigator specializing in sexual harassment, and two additional lawyers). Directors and heads of office will also go through an annual certification process to confirm that they have fulfilled their responsibilities on the issue. The certificates are submitted to the highest decision-making body and fall on the Administrator to follow-up on.

In WIPO, in contrast, the operationalization of the gender equality policy including prevention of sexual harassment falls on Program Managers, lower down in the internal hierarchy, and the cases are referred to the human resources department.

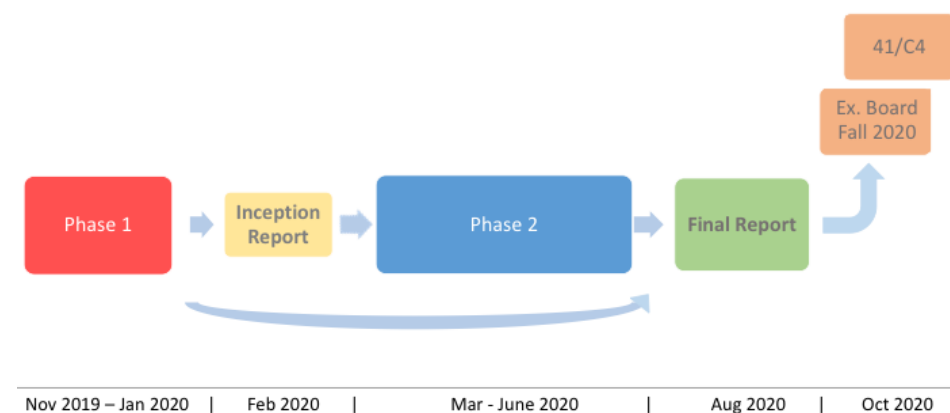
4. Work Plan: Phase 2

4.1 Approach and Methodology

The review has been planned in two main phases, where phase 1 was an extended inception phase which collected and analyzed information in order to identify key areas for phase 2 as well as feed into the final report. Key findings from the desk study and the survey in phase 1 are summarized in chapter 3 above.

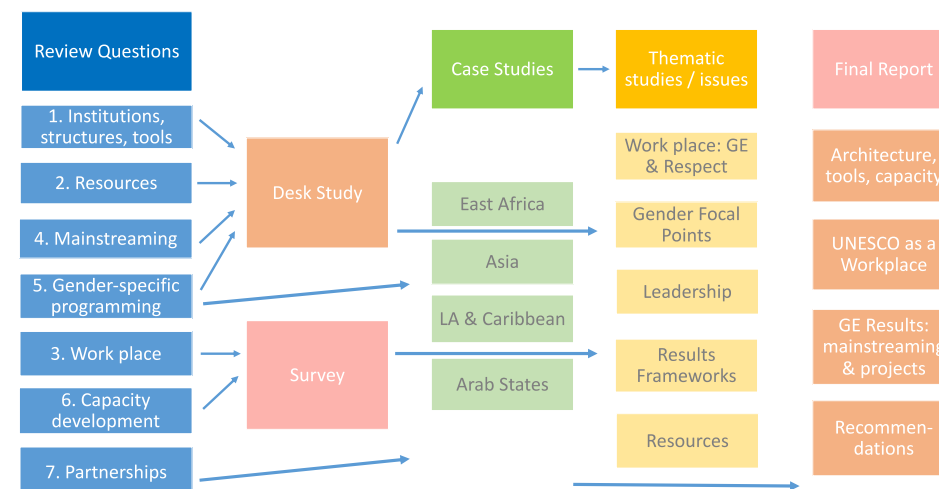
⁶³ Over 80 per cent of UN Women staff are female.

Review Process



Phase 2 will consist of a number of thematic and case studies, which will complement the findings from phase 1 and deepen the understanding of certain key issues through field visits, interviews, focus group discussions and further document and data analysis.

Review Process



The case studies were selected so that the review could cover 4 geographical regions and all major programme areas of UNESCO's work, while at the same time choosing projects that would represent the breadth of UNESCO's approaches and activities related to gender equality.

First, the team tried to establish a complete list of gender-transformative programmes implemented by UNESCO HQ and field offices. Then, the team identified the four main geographic regions where such projects are concentrated, namely East Africa, South Asia, the Caribbean and Arab States. Following on from this, a total of seven countries were pre-selected in relation to these geographic areas: Kenya and Tanzania (East Africa), India and Pakistan (South Asia), Cuba and Jamaica (the Caribbean), and Jordan (Arab States)..

As a final step, 19 gender-transformative projects were selected across the Organization's five Major Programmes in an attempt to ensure adequate representation of UNESCO's work in the field of gender equality. These projects include activities aimed at empowering girls and women in different fields as well as work towards rethinking masculinities at a global level.

The following table provides an overview of the selected gender-transformative projects per country and per Sector (titles abbreviated):

	Education	Natural Sciences	Social and Human Sciences	Culture	Communication and Information
Global		L'Oréal-UNESCO OWSD			
Kenya			Young Women and Men build Peace	Women filmmakers Cultural & creative ind.	
Tanzania	Safe Learning Env.. Empowering Girls Malala Fund				
India			Youth-led action Engaging Men & Boys		Safety of Women Journalists
Pakistan	GLSEP in Pakistan Malala Fund				
Cuba					Media & Info Literacy GE through media
Jamaica	STEAM and TVET for girls, addressing boys' disengagement				
Jordan				Resilience in the Jordan Valley 2005 Convention gender-responsive	MIL with focus on youth and women women in the film industry

Methodology and ethical considerations have been discussed in 2.4 (iii) above. Risks and limitations are summarized below:

Risk	Likelihood and severity	Mitigation strategies
Time constraints, delays	Medium - medium	Invest in planning and coordination mechanisms, flexibility in adjusting plans and using time optimally
Lack of funding for case studies	Large - severe	Use extrabudgetary funds (evaluation policy) or use 3% sector contributions and adjust evaluation plan
Lack of cooperation from field offices	Small - severe	Plan jointly with field offices, start by calling Dir. to explain process and understand portfolio & challenges
Coronavirus: travel restrictions	High – very severe	Adjust review phases and methodology in response to developing situation, update reference group regularly

4.2 Management of the case studies

Overall management, coordination and quality control will be conducted by IOS (see 2.2.)

It is expected that each country case will take 5-7 working days, and that they will be planned and logistically coordinated in close cooperation with the UNESCO field personnel in-country. The approximate time use would be:

Day 1: Briefing with gender focal point and leadership team, followed by an internal staff workshop to discuss results from global UNESCO staff survey and get feedback from staff. Workshop/focus group format. Internal staff one-on-one interviews, using semi-structured interview format and interview protocol.

Day 2-3: Programme-specific consultation for the 2-3 selected programmes which the evaluation team look at more in-depth, including with implementing partners

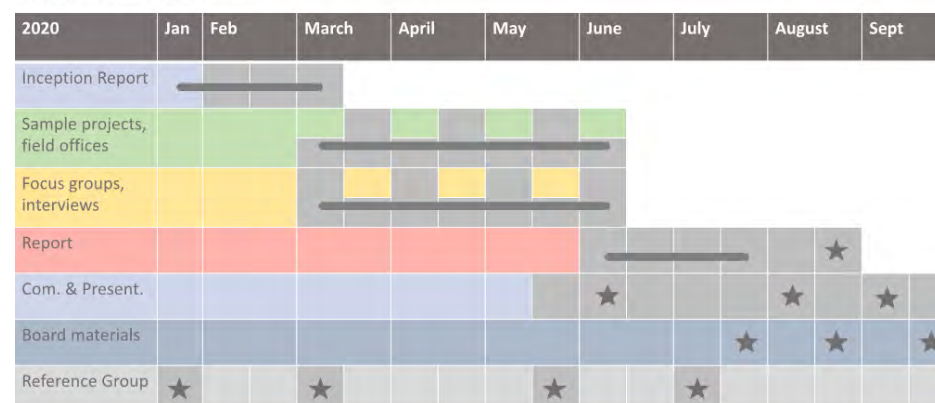
Day 4: Field/site visit, interviewing end beneficiaries and frontline implementers

Day 5: Consultation with other UN agencies and policymakers. Debriefing with leadership team, gender focal point, and/or key staff on preliminary lessons, including a discussion on remaining information gaps if any and how they can be filled. The debriefing will ensure that the field office will get some immediate lessons and inputs from the evaluation. This is particularly important since it is not foreseen (given budget/time constraints) that the evaluation will produce any stand-alone country reports. Rather data gathered at country level will be used to illustrate, concretize and contextualize findings at the global level.

For the approach and methodology of the internal audit components, a matrix with detailed audit questions has been developed, which is attached as Annex V. Regular team meetings ensure coordination of activities and triangulation of results.

4.3 Timeline and deliverables

Timeline Phase 2



The team will in phase 2 deliver a draft final report to the reference (materials at the end of July 2020). The report and communications materials will be published in accordance with deadlines for the fall 2020 Executive Board.

The timeline is contingent on restrictions related to covid-19 confinement and travel restrictions.

4.4 Budget

The budget outline below is based on the “slim” budget suggestion agreed by IOS in February 2020. IOS covers the salary costs for the team leader / Senior Gender advisor, the Principal Auditor and the Junior Consultant. The remaining costs for phase 2 will be covered by regular sector contributions towards the 2020-21 Evaluation Plan.

		rates	days / months	subtotal	
Consultant fees	senior	€ 500	40	€ 20,000	\$ 22,321
	executive	€ 550	50	€ 27,500	\$ 30,692
	travel to Paris			€ 3,500	\$ 3,906
				€ 51,000	\$ 56,920
Case studies	local consultants	€ 200	40	€ 8,000	\$ 10,045
	Travel	Africa		€ 14,400	\$ 19,308
		LA & C		€ 13,900	\$ 22,210
		Asia		€ 12,200	\$ 19,196
		Arab States		€ 8,000	\$ 8,929
				€ 56,500	\$ 79,687
Communication	design, print, etc			€ 2,500	\$ 3,348
Total				€ 110,000	\$ 139,955

ANNEXES

Annex I: TOR

Annex II: Questions & Methods matrix

Annex III: Staff questionnaire

Annex IV: Infographics Survey Results

Annex V: Audit questions

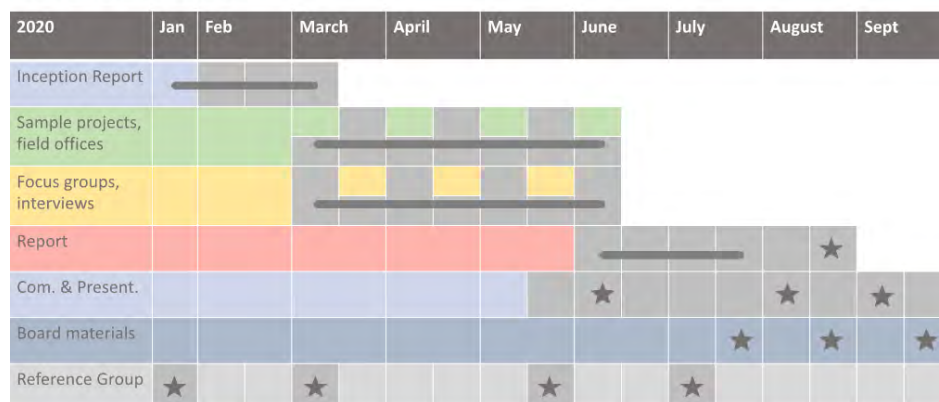
ADJUSTMENTS in response to COVID-19 restrictions

March/April 2020

As it remains important to deliver key results in a report to the Fall 2020 Executive Board in order to inform the formulation of the 41/C4, the evaluation/audit workplan has been adjusted to respond the current situation.

The timeline for phase 2 will remain the same, but instead of visits to field offices and projects, virtual meetings, interviews and focus groups discussions are being scheduled. Without travel, phase 2 will place greater emphasis on analysis of project documentation and evaluations, as well as data from recent surveys by UNESCO and UN Women. The focus will be on institutional aspects, tools and capacity for gender equality, the GEAP II dual approach - mainstreaming and gender-specific programming - and UNESCO as a workplace.

Timeline Phase 2



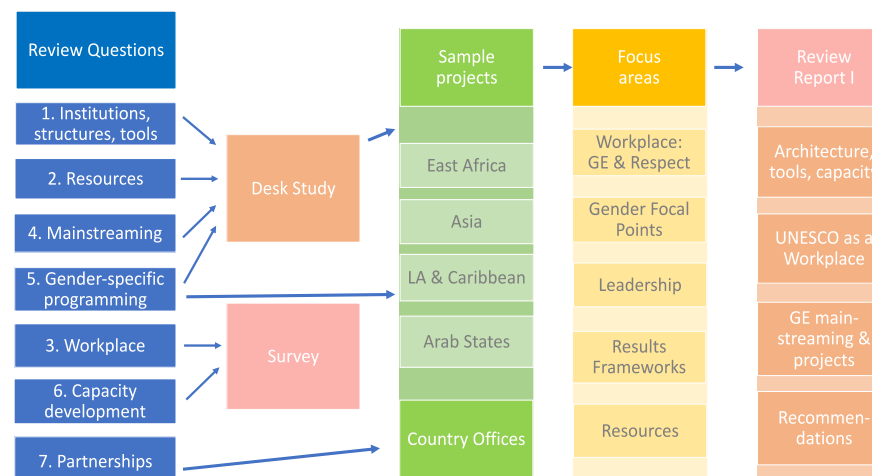
Currently, the audit team members are analyzing project documentation and continuously sharing their findings, so that other review team members can follow and triangulate what is emerging. On the evaluation side, one consultant is doing a second round of analysis of the staff survey, searching for differences between HQ and field office staff responses

and other trends, and working on visualizations of the desk study findings. Another is preparing in-depth interviews with gender focal points and other key stakeholders around the world. The team is also planning for a series of focus group discussions, interviews with HQ and field managers and possibly another survey to complement the more qualitative findings.

We have so far managed to reach five out of the seven country offices, where the evaluation team was scheduled to undertake field missions in the coming months. They agreed on collaborating virtually in order to make the most of phase two under the given circumstances. Instead of case studies, which would require travel, phase 2 will use the sample projects and information from the field offices in addition to interviews and discussion tools to respond to the main evaluation questions. The reference group will be invited to discuss the findings in late May or early June, before the team drafts the report in accordance with the original timeline.

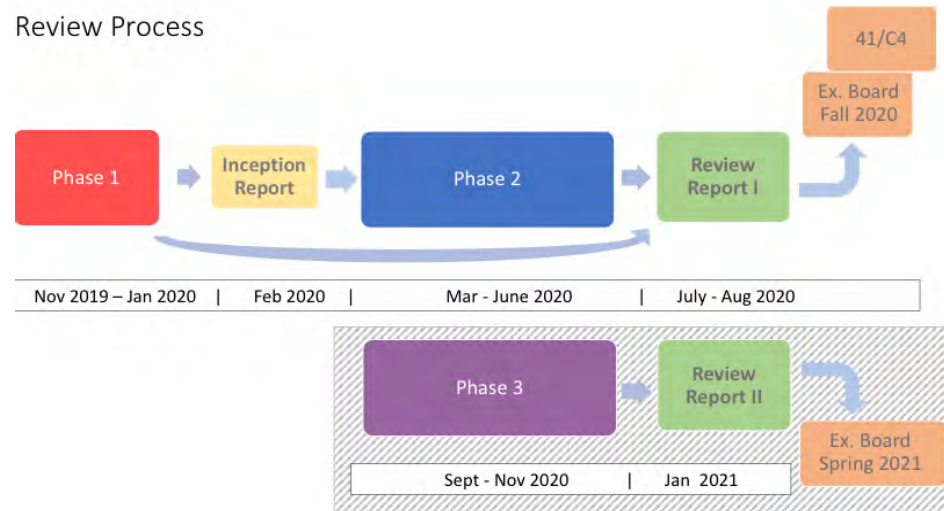
Phase 2 will also need take into account that both team members and colleagues in HQ and field offices are working from home and may have to adjust their working days to both technical and other challenges, some of which may have a gender dimension, like home schooling of children and caring for family members.

Review Process: Phase 1 + 2



A possible third phase could include country case studies in order to better understand results and challenges of gender equality work from the field office, partner and beneficiary perspective. The results would be published in a separate report, which could be presented as an information material to a future Executive Board session. The team will review the work plan once travel restriction will be lifted.

Review Process



Annex 4: Note on Methodology

A mixed methods approach was used to capture quantitative and qualitative aspects of the mainstreaming and special programming of gender equality at UNESCO. The Evaluation draws on multiple data collection strands, including a desk review, an all-staff survey, key informant interviews and group discussions with a broad range of stakeholders, which are described below.

The questions & methods matrix at the end of this document gives an overview of how different methods were used to assess different questions and triangulate findings. Limitations and adaptation due to the COVID-19 crisis are discussed in the Introduction of the main Report, as well as in the 'Update' which is part of Annex 3.

1. Desk Study

The evaluation team drafted a desk study in two parts: i) documenting and analyzing UNESCO's institutional framework regarding gender equality and ii) benchmarking UNESCO against four other UN agencies (FAO, UNDP, UN Women and WIPO).

The purpose of the desk study was to document, summarize and assess UNESCO's institutional set-up, structures and tools (including the underlying Theory of Change), as well as changes in the conceptualization, implementation and operationalization of the Global Priority Gender Equality since 2014, when the second Global Priority Gender Equality Action Plan was issued.

The comparison and the benchmarking exercise of UNESCO against four other UN organizations in the field of gender equality, both in terms of organizational culture and programming, complement the analysis of the Global Priority Gender Equality and aims at identifying best practices for achieving gender equality within the wider UN system.

The findings of the desk study were discussed with the reference group and summarized in chapter 3 of the Inception Report (Annex 2). The desk study report is an additional annex (available on request)

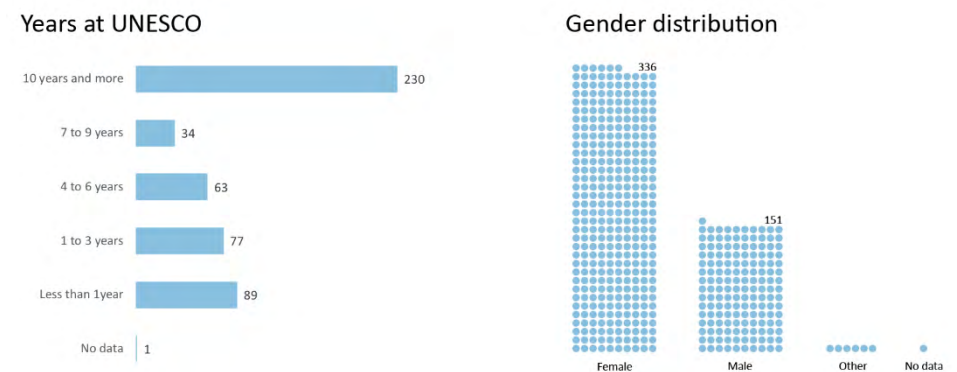
2. Staff survey

The purpose of the survey was to identify early findings on key concepts and ideas, which could be further developed and validated through other research techniques (interviews, focus groups, case studies) during the second phase of the assessment. The survey focussed on three key aspects:

- General perceptions on the relevance and adequacy of the GPGE;
- Perceptions on the implementation of the GPGE through gender mainstreaming and gender specific programming; and
- Perception on the extent to which UNESCO is a gender responsive workplace.

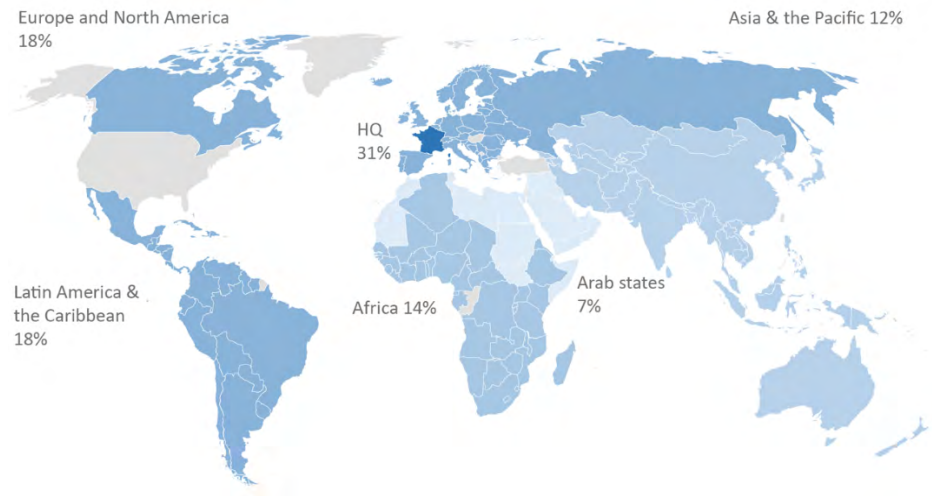
The survey included 14 main questions (13 closed ended and 1 open-ended) and a total of 37 sub-questions (questionnaire, see Annex III). It was anonymous and also included 6 questions for demographic information. The survey launched on December 4th and closed on December 17th. A total of 656 individual questionnaires were received, which resulted in 494 completed questionnaires. 139 respondents expressed interest in participating in phase 2 of the assessment. The questionnaire that was used in the survey is part of the Survey Report, which is an additional annex (available on request).

Figure 1. Key demographics of respondents (n=494)



Almost 70% of the survey respondents were female, 30% male and less than 1% people with other gender identities. This distribution has been taken into consideration when analysing key survey questions throughout the report, and normalized results are presented where relevant.

Figure 2. Survey response distribution per region (n=492)



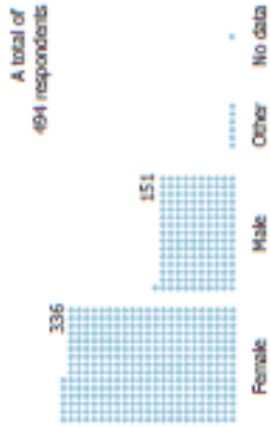
Deliverables were a survey report (available on demand), a presentation to the reference group and a one-page infographic, see below.



ASSESSMENT OF THE GLOBAL PRIORITY GENDER EQUALITY SURVEY RESULTS

DEMOGRAPHICS

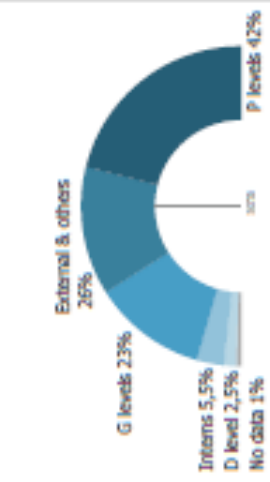
A MAJORITY OF FEMALE RESPONDENTS
70% of respondents are female, 29% male and 1% people with other gender identities.



A MAJORITY OF SENIOR STAFF
46% of respondents have worked in UNESCO for ten or more years.



A MAJORITY OF STAFF AT "P" LEVEL
Additionally, one out of every three gender focal points completed the questionnaire.



ADEQUACY OF GE WORK

POSITIVE PERCEPTION ON HOW UNESCO PROMOTES GE
85% consider that UNESCO is to different degrees satisfactorily promoting gender equality.



MORE EFFORTS REQUESTED TOWARD GENDER EQUALITY
More than 80% would like to see an increase in GE efforts...but the longer staff have been working at UNESCO, the lower their perception on the GE efforts needed.



GENDER INVOLVEMENT AND PERCEPTION ON GE ADEQUACY
A higher gender expertise or involvement in GE issues is mostly limited to a higher perception on the adequacy of the work conducted on GE.



IMPLEMENTATION OF THE GPGE

GENDER EQUALITY PERCEIVED AS EVERYBODY'S BUSINESS*
71% of respondents think that GE is "everybody's business" at UNESCO



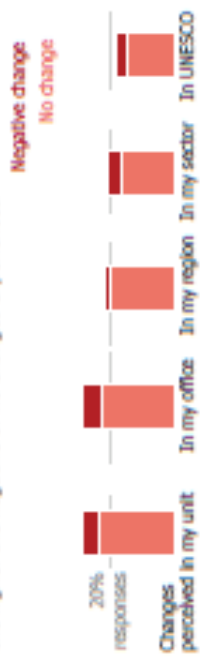
* It means that all staff is responsible for and engaged in the implementation of the GPGE.

MANAGERS PRIORITIZE GE
70% of respondents considered top managers put GE on the agenda. received internal training on GE.



In addition, 30% of the surveyed staff working for 7 or more years did not receive GE training.

TREND ON CHANGES PERCEIVED IN THE PRIORITIZATION OF GE
The more concrete is the question to the reality of informants, the higher the negative or no changes experienced



UNESCO AS A GENDER RESPONSIVE WORKPLACE

EQUAL TREATMENT

Half of respondents consider that people are treated equally irrespective of their gender identities or sexual orientation at UNESCO.



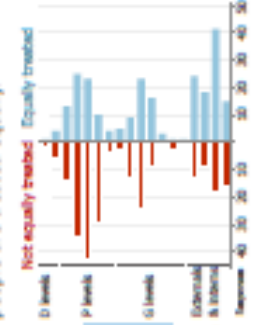
Male respondents have a more positive perception than female respondents on the levels of gender equality attained.

PERCEPTIONS ON GE ACHIEVEMENTS AND CHALLENGES

Areas where the majority consider GE is reached:



Most of the surveyed external staff, interns and G post levels think that people are treated equally.



Conversely, the majority of staff holding a "p" level consider people are not treated equally.

3. Interviews with key informants and GFPs

The evaluation team conducted key informant interviews in the inception phase and interviews with Gender Focal points and other gender specialists in phase 2 of the Evaluation. The aim of the key informant interviews was to inform the evaluation team about key issues, trends and developments with regard to the Global Priority Gender Equality, in order to refine evaluation questions and tools. Interviews with Gender Focal Points, Field Office Directors and other specialists were a key component of phase 2 of the evaluation and delivered valuable information on challenges and potentials of Gender Focal Points in Field Offices and HQ.

Interview guidelines and questionnaires were followed for all thirty-five interviews, some of which were conducted in person and others via teleconference. Table 1 gives an overview of the interviews held. Due to confidentiality reasons, the list of interviewees is not attached and not available to readers.

Table 1. Key informant interviews (November 2019 to July 2020)

Sector/Division/Bureau	Total F	Total M
Directors of field offices	2	2
UNESCO staff:	9	9
- Division for Gender Equality	3	1
- Cabinet of the Director-General		1
- Programme Sectors	3	2
- Bureau of Human Resources Management	1	3
- Ethics Office	1	1
- Bureau of Strategic Planning	1	
- Internal Oversight Service		1
Gender focal points (GFPs) at HQ and in field offices	10	3
Total	35	

4. Group discussions

The Evaluation used two types of group discussions: feedback and focus groups. Feedback discussions used emerging findings and results from the survey as a basis for triangulating and exploring issues further with groups of HRM staff, staff union representatives, permanent delegations and young professionals. There were two focus groups, with fewer participants and a more formal structure, one with HRM and one with young professionals around specific issues of relevance to them.

Table 2. Participants in presentations, focus groups and group discussions

Method	Total F	Total M	No data
Young staff members' discussion	22	7	2
Youth focus group (up to 30 years of age)	4	4	
Staff union focus group	2	1	
HRM (2 sessions)	9	1	
Members of Permanent Delegations	12	2	
Total	66		

5. Audit methodology

Based on past audit findings, the audit program took accounts of inherent risks and assesses the seven focus areas through review of projects, interviews with programme sectors, field offices and Division gender.

The audit objectives and scope of work were complimentary to the evaluation questions while delineating the scope between the two exercises and ensuring there is no overlap, but triangulation, between audit and evaluation work. Annex 7 (on demand) presents the audit findings.

Table 3: Audit Scope

	Review	Interviews		
Focus area	Projects includes publications	Programme Sectors	Field office	Division gender
Institution, structures, tools				
Resources				
Workplace				
Implementation Mainstreaming				
Implementation – Gender. Specific				
Partnership				
Capacity development				

6. Triangulation Matrix: Questions & Methods

	Desk study	Survey	Audit	Planned case studies, phase 2	Updated phase 2: Eval & Audit
1. Institutions, structures, tools					
1.1 Design & implementation					
1.2 Dimensions & resources					
1.3 Mgt & staff engagement					
1.4 Governance & ownership					
1.5 Adjustments, improvements					

	Desk study	Survey	Audit	Planned case studies, phase 2	Updated phase 2: Eval & Audit
2. Resources					
2.1 Adequate allocation					
2.2 Clear earmarking					
2.3 Tracking mechanisms					
2.4 Timely & effect. spending					
3. Work place					
3.1 recruitment & promotion					
3.2 consultants & temp. staff					
3.3 travel & geogr. mobility					
3.4 medical serv. & benefits					
3.5 staff well-being					
4. Mainstreaming GE					
4.1 sectors					
4.2 Field offices & institutes					
4.3 Results framew. & data					
4.4 UN SWAP, MOPAN					
4.5 improvement					

	Desk study	Survey	Audit	Planned case studies, phase 2	Updated phase 2: Eval & Audit
5. Gender-specific programming					
5.1 design & follow-up					
5.2 Targeting 2030 agenda					
5.3 Coordination with GP Africa					
5.4 Results achieved					
5.5 Partnerships					
5.6 Effects on implem. units					
6. Capacity development					
6.1 staff					
6.2 management					
6.3 gender focal points					
6.4 support received by mgt					
6.5 capacity & support requir.					
7. Partnerships					
7.1 working well with others					
7.2 value added					
7.3 UN-system wide action					

Annexes 5, 6:

Survey Report & Questionnaire

Desk Study

Available on request. Please contact ios@unesco.org.



www.unesco.org/ios