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Educational, Scientific and  
Cultural Organization



**INTERNAL  
OVERSIGHT  
SERVICE**  
Evaluation Office

# EVALUATION OF UNESCO'S STRATEGY FOR ACTION ON CLIMATE CHANGE

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## Commissioning Office

UNESCO Internal Oversight Service (IOS), Evaluation Office

### Principal Authors:

Universal Management Group

Ms. Laila Smith, Senior Evaluator and Principal Author

Mr. Eric Abitbol, Team Leader

Ms. Florence Allard-Buffoni, Evaluator

### The Evaluation Reference Group Members:

Mr. Abou AMANI, Director, Division of Water Sciences, Natural Sciences Sector (SC)

Mr. Salvatore ARICO, Chief of Section, Ocean Science Section, Intergovernmental Oceanographic Commission (IOC)

Ms. Anna BONETTI, Programme Specialist & Evaluation Focal point for SC, Programme Coordination and Evaluation Unit, Executive Office, SC.

Mr. Guy DEBONNET, Chief of Unit, Nature, Sustainable Tourism and Outreach Unit, World Heritage Centre, Culture Sector (CLT)

Ms. Mee Young CHOI, Education Programme Specialist, Jakarta Office

Mr. Peter DOGSE, Programme Specialist & Former Co-Chair of the Task Team for Climate Change, Section on Man and the Biosphere Research and Policy: Ecology and Biodiversity, SC

Mr. Damiano GIAMPAOLI, Programme Specialist, Gender Equality Division, Cabinet (CAB)

Mr. Abdoulaye IBRAHIM, Programme Specialist, Contextual Analysis and Foresight Unit, Priority Africa and External Relations Sector (PAX)

Ms. Susanna KARI, Project Officer, Natural Heritage Unit, World Heritage Centre, CLT

Ms. Ina LAMBERT, Associate Programme Officer, Adaptation Division, Secretariat of the UN Framework Convention for Climate Change (UNFCCC)

Ms. Magalie LEBRETON-TRAORE, Consultant, Contextual Analysis and Foresight Unit, PAX

Mr. Alexander LEICHT, Chief of Section, Section for Education for Sustainable Development, Education Sector (ED)

Mr. Magnus MAGNUSSON, Director & Co-Chair of the Task Team for Climate Change, Partnerships and Outreach Division, Social and Human Sciences Sector (SHS)

Mr. Anil MISHRA, Chief of Section, Section on Hydrological Systems and Water Scarcity, SC.

Ms. Iulia NECHIFOR, Programme Specialist, Section for Strategic Planning, Monitoring and Reporting, Bureau for Strategic Planning (BSP)

Mr. Bhanu NEUPANE, Programme Specialist, Universal Access to Information Section, Communication and Information Sector (CI)

Mr. Juste Jean-Paul NGOME ABIAGA, Advisor to the Director General for SC and IOC, CAB

Ms. Peggy OTI-BOATENG, Director, Division of Science Policy and Capacity Building, SC.

Ms. Miriam TEREICK, Environmental Sustainability Officer, Executive Office, Section for Administration and Management (ADM)

Ms. Jessica TRONI, Ecosystems Division, Climate Change Adaptation Unit Head a.i, Adaptation Portfolio Manager, United Nations Environment Programme (UNEP)

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# Acronyms

<b>AF</b>	Adaptation Fund	<b>IPBES</b>	Intergovernmental Science-Policy Platform for Biodiversity and Ecosystem Services
<b>AU</b>	African Union	<b>IPCC</b>	Intergovernmental Panel on Climate Change
<b>BR</b>	Biosphere Reserve	<b>LAC</b>	Latin America and the Caribbean
<b>C/4</b>	UNESCO Medium-Term Strategy	<b>LINKS</b>	Local and Indigenous Knowledge Systems
<b>C/5</b>	UNESCO Programme and Budget	<b>M&amp;E</b>	Monitoring and Evaluation
<b>CI</b>	Communication and Information Sector	<b>MAB</b>	The Man and the Biosphere Programme
<b>CLT</b>	Culture Sector	<b>MOST</b>	Management of Social Transformation Programme
<b>COP</b>	Conference of Parties	<b>MTS</b>	UNESCO Medium-Term Strategy for 2014-2021
<b>CRIDA</b>	Climate Risk Informed Decision Analysis	<b>NAPs</b>	National Adaptation Plans
<b>DRR</b>	Disaster Risk Reduction	<b>NDC</b>	Nationally Determined Contribution
<b>ED</b>	Education Sector	<b>ROSA</b>	UNESCO Regional Office for Southern Africa
<b>ER</b>	Expected Results	<b>RP</b>	Regular Programme
<b>ERG</b>	Evaluation Reference Group	<b>SACC</b>	UNESCO Strategy for Action on Climate Change
<b>ESD</b>	Education for Sustainable Development	<b>SADC</b>	Southern African Development Community
<b>FGD</b>	Focus Group Discussion	<b>SC</b>	Natural Sciences Sector
<b>FO</b>	Field Office	<b>SDG</b>	Sustainable Development Goal
<b>GCF</b>	Green Climate Fund	<b>SEA</b>	Strategic Environmental Assessment
<b>GEAP</b>	UNESCO Gender Equality Action Plan	<b>SHS</b>	Social and Human Sciences Sector
<b>GEF</b>	Global Environment Facility	<b>SIDS</b>	Small Island Developing States
<b>GEM</b>	Gender Equality Marker	<b>SISTER</b>	UNESCO's System of Information on Strategies, Tasks and the Evaluation of Results
<b>GOOS</b>	Global Ocean Observing System	<b>SPIC</b>	Special Initiative for the Caribbean
<b>HQ</b>	Headquarters	<b>TOC</b>	Theory of Change
<b>IHP</b>	Intergovernmental Hydrological Programme	<b>TOR</b>	Terms of Reference
<b>IOC</b>	Intergovernmental Oceanographic Commission	<b>TRHS</b>	Tropical Rainforest Heritage of Sumatra
<b>IOS</b>	Internal Oversight Service	<b>UN</b>	United Nations

<b>UNDP</b>	United Nations Development Programme
<b>UNEP</b>	United Nations Environment Programme
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNFCCC</b>	United Nations Framework Convention on Climate Change
<b>UNICEF</b>	United Nations International Children's Emergency Fund
<b>UNSDCF</b>	United Nations Sustainable Development Cooperation Framework
<b>WHC</b>	World Heritage Convention
<b>WHS</b>	World Heritage Site
<b>WMO</b>	World Meteorological Organization
<b>WWAP</b>	World Water Assessment Programme
<b>XB</b>	Extrabudgetary Resources

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# Abstract & Acknowledgements

## ABSTRACT

In 2017, the UNESCO General Conference adopted the Strategy for Action on Climate Change (SACC) which outlined UNESCO's four-point strategy to support Member States adapt to climate change and mitigate its effects on their citizens and territories over the period 2018-2021. As the Strategy comes to an end, the Organization has commissioned an evaluation to assess its effectiveness and determine whether it should be renewed. Owing to its careful alignment with existing international reference frameworks in the area of climate change, in particular the 2015 Paris Agreement, the Strategy has successfully positioned UNESCO as a contributor in this field and the Organization's insights on climate change within the framework of its specific areas of expertise is valued by partners and Member States alike. In the 3 years of the Strategy's existence, the Organization produced knowledge products and undertook multiple interventions, especially targeting UNESCO's priority groups (Africa, women, indigenous peoples, SIDS, youth) and ensuring their involvement in policy development and trainings. However, it is difficult to measure the effects of these activities or even attribute their results to the SACC specifically.

Indeed, while the SACC has had the merit of giving UNESCO the political legitimacy and strategic guidance to act on climate-related issues, most of these activities were embedded in UNESCO's existing programmes and have been largely reported against the different Major Programmes' and IOC's expected results. This is further amplified by the lack of a dedicated budget to implement the Strategy, which has led to an overreliance on ad hoc fundraising efforts to attract extrabudgetary resources and diverging implementation strategies depending on local context and Sectors' priorities. Although the SACC aimed to encourage greater in-house cooperation to achieve its objectives, the evaluation found that, despite the existence of a large cross-sectoral Task Team, the SACC has failed to fully foster intersectorality. As a result, whilst UNESCO has registered significant achievements and made important contributions, its action on climate change has not necessarily been cohesive.

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### **Bernardin Assienne**

Director, UNESCO Internal Oversight Service



# Executive Summary

1. As global consciousness and awareness of the effects of climate change have gradually grown in recent years and public actors increasingly acknowledge the role they must play in tackling these global challenges, UNESCO has also sought to contribute to these efforts. UNESCO's [Strategy for Action on Climate Change \(SACC\)](#) (2018-2021) was created to advance UNESCO's knowledge-based leadership role as a constituent multilateral actor of the global climate regime. Its goal is to strategically position the Organization and support UNESCO Member States to respond to the challenges of climate change mitigation and adaptation through work in education, sciences, culture, and communication and information. This is done in line with Member States' Nationally Determined Contributions (NDC) to the 2015 Paris Agreement, and geared towards realizing the 2030 Agenda for Sustainable Development, notably Sustainable Development Goal (SDG) 13.
2. SACC objectives draw on and support UNESCO's existing programmes, priority strategies and action plans, raising awareness of climate change as a cross-sectoral and interdisciplinary issue, while building on the strengths and focus of each of the Major Programmes of UNESCO and the IOC. Situated within UNESCO'S Medium-Term Strategy for 2014-2021 (MTS; 37 C/4) and its Programme and Budget for 2018-19 (39C/5) and 2020-21 (40C/5), UNESCO's SACC specifically aims to enable action in the following four thematic focus areas: (1) promoting climate change education and public awareness, (2) promoting climate knowledge and scientific cooperation, (3) safeguarding cultural heritage and (4) fostering inclusive social development, intercultural dialogue and ethical and gender equality principles in relation to climate change adaptation and mitigation.

## PURPOSE OF THE EVALUATION

3. As the Strategy comes to an end in December 2021, the evaluation sought to assess the effectiveness and relevance of the SACC, determine its added value and reflect on the necessity to renew it, if relevant. It aims to inform future decision-making on the mainstreaming of climate change in UNESCO's programmatic work. The primary intended users are the Task Team for Climate Change and UNESCO Senior Management.

## METHODOLOGY

4. The evaluation collected both qualitative and quantitative data using a variety of sources including: a thorough desk review of available UNESCO documentation, an inclusive and participatory Theory of Change workshop to reconstruct the implementation strategy of the SACC, a survey disseminated to all UNESCO Member States (32% response rate), 89 key informant interviews with stakeholders ranging from UNESCO staff to project beneficiaries through government representatives and partners and three virtual field missions focusing on climate-related activities driven by the Harare, Jakarta and Kingston Offices.

## KEY FINDINGS

### Relevance

5. The SACC has contributed to UNESCO's relevance in relation to the international climate regime, by being aligned with the Paris Agreement, Agenda 2030, the Sendai Framework on Disaster Risk Reduction (DRR) and the African Union's (AU) Agenda 2063. The SACC's promotion of enhanced climate change programming within UNESCO has facilitated the contributions of its Major Programmes and the IOC in components of all four agreements.
6. Of the SACC's four thematic focus areas, Member State deem education, science and culture to be highly relevant in helping guide them towards climate change adaptation and mitigation, but less so, inclusive social development. In fact, only a small number are familiar enough with the SACC's contents so as to inform their country's actions specifically.
7. The SACC has favoured a more consistent approach to promoting climate adaptation as compared to mitigation, seeking to "change minds, not the climate" as per UNESCO's motto. In other words, UNESCO has chosen to focus its efforts on supporting Member States access relevant data and guide their citizens towards shifting mindsets and approaches so as to engage in behaviour change to limit their impact on their environment and use resources in a more sustainable manner; rather than work on the root causes of climate change. The SACC's limited pronouncements on the energy sector and the fossil fuel industry have made it more relevant in raising awareness about climate change and in informing adaption, but less salient in addressing the driving forces behind climate change.

## Coherence

8. The SACC has raised the profile of UNESCO's engagement in climate change by providing a mandate with strategic guidance for UNESCO to intervene on climate-related issues within the limits of its overarching mandate. It was designed to bring coherence to UNESCO's climate change engagement, as per priorities of its eight-year Medium-term strategy (C/4) and four-year Programme and Budget (C/5). It has aimed to encourage intersectorality and collaboration across Major Programmes on climate change programming, though this has been constrained by pervasive siloing across the Major Programmes, particularly at Headquarters (HQ).
9. The SACC has been intentionally silent on how UNESCO as an Organization should address carbon neutrality. Nevertheless, UNESCO has made great strides institutionally to reduce its environmental impact. Emerging Headquarters guidance is being harmonized with how Field Offices are actually transforming their day-to-day practices in reducing their carbon footprint.

## Effectiveness and Impact

10. Since 2018, there has been an increase in climate change programming across the Major Programmes, particularly at country level, given some Field Offices' development of tailored and context-specific regional strategies with climate change components.
11. UNESCO's longstanding reputation as a norm setter and standard bearer has allowed it to informally hold the ethical compass for the world in relation to global scientific research and the limits to what can be explored in the name of the "greater good". UNESCO's role as a convenor has allowed it to use these instruments to bridge scientific enquiry with policy debates.
12. UNESCO's Major Programmes have variably made important contributions to defining the methodologies and methods of data collection, analysis and synthesis for several SDGs. For example, the Education Sector has done this for SDG 4.7 and 13.3, the IOC has done this for SDG 14.2 and the CI Sector for SDG 16.10. While there have been substantial contributions to 13.1 and 13.3, these have remained at an output level.
13. The UNESCO priority groups and cross-cutting themes focusing on Africa, women and gender equality, youth, Indigenous Peoples and knowledge, Small Island

Developing States, and other affected and marginalized groups have been well structured into the design of the SACC, but variably integrated into UNESCO's climate change programming.

## Sustainability

14. The SACC objective of addressing sustainability through the careful design of activities to reach scale and/or be replicated has been achieved to a modest degree. This has been particularly effective when Field Offices have designed projects with strong local partners.

## Efficiency

15. At the onset, the SACC had no dedicated funding to implement it. Financing the SACC through extrabudgetary resources alone has constrained the Organization from delivering on its climate action ambitions. Doing so has put additional pressures on Field Offices to raise their own project financing. This has resulted in Major Programmes and Field Offices at times operating opportunistically, not always aligned to C/5 priorities.
16. The appointment of Regional Resource Mobilization Officers is a positive development for UNESCO's decentralized approach to resource mobilization. Their role in building sustained engagement with development partners can support a more flexible and nimble approach to fundraising that is in line with the Regional Strategies.
17. UNESCO has established a wide range of climate-oriented partnerships, with UN agencies, civil society organisations, research bodies, and others. These partnerships have been strongest on scientific research and the translation of such research into policy.

## Leadership

18. A Task Team has stewarded the SACC for UNESCO on a voluntary basis. While representing UNESCO in major international fora – namely the UNFCCC's meetings of the Conference of Parties (COPs) – and instilling a culture of informal sharing across Major Programmes, it has not had the capacity and resources to realize the full ambitions of the Strategy. It has enabled some sharing of knowledge and experiences, however the existing informal nature of the network, which only meets occasionally, has made intersectorality challenging.

## RECOMMENDATIONS

**Recommendation 1:** UNESCO needs a coordinating structure to support the planning and implementation of UNESCO's climate change related work including as captured in the 41 C/4 Strategic Objective 2 and 41C/4 Outcome 3 'Enhance knowledge for climate action, biodiversity, water and ocean management and disaster risk reduction'. Its purpose should be to provide leadership and guidance for accelerating cross-sectoral collaboration and interdisciplinarity across Major Programmes and the IOC.

**Recommendation 2:** UNESCO should develop and adapt its Monitoring and Evaluation (M&E) system to improve the tracking of outcome level results from its climate change activities across all Major Programmes and the IOC in the next 41C/5, with particular attention to cross-cutting priorities.

**Recommendation 3:** UNESCO should strengthen its efforts aimed at mainstreaming gender equality in UNESCO's climate change activities.

**Recommendation 4:** UNESCO should review its programmatic work to address an area where Member States seek additional guidance and support, particularly policy advice: inclusive social development.

**Recommendation 5:** The Task Team should review UNESCO's diverse partnerships in relation to climate change, in light of climate change priorities in the next 41C/4 and 41C/5, to identify appropriate partners to nurture, maintain and expand in order to both co-implement and finance its climate-related work.

**Recommendation 6:** UNESCO should develop a tailored communication strategy to bring greater external visibility to its work and achievements in supporting global research on climate change as well as its support to Member States in meeting their international climate change commitments.

**Recommendation 7:** UNESCO should pursue its work on climate adaptation but also strengthen its mitigation programming, highlighting how its IHP and MAB programmes can support Member States' growing interest in an energy transition.

# Management Response

Recommendations	Management Response
<p><b>Recommendation 1:</b> <b>High priority</b></p> <p>UNESCO needs a coordinating structure to support the planning and implementation of UNESCO's climate change related work including as captured in the 41C/4 Strategic Objective 2 and 41C/4 Outcome 3 'Enhance knowledge for climate action, biodiversity, water and ocean management and disaster risk reduction'. Its purpose should be to provide leadership and guidance for accelerating cross-sectoral collaboration and interdisciplinarity across Major Programmes and the IOC.</p> <p><i>Addressed to: the Bureau of Strategic Planning in collaboration with the Natural Sciences Sector</i></p>	<p><b>Accepted</b></p> <p>As part of the preparations for the implementation of the 41C/4 and 41C/5, internal coordination mechanisms and appropriate structures will be defined to ensure programme delivery and achievement of all C/4 Outcomes, including Outcome 3. These structures should be defined and will become operational in accordance with the final decision/ approval by the General Conference of the 41C/4 and 41C/5.</p>
<p><b>Recommendation 2:</b> <b>High priority</b></p> <p>UNESCO should develop and adapt its Monitoring and Evaluation (M&amp;E) system to improve the tracking of outcome level results from its climate change activities across all Major Programmes and the IOC in the next 41C/5, with particular attention to cross-cutting priorities.</p> <p><i>Addressed to: the Bureau of Strategic Planning</i></p>	<p><b>Accepted</b></p> <p>UNESCO is updating its internal Monitoring and Reporting system (SISTER) to the new Result Framework to ensure accurate reporting at both Output and Outcome levels as well as regarding the implementation of cross-cutting priorities and actions, as approved by the Member States. A dedicated marker in SISTER for 41 C/5 will allow clear tracking of UNESCO's climate related work.</p>
<p><b>Recommendation 3:</b> <b>Medium priority</b></p> <p>UNESCO should strengthen its efforts aimed at mainstreaming gender equality in UNESCO's climate change activities.</p> <p><i>Addressed to: the Programme Sectors and IOC in collaboration with the Gender Equality Division</i></p>	<p><b>Accepted</b></p> <p>UNESCO has been increasing steadily its efforts in mainstreaming gender equality in climate change programmes and initiatives. The draft 41 C/5 recognizes that "Vulnerability and poverty are closely aligned with gender equality, and women therefore are more frequently victims of the effects of climate change and natural hazards than are men". A stronger gender transformative component will therefore be part of the programmes addressing Climate Change since the programming phase. Finally, a specific Performance indicator is now included in the result framework of the 41 C/5 and funds will be earmarked for clear tracking. Closer coordination will be forged with the Division for Priority Gender Equality.</p>

Recommendations	Management response
<p><b>Recommendation 4:</b> <b>Medium priority</b></p> <p>UNESCO should review its programmatic work to address an area where Member States seek additional guidance and support, particularly policy advice: inclusive social development.</p> <p><i>Addressed to: the Social and Human Sciences Sector</i></p>	<p><b>Accepted</b></p> <p>As specified in the draft 41C/5, building climate change resilience and long-term sustainability requires putting inclusive social development and transformations at the core, to ensure a fair transition. By mobilizing the Social and Human Sciences, UNESCO will reinforce its capacities to help Member States understand better complex interconnected systems (social-economic-environmental-digital), to build resilient and inclusive societies. It will do so by promoting a people-centred approach that enhances human dignity and compassion, emphasizing vulnerable groups, including women, girls, and youth.</p> <p>To this end, SHS is reframing the strategy of MOST, its intergovernmental science programme on the management of social transformations, committed to an improved nexus between knowledge and policy. It will reinforce “BRIDGES”, the MOST programme’s international coalition for action in sustainability science and sustainable development. Finally, SHS’s Recommendation on the Ethics of Artificial Intelligence, which is currently under negotiation, will ensure that Member States have an ethical framework to ensure that AI technologies and digital transformations promote human rights, sustainable development, and environmental sustainability.</p>
<p><b>Recommendation 5:</b> <b>High priority</b></p> <p>The Task Team should review UNESCO’s diverse partnerships in relation to climate change, in light of climate change priorities in the next 41C/4 and 41C/5, to identify appropriate partners to nurture, maintain and expand in order to both co-implement and finance its climate-related work.</p> <p><i>Addressed to: Programme Sectors and IOC in collaboration with the Bureau of Strategic Planning.</i></p>	<p><b>Accepted</b></p> <p>As mentioned in the draft 41C/5, UNESCO will reinforce its inter-agency collaboration to deliver as One UN by avoiding duplication and creating synergy among agencies’ interventions in the field of climate change, building on its holistic mandate. Collaboration with UN agencies such as WMO, UNEP and the United Nations Framework Convention on Climate Change (UNFCCC) and the IPCC on climate change will complement UNESCO’s expertise. The recent partnership with the Adaptation Fund allows interagency cooperation at a different scale. UNESCO will further explore partnerships for financial support from this and other vertical funds for its activities, notably for climate change adaptation. As part of the overall efforts to adequately resource outcome 3, further efforts will be deployed to identify donors and partners, through the task force and all across the Programme Sectors.</p>



Recommendations	Management response
<p><b>Recommendation 6:</b> <b>Medium priority</b></p> <p>UNESCO should develop a tailored communication strategy to bring greater external visibility to its work and achievements in supporting global research on climate change, as well as its support to Member States in meeting their international climate change commitments.</p> <p><i>Addressed to: the Programme Sectors and IOC in collaboration with the Division of Public Information</i></p>	<p><b>Accepted</b></p> <p>Efforts will be deployed to elaborate a communication strategy targeting in particular Climate change, depending on available resources to that effect. In parallel, more visibility will be granted to specific initiatives, notably in the field addressing climate adaptation and mitigation through for example the network of designated sites, policy dialogues on biodiversity, water, DRR issues. UNESCO will continue to support, strengthen and make visible its Climate Change adaptation activities related to operational use of tools and methodologies and to mitigation.</p>
<p><b>Recommendation 7:</b> <b>Medium priority</b></p> <p>UNESCO should pursue its work on climate adaptation but also strengthen its mitigation programming, highlighting how its IHP and MAB programmes can support Member States' growing interest in an energy transition.</p> <p><i>Addressed to: the Natural Sciences Sector in collaboration with the Division of Public Information</i></p>	<p><b>Accepted</b></p> <p>In addition to the current efforts to work and mobilize support around climate mitigation, through large scale projects, UNESCO will leverage on its Intergovernmental Bodies and networks of chairs and category 2 Centres to provide its inputs to climate mitigation initiatives. As mentioned in the draft 41C/5, "UNESCO will maximize its comparative advantage by combining its expertise in the natural sciences, earth, ocean, water and ecological sciences with its mandate in education, social and human sciences, communication, information and heritage preservation to reach out to communities, private sector, governments and other UN agencies to combine effort to combat climate change and anticipate natural hazards, for the benefit of resilient societies". UNESCO plans to further promote knowledge co-production initiatives involving indigenous peoples and scientific knowledge, aimed at halting, restoring, and reversing the current trajectory of biodiversity loss, natural ecosystem destruction and climate change. The role of UNESCO's designated sites will be more and more emphasized.</p> <p>However, support to an energy transition per se is outside of the mandate of UNESCO. Moreover, UNESCO does not have the inhouse expertise to focus on this support. Nevertheless, UNESCO could bring on board partners within designated sites to provide support to countries.</p>

# 1. Introduction

## 1.1 Background

1. The global community has grown increasingly concerned for the planet's ability to sustain continued climactic variation. In the World Economic Forum's (WEF) [Global Risk Report](#), a survey of 650 members of diverse leadership communities found that climate change is among the leading perceived risks to global development; extreme weather events and climate action failure are perceived to be highly likely, and climate action failure perceived as most detrimentally impactful.<sup>1</sup> The WEF's youth community, i.e. "the Global Shapers", see climate risks as "the most likely and most impactful long-term risks".
2. Similarly, a recent UNESCO report, [The World in 2030 Public Survey](#), based on an analysis of over 15,000 responses from across the globe, identified the top challenge facing countries in the lead up to 2030 as being, by far, climate change and loss of biodiversity. It was ranked as the top challenge by 67% of respondents. Respondents were most concerned about increased natural disasters and extreme weather events, loss of biodiversity and its impact on people, pollution of the ocean and rising sea levels.<sup>2</sup>
3. In response to such concerns, UNESCO's *Strategy for Action on Climate Change (SACC)* (2018-2021) was created to advance UNESCO's knowledge-based leadership role as a constituent multilateral actor of the global climate regime. Its goal is to position the Organization and support United Nations (UN) Member States to respond to the challenges of climate change mitigation and adaptation. It does so through work in education, science, culture, and communication and information in line with Member States' Nationally Determined Contributions (NDC) to the 2015 Paris Agreement, and towards realizing the 2030 Agenda for Sustainable Development (notably Sustainable Development Goal [SDG] 13). SACC objectives draw on and support UNESCO's programmes, priority strategies and action plans, raising awareness of climate change as a cross-sectoral and interdisciplinary issue, while building on the strengths and focus of each of the Major Programmes of UNESCO.
4. Situated within UNESCO's *Medium-Term Strategy for 2014-2021 (MTS; 37 C/4)* and its Programme and Budget for 2018-19 (39C/5) and 2020-21 (40C/5), UNESCO's SACC specifically aims to enable action in the following thematic focus areas.
  - Supporting Member States to develop and implement climate change education and public awareness programmes and policies;
  - Promoting interdisciplinary climate knowledge and scientific cooperation for climate change mitigation and adaptation;
  - Promoting cultural diversity and cultural heritage safeguarding for climate change mitigation and adaptation; and
  - Supporting inclusive social development, fostering intercultural dialogue and promoting ethical and gender equality principles in relation to climate change mitigation and adaptation.
5. UNESCO's SACC set out to contribute to *UNESCO Global Priority Africa and Global Priority Gender Equality*, while paying attention to cross-cutting consideration for Small Island Developing States (SIDS), and the engagement of youth and marginalized people, including Indigenous people.<sup>3</sup> It also aims to ensure that all actions are appropriately consistent with relevant action plans, policies and agreements developed and/or endorsed by UNESCO, such as the 2016 *UNESCO SIDS Action Plan*.
6. To advance these priorities, intent on advancing its motto – "Changing Minds, Not the Climate" – the SACC has encouraged UNESCO to enable the following: 1) Knowledge (co-)production, openness, and dissemination; 2) Provision of climate services; and 3) Policy advice. UNESCO's approach is to use its expertise to raise awareness and offer tools to address climate change in order to shift mindsets and bring about behaviour change and ultimately new adapted policies. The development and implementation of UNESCO's climate change actions have been delivered through its Programme Sectors, its Field Offices (FOs), and networks of partners, seeking synergies with the wider UN system.

<sup>1</sup> World Economic Forum, "Global Risk Report 2021, 16th Edition".

<sup>2</sup> UNESCO, 2021. "The World in 2030 Public Survey Report".

<sup>3</sup> The priorities are defined as: UNESCO Global Priorities – Global Priority Gender Equality and Global Priority Africa – and priority target groups as embodied in the UNESCO SIDS Action Plan (2016-2021) and UNESCO's Operational Strategy on Youth (2014-2021). This includes attention to marginalized people, including Indigenous people with reference to the LINKS Programme, i.e., Local and Indigenous Knowledge Systems, ensuring that local and Indigenous knowledge are included in climate science and policy processes, and the Sendai Framework for Disaster Risk Reduction (DRR; 2015-2030).

## 1.2 Purpose and Scope

7. In the Strategy itself, the UNESCO General Conference mandated UNESCO's Internal Oversight Service (IOS) to undertake a final evaluation of the Strategy.<sup>4</sup> IOS therefore commissioned this summative and formative evaluation of the SACC (2018-2021) with the dual purpose of promoting learning and accountability. The primary users of this evaluation are senior management in the Major Programmes of UNESCO and the cross-sectoral Task Team established to implement the SACC who are decision-makers in how to work more collaboratively to address the substantial climate-change work they are already doing. Secondary intended users of this evaluation include UNESCO Member States, the UNESCO Secretariat more broadly, collaborating partners both at Member State level, as well as across multilateral stakeholders, such as other UN agencies and climate finance institutions. The report may also be of interest to the general public and other stakeholders interested in learning more about UNESCO's role in addressing climate change-related challenges. The purpose of the evaluation is to assess the SACC's key achievements in terms of its outputs and outcomes, and its contributions towards the realization of relevant components of UNESCO's MTS and its Programmatic Expected Results (ER) as per the 39C/5 and 40C/5 Programme and Budget documents.
8. The intended use of this evaluation as per the terms of reference (TOR), particularly in relation to the SACC's progress towards completion, was to provide guidance on whether and how any adjustments to its implementation might favour its successful completion by 2021. In light of a new environmental objective in the draft UNESCO Medium-term framework for 2022-2029 (41C/4) and draft Programme and Budget document for 2022-23 (41C/5), the forward-looking purpose and dimension of this evaluation has shifted. The original intent was that the evaluation would be structured to inform the drafting of these two strategic documents and advise on whether a stand-alone new iteration of the SACC would add value. The drafts of the C/4 and C/5 were, however, submitted and circulated while the evaluation was underway. Nevertheless, the evaluative process, including a Theory of Change (TOC) workshop, interviews and preliminary findings, all indirectly informed their drafting. Furthermore, the findings of this evaluation report may inform the strategies to adopt in implementing the new environmental objective.

<sup>4</sup> UNESCO (2017), Strategy for Action on Climate Change (2018-2021), para. 87

9. The evaluation's scope covers the entirety of the SACC's implementation from January 2018 to mid-2020 and is global in coverage. Given the cross-cutting nature of the SACC, the evaluation sought to establish whether climate change considerations have been mainstreamed across UNESCO's programmatic work, by observing and analysing the activities implemented in all Major Programmes and the Intergovernmental Oceanographic Commission (IOC). This evaluation is both retrospective and forward-looking, anchoring action-oriented recommendations in clear and substantive findings based on triangulated analysis.

## 1.3 Evaluation Methodology

10. The evaluation methodology comprised four phases: inception, data collection, analysis, and writing and reporting. A comprehensive outline of the evaluation methodology can be found in Appendix VIII.
11. The inception phase included two essential steps.
  - **Individual scoping interviews** clarified and refined the purpose and scope of the evaluation. Interviews were informed by a preliminary and selected document review.
  - **A TOC reconstructive workshop** was held with the Evaluation Reference Group (ERG) in October 2020.
12. The data collection phase entailed several steps.
13. **Document review** covered UNESCO Initiatives on Climate Change; UNESCO Budgetary and Financial documents; UNESCO's System of Information on Strategies, Tasks and the Evaluation of Results (SISTER) Reports; additional UNESCO documents including recent global surveys carried out on Climate Change that targeted both UNESCO staff and public opinion; and documents from other UN agencies. These documents provide evidence of UNESCO's SACC-related activities and its positioning vis-à-vis other international actors in the field of climate change. All documents reviewed were transferred into Dedoose data management system reports and coded for analytical purposes according to the key OECD-DAC<sup>5</sup> evaluation criteria and associated questions in the study's evaluation matrix.

<sup>5</sup> Organization of Economic Development's Development Assistance Committee

14. **Key Informant Interviews** were conducted with 89 respondents (46 male and 43 female), 42 of which were at the global level, to understand UNESCO's strategic approach to climate change for the institution as a whole and specifically for each area within its mandate. Respondents included UNESCO HQ Staff; representatives of UNESCO Intergovernmental Programmes and UNESCO designated sites; UNESCO Chairs; selected donors and collaborating UN agencies. The remainder of the interviews were done at country level in the context of virtual field missions. See Appendix II for the list of stakeholders interviewed.
15. **Virtual Field Missions** were conducted in February 2021, with the UNESCO Harare, Jakarta and Kingston Field Offices. They aimed to identify concrete measures undertaken or fostered by UNESCO at national level to help Member States adapt to climate change and highlight good practices. The field missions focused on a sample of five projects per UNESCO office, ensuring representation of all UNESCO Major Programmes and IOC across the three case studies. 10 interviews and focus group discussions (FGDs) were conducted per field mission, totalling 47 consulted people covering a range of stakeholders including UNESCO FO staff of various Major Programmes; government representatives; development partners, civil society representatives and project beneficiaries.
16. **E-Survey** deployment allowed for data to be collected from UNESCO National Commissions and thus gather all Member States' opinion of the SACC, of UNESCO's climate action and inventory their needs. The e-survey was delivered in English, French and Spanish, remaining open from mid-December 2020 to early February 2021. The four-scale Likert-style survey with write-in responses provided valuable quantitative and qualitative data to the evaluation team, disaggregated by region, country and gender. The open-ended, write-in responses allowed for additional content analysis of responses relating to climate theme priorities according to each region. The response rate was 32% (71 respondents from 63 countries out of 204; of which 37 (52%) were female and 31 (44%) were male).<sup>6</sup> There was more than one response provided from eight countries. Regional response rates were as follows: Africa (20%), Arab States (17%), Asia and the Pacific (15%), Europe and North America (28%), and Latin America and the Caribbean (20%).
17. The combination of the various sources of data collected from what is outlined above and the diversity of stakeholders consulted provided a balanced, reliable and credible evidence base for the evaluation. From this evidence base, a triangulated

<sup>6</sup> 4% preferred not to say.

analysis was undertaken drawing on the various data sources. Qualitatively, this involved coding the qualitative key informant interviews to look for patterns in responses amongst categories of stakeholders. The same was done with the documents reviewed. Documentation was drawn on to supplement key points made by key informant interviews. This analysis was complemented by qualitative analysis conducted through the global e-survey done with UNESCO National Commissions. Survey results were coded according to the Likert-style scale that questions were based on. Results were disaggregated by gender and region. Survey findings were used selectively to draw in Member State responses as a source of evidence for triangulated analysis.

18. Based on the findings that stemmed from this triangulated analysis, the evaluation team, in consultation with IOS, issued a set of recommendations outlined in the draft evaluation report. These were presented and discussed with both the evaluation reference group during a dedicated validation workshop and with the SACC Task Team in May 2021. Finally, a meeting with UNESCO Senior Management was planned to further explain the rationale behind the recommendations. Based on the outcomes of these meetings and the written comments provided by the ERG, the final set of recommendations were further finetuned as reflected in this final evaluation report.

## Methodological Limitations

19. This evaluation was undertaken in the context of the COVID-19 global pandemic. The global community experienced a second wave of the pandemic in early Fall 2020 and into Winter 2020-2021. This has had significant implications for human populations globally, including UNESCO stakeholders of relevance to the SACC evaluation, resulting in delays of UNESCO SACC-related activities. Bearing this in mind, the evaluation team adopted a flexible and adaptive approach, in order to deliver a high quality and timely evaluation, drawing on all appropriate resources, methods and technologies.
20. The three planned field visits were undertaken virtually. Not being on site to meet and see the interaction across Sectors, has inevitably limited the evaluation team's ability to collect rich data on UNESCO's activities as they unfolded on the ground. Nevertheless, thanks to open dialogue with UNESCO staff, and in particular those of the concerned FOs and the ERG, access to extensive UNESCO networks was readily available.

21. The scope of the evaluation was a limitation as the purpose was to assess the Strategy itself, and not all of UNESCO's climate change-related activities, which consist of 221 projects over the past four years across the five Major Programmes. As such, this evaluation has only touched on a sample of projects across the Major Programmes in drawing on empirical evidence for answering the relevant evaluation questions.

## 1.4 Report Organization

22. The evaluation is structured as per selected OECD-DAC evaluation criteria, with the primary question for each theme listed in **Exhibit 1.1**. These overarching questions aim to assess the relevance and effectiveness of UNESCO's role and contributions in the area of climate change, in particular whether having a dedicated strategy in addition to UNESCO's existing climate-relevant programming has yielded any benefits and whether such an approach should be sustained. The comprehensive list of evaluation questions is available in Appendix IX.

### **Exhibit 1.1 Primary Questions of this Evaluation**

**Relevance:** To what extent has the Strategy been relevant and aligned with other agendas and activities?

**Coherence:** How is the Strategy coherent within UNESCO as an Organization and in terms of its potential programmatic added value?

**Effectiveness:** To what extent have the objectives of the Strategy been achieved?

**Efficiency:** Have the resources allocated to the implementation activities for the Strategy, both through the regular programme resources as defined in UNESCO's Programme and Budgets, and through extra-budgetary resources, been used responsibly in generating appropriate value for money?

**Sustainability:** To what extent are the Strategy and the benefits achieved likely to be sustained over time?

23. The Evaluation of UNESCO's SACC (2018-2021) is organized as follows:

- **Section 1** presents the introduction, purpose and scope, and methodology of the evaluation.
- **Section 2** presents key findings pertaining to the relevance of the SACC.
- **Section 3** presents key findings pertaining to the coherence of the SACC.
- **Section 4** presents key findings pertaining to the effectiveness and impacts of the SACC.
- **Section 5** presents key findings pertaining to the efficiency of the SACC.
- **Section 6** presents key findings pertaining to the sustainability of the SACC.
- **Section 7** presents conclusions and recommendations.



## 2.Relevance

24. This section provides an analysis of the extent to which the Strategy has been relevant and aligned with other global agendas, including the 2015 Paris Agreement, Agenda 2030, the Sendai Framework for DRR and the African Union (AU)'s Agenda 2063. It also speaks to the degree to which UNESCO's Global Priorities and cross-cutting themes have been adequately integrated into the design of the SACC.

### 2.1 Global Climate Regime

**Finding 1: The SACC has contributed to UNESCO's relevance in relation to the international climate regime, by being aligned with the Paris Agreement, Agenda 2030, the Sendai Framework on DRR and Agenda 2063. The SACC's promotion of enhanced climate change programming within UNESCO has facilitated the contributions of its Major Programmes in components of all four agreements.**

25. The UN system and climate process came to the fore in the lead up to the meeting of the Conference of Parties of the UNFCCC (COP 15) in 2009. This was a turning point, where important decisions were taken by world leaders to accelerate global advocacy for sustainability and heighten efforts to reduce greenhouse gas (GHG) emissions. UNESCO started moving forward on climate change issues at this time with an Action Plan and a Strategy,<sup>7</sup> advanced through an intersectoral platform managed by a task team. A few years later, Agenda 2030, the Paris Agreement, the Sendai Framework and Agenda 2063 were developed, with agreement on each in 2015.
26. UNESCO's Major Programmes informed negotiations on each of these agreements. For example, the Intergovernmental Oceanographic Commission (IOC) had an influencing role in raising the profile of oceans and working with the United Nations Framework on Climate Change (UNFCCC) to bring this issue into the drafting of the Paris Agreement. Just over half of respondents interviewed for this evaluation at global scale in the natural sciences (including collaborating partners, such as the UNFCCC, the World Meteorological Organization [WMO] and Ocean Observatories) confirm this point, well-conveyed by one senior international expert interviewed for this evaluation:

"UNFCCC has an emerging issue of the ocean in climate change that controls the state of warming and the extent of build-up of Carbon Dioxide. Countries haven't really grasped this – UNESCO has helped to identify this and how marine life will be impacted by climate change. They have done a great job in highlighting this and bringing this issue into discussion."

27. The SACC was developed in 2016-2017, in response to Member States wanting to see UNESCO contribute its scientific, research and policy experience and expertise as part of the evolving global climate regime. The SACC was a key component of UNESCO's approach towards the Organization's greater action in this field. It was developed to enable a holistic approach to the climate crisis, supporting the development of synergies between its Major Programmes, designated sites and networks, intent on ensuring attention to both UNESCO's global priorities and priority stakeholders. The SACC makes cross references to the Paris Agreement, Sendai Framework and Agenda 2030, acknowledging the intended mutually supportive purpose and positioning of each.

### Paris Agreement

28. The SACC has been designed to align with the Paris Agreement, particularly Article 12 and Article 11. Article 12 speaks to the importance of enhancing climate change education, training, public awareness and public participation, and access to information. All five of UNESCO's Major Programmes and the IOC<sup>8</sup> have published significant literature on the links between their programmatic work and climate change, and in doing so, have helped raise awareness on multiple dimensions of this important issue. For instance, in relation to education, the UNESCO-led framework entitled "Education for Sustainable Development (ESD)" has integrated climate change awareness through teacher training and curriculum development.
29. The SACC refers to Article 11, speaking to the importance of capacity building in support of the implementation of adaptation and mitigation actions in countries that are vulnerable to the adverse effects of climate change, such as SIDS. Each Major Programme has led capacity-building projects. Notably, the SACC has specifically designated 19 of UNESCO's Category 2 Centres and Chairs working through the Earth Sciences as vehicles for strengthening institutional mechanisms for capacity building in relation to climate change and DRR. The decades of establishing these Centres and Chairs, and building knowledge systems to support Member States' capacities, have created an institutional architecture that advances UNESCO's work,

<sup>7</sup> UNESCO (2009) "[UNESCO Strategy on Climate Change](#)".

<sup>8</sup> The rest of the report will include the IOC when it refers to UNESCO's Major Programmes.

and in the case of the SACC, supports UNESCO in its implementation. In doing so, these Centres also address and advance UNFCCC goals.

## Agenda 2030

30. In relation to Agenda 2030, the SACC only explicitly refers to SDG 13 on climate action. Nevertheless, it has aligned UNESCO to support Member States in the implementation of other relevant SDGs as follows:

- **SDG 4:** Focuses on Quality Education, and target 4.7<sup>9</sup> specifically, in relation to ESD. As such, 4.7 has informed the entire C/5 Programme and Budget for the ESD programme.
- **SDG 13:** Focuses on Climate Action. UNESCO has used the SACC to encourage all Major Programmes to support “Member States to take urgent action to combat climate change and its impacts through education, sciences, culture and information and communication”.
- **SDG 14:** Focuses on the conservation and safe use of ocean, sea and marine resources. UNESCO has, through the SACC, mandated the IOC to implement SACC objectives by ensuring healthy ocean ecosystems and sustaining ecosystem services, effective early warning for ocean hazards, including tsunamis, and increasing resiliency and adaptability to climate change and variability. It is to draw on Regular Programme (RP) resources to finance these SACC-related activities, thus illustrating how aligned these two mandates are. The IOC’s main entry point for achieving this is through its contributions to the [Global Climate Observing System](#) (GCOS), through scientific contributions to the Intergovernmental Panel on Climate Change (IPCC), through the joint WMO-UNESCO ‘[World Climate Research Programme](#)’ and its own scientific programmes and tools, namely the [Global Ocean Observing System](#) (GOOS).
- **SDG 16:** Focuses on Peace, Justice and Strong institutions, and target 16.10 on access to information. UNESCO’s CI Sector has based its capacity-building work on climate-sensitive journalism and communication on this specific target and the SACC.

<sup>9</sup> Ensure all learners acquire knowledge and skills needed to promote sustainable development, including among others through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship, and appreciation of cultural diversity and of culture’s contribution to sustainable development.

## Sendai Framework on Disaster Risk Reduction

31. Of the global targets of the Sendai Framework, one is to substantially increase assistance to developing countries to complement their national actions and ensure access to multi-hazard warning systems and disaster risk information and assessment by 2030. The SACC refers to the Sendai Framework in relation to supporting Member States by providing a platform to enhance cooperation in knowledge sharing, policy advice and education for disaster preparedness. It outlines support through the development of risk reduction networks and warning systems inclusive of storms, landslides and floods. According to the SACC, the “IOC’s hazard warning system was developed in complete accordance with the Sendai Framework and is highly relevant in the context of SIDS and low-lying coastal countries.”<sup>10</sup> The IOC and Natural Sciences (SC) Sector are highlighted as the major drivers of this work. The Intergovernmental Hydrological Programme (IHP) work has been part of the SC’s contribution, providing not only scientific data and research materials but also tools and methodologies such as floods and drought early warning systems and climate-resilient methodologies.<sup>11</sup> The Culture Sector (CLT) is also identified for its role in preserving cultural heritage in DRR efforts.

## Agenda 2063

32. Since 2008, Africa has been a sustained Global Priority in UNESCO’s MTS (C/4) and its programmes and budgets (C/5). The SACC has aligned to the African Union’s Agenda 2063 with particular reference to Goal 2 in terms of “Well educated citizens and skills revolution underpinned by Science, Technology and Innovation” and Goal 7 “Sustainable development: Environmentally sustainable and climate resilient economies and communities”. The SACC emphasized on the role of the Major Programmes in supporting climate change on the African continent at both a regional and national level. In terms of adaptation, the IOC and SC were tasked with incorporating social and policy aspects into all ongoing climate related projects in the region. The IOC was mandated to develop the capacity of Member States in Africa through transfer of marine technology and science-informed policy advice. The IHP’s work on river basins and groundwater resources had a particular focus on transboundary aquifers and ground water systems to enhance resilience to climate disasters, including flood and drought and urban water needs.

<sup>10</sup> UNESCO (2017). SACC, p. 16.

<sup>11</sup> For further information on these methodologies, you may access the following publications: “the [Andean Glacier and Water Atlas: the impact of glacier retreat on water resources](#)” (2018), “[Droughts in the Anthropocene](#)” (2019), and “[Erosion and sediment problems: Global Hotspots](#)” (2019) and “[Addressing Water securities, water security, Climate Impacts and Adaptation Responses in Africa, Asia, Latin America and the Caribbean](#)” (2021).

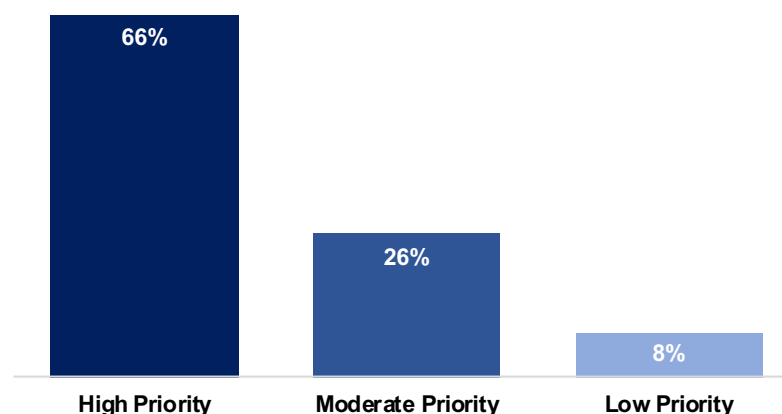
33. In a recent global survey administered to Member States in the context of this evaluation, African respondents indicated that UNESCO's climate change programming was relevant to their country commitments regarding international climate agreements. When asked whether they agreed that the design of UNESCO's climate change programming was aligned to their country's commitments to the three international frameworks above, the overall response rates were high for the 2015 Paris Agreement (UNFCCC) (89%), Agenda 2030-Sustainable Development Goals/SDG 13 (93%) and the Sendai Framework on DDR (86%). When asked whether UNESCO's knowledge products and policy advice had informed the drafting of their country's NDCs, there was a strong endorsement from African respondents with 76% agreeing to some extent that they had, of which 26% strongly agreed.

## 2.2 Awareness of the SACC

**Finding 2:** Climate change is ranked as a high priority amongst Member States. Nevertheless, while they are aware of the SACC, there is only a small number that are familiar enough with its content so as to inform their country actions specifically.

34. The UNESCO World Survey for 2030, which is a public survey that was conducted in 2020, found climate change and biodiversity loss to be the highest level of concern (67%) for citizens worldwide, with the main concern for climate change relating to increasing natural disasters (73%). These results were in line with the UN's global survey [UN75survey](#) (which saw 1.5M respondents from 193 countries) where climate change and the environment were together ranked as the 'number one global challenge' (n=608). This correlated with the results from a global survey of UNESCO National Commissions carried out for this evaluation where 92% of Member State respondents perceive climate change to be a moderate-to-high level priority (see [Figure 2.1](#)).

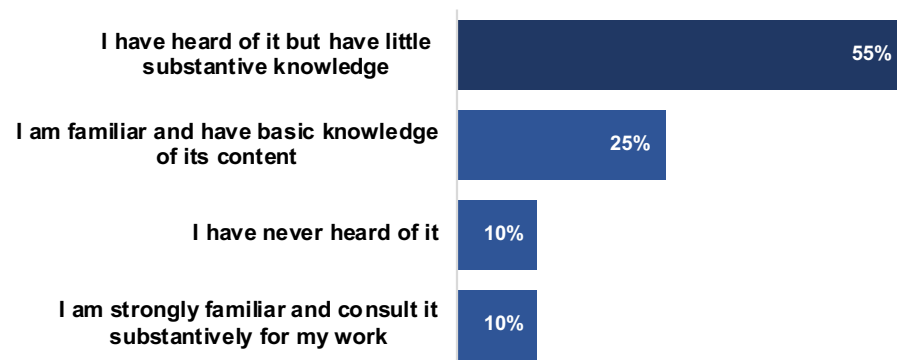
**Figure 2.1 Priority of Climate Change - Perception of UNESCO National Commissions'**



Source: UNESCO National Commission Survey

35. However, when probed about their degree of familiarity with the SACC, [Figure 2.2](#) below reports that 55% of respondents indicated having heard of it but having only limited knowledge of its content. The SACC itself has not been understood as a particularly relevant instrument in Member State's work with UNESCO. This is partially because it is not associated with a budget, implementation plan, or partnership strategy, which would make the SACC more visible to Member States. From a regional perspective, the SACC is perceived to have been most relevant in raising the profile of climate change in Africa and in Arab states, and the least in Latin America and the Caribbean (LAC). Virtual field missions undertaken in Harare, Kingston and Jakarta revealed that the SACC has been helpful for FOs in support of their resource mobilization and programmatic activities in providing an overall mandate for pursuing climate change activities at regional and country level. The SACC served as a high-level document and guide for UNESCO FO staff in the development of their own regional strategies.

**Figure 2.2 Level of familiarity of UNESCO National Commissions with the SACC.**



Source: UNESCO National Commission Survey

36. While the SACC itself has not been visible or particularly useful at country level, this must not be conflated with the perceived value and relevance of UNESCO's climate change activities at Member State level. Indeed, climate change activities on the ground are associated with UNESCO Regional Strategies and have been far more visible and appreciated by Member State and other local actors (as evident during field missions in Kingston and Harare, and according to survey results).

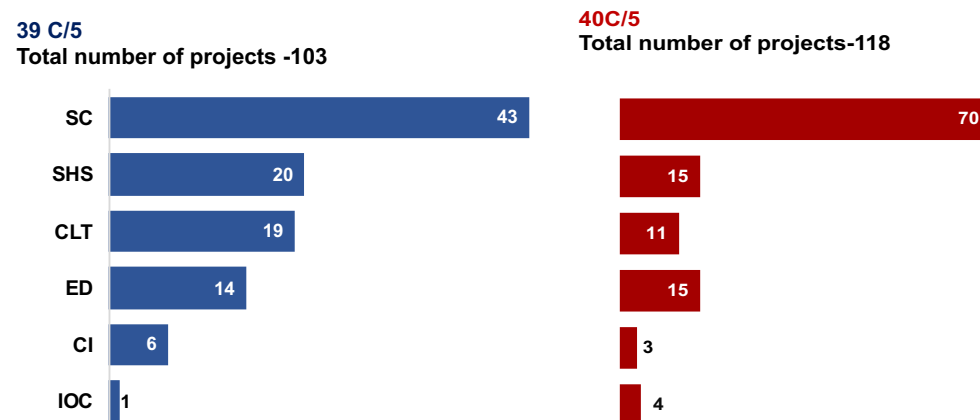
**Finding 3: The SACC has centred on four thematic areas. Member State respondents familiar with the SACC deem its four thematic areas to be relevant in helping guide them towards climate change adaptation and mitigation, although the fourth to a lesser extent.**

37. Respondents familiar with the SACC were asked to indicate which thematic area of focus within the Strategy was most relevant to the climate change work within their country. The four SACC themes, were considered relevant, ranking as follows, from the most to the least:

- 1) Climate education and public awareness programmes and policies,
- 2) Interdisciplinary climate knowledge and scientific cooperation,
- 3) Cultural diversity and cultural heritage safeguarding for climate change, and
- 4) Inclusive social development, intercultural dialogue & ethical and gender principles in relation to climate change mitigation and adaptation

38. This question has served as a proxy for identifying which Major Programmes have greater visibility at the Member State level while achieving the core objectives of the SACC. Both Education and Science-related SACC themes were rated as the most highly relevant to their climate change work (72% and 74% of respondents respectively) followed by safeguarding cultural heritage (64%). With respect to the fourth theme, which is the least tangible, only 47% of National Commissions deemed this as highly relevant.
39. It is curious that the ED and SC sector themes of the SACC were rated as equal in being most relevant, when in reality, based on the SISTER reports available, SC has implemented far more projects in the period under review (2018 to June 2020) with a total of 113 projects having been explicitly tagged as contributing to the implementation of the SACC. According to [Figure 2.3](#) below, the ED Major Programme with the fourth highest number of projects has had greater visibility at Member State level in relation to climate change than all other Major Programmes except SC

**Figure 2.3 Number of climate change-related projects per Sector in the 39C/5 and 40C/5**



Source: SISTER Reports

40. This was also corroborated by key informant interviews who had seen the visibility of these two Sectors from the vantage point of being actors in the international climate regime and those from collaborating UN agencies (with the latter on ED, in particular). One key informant from a collaborating UN agency illustrated this point, noting:

“The Role of UNESCO is helping governments to integrate climate change into the curriculum and working with education institutions, working with the skills and knowledge of teachers... The role of UNESCO is helping to mainstream climate change and create capacities in this process.”

41. The greater visibility of the SC and ED Major Programmes at Member State level for climate change programming has been confirmed through the Jakarta and Harare field missions pointing to SC and ED activities featuring more prominently than any other Programme in scope of activities as well as emergent outcomes at country level. (See Appendices IV, V and VI for additional detail in field mission reports.)

## 2.3 On Addressing Drivers of Climate Change

**Finding 4:** The SACC has favoured a more consistent approach to promoting climate adaptation as compared to mitigation. SACC's limited pronouncements on the energy sector and the fossil fuel industry have made it more relevant in raising awareness about climate change and in informing adaption, but less salient in addressing the driving forces behind climate change

42. The SACC has focused its vision for change and climate action on adaptation rather than mitigation. This reflects UNESCO's strengths in established scientific networks, with demonstrated expertise in water, oceans, and science more broadly. This is reflected in the type of activities that have been designed across most Major Programmes. For instance, the SC Sector, through IHP, and IOC have made significant contributions to UNESCO's scientific research on water in relation to adaptation. The SACC is more silent on the energy transitions required to move towards less carbon-intensive industrial actions. In steering away from the energy sector, the Strategy is quiet in terms of confronting some of the primary causes of climate change. For example, UNESCO's advocacy in engaging with private sector entities has been more in the area of adaptation, as well as the innovation and

technological strengths that the private sector can provide. A key informant from one of the Designated Sites corroborated this view in stating:

“The Paris Agreement is based and focused on mitigation strategies. The UNESCO Strategy is focusing on adaptation, not much on mitigation. This means indirectly, UNESCO's Strategy is supporting international regimes but in terms of mitigation, it is not enough.”

43. Rather than targeting the private sector as cause and solution in terms of mitigation, UNESCO has focused on the power of individual practice and social behaviour more broadly, as a shared problem to be addressed. This is well reflected in [the Changing Minds Not the Climate](#) brochure.<sup>12</sup> To transition to low carbon societies, UNESCO frames, advocates for, and supports a changing mindset at multiple levels through ideas, knowledge, people, communities, and culture in a holistic approach for addressing the main drivers of climate change (e.g. overconsumption and pollution). The 'Management of Social Transformation (MOST)' schools programme, driven by the Social and Human Sciences (SHS) Sector is an example of UNESCO's efforts to have positive impacts on future behaviour by raising public awareness and strengthening the connection between research, policy, knowledge and action.
44. This approach remains relevant to Member State priorities in relation to climate change but may need a shift of focus going forward into the next 41C/4 and 41C/5. The evaluation's survey of National Commissions reflected a growing number of regions calling for UNESCO to put greater emphasis on energy transition and GHG emission reduction. This prioritization differed according to the socio-economic status of the region. More affluent regions, such as Europe and North America, Asia and the Pacific and Latin America and the Caribbean (LAC) focused on mitigation and greenhouse gas (GHG) emission reduction or transition to a low-carbon economy as their top priority. Still, the LAC region referred to adaptation with a focus on disaster preparedness as one of their top three priorities in relation to climate change. African respondents also valued mitigation but with a focus on changing ecosystems (e.g. biodiversity), forest management and agriculture. The Arab States also prioritized adaptation in the context of water scarcity and the implications for agriculture.

<sup>12</sup> UNESCO (2019) Changing Minds Not the Climate.



## 3. Coherence

45. This section highlights how the SACC has brought coherence to UNESCO's Major Programmes by outlining how it has approached intersectoral collaboration and where some of the challenges have been. It introduces how Major Programmes work across most affected countries and across priority stakeholders. Finally, the section discusses the influence of the SACC on greening UNESCO itself.

### 3.1 Synergies and Cooperation Between Sectors and the IOC

**Finding 5: The SACC has aimed to encourage intersectorality. This has been well translated through the 39C/5 and 40C/5 Expected Results, which encouraged collaboration across Major Programmes where their disciplines have been actively engaging in climate change programming**

46. The SACC was designed to bring coherence to UNESCO's climate change engagement, as per priorities of the C/4 and C/5. The Strategy was created to prevent a fragmented approach in an area that was of increasing importance to the Organization. Climate action is specifically mentioned in the 39 and 40C/5 through the Natural Sciences' Sector's Main Line of Action 2<sup>13</sup> and the IOC's expected result.<sup>14</sup> This would seem to suggest that climate action is only the purview of these two Sectors. However, through the SACC, the Organization sought to create indirect linkages with other Sectors' existing activities and priorities. Thus, the Education Sector's ER6 on ESD, the SHS's ethical mandate through its ER2, the CLT Sector's work around the protection of culture in emergency situations as made explicit in ER5, and CI's ER2 on effective media responses to disasters, could all feed into collaborative climate action. The Strategy encouraged cooperation in defining the objectives of the C/5 in a cross-cutting manner with a view to presenting the

<sup>13</sup> MLA 2: "Advancing Science for sustainable management of natural resources, disaster risk reduction and climate change action", with three dedicated expected results focusing on management of geohazard risks, sustainable management of natural resources and the use of UNESCO designates sites as learning sites.

<sup>14</sup> ER1: Science-informed policies for reduced vulnerability to ocean hazards, for the global conservation and sustainable use of oceans, seas and marine resources, and increased resilience and adaptation to climate change, developed and implemented by Member States, towards the realization of Agenda 203

comparative advantages of the Organization in relation to addressing climate change challenges. This was designed to align UNESCO with other UN bodies and avoid overlapping mandates.

47. Major Programmes have pursued interdisciplinary and intersectoral approaches on climate change. For instance, UNESCO's designated sites are a very important niche for the Organization in having feet on the ground. They support concrete on-site work on climate change by providing living laboratories for promoting scientific cooperation. These include the World Network of Biosphere Reserves (BRs; 714 sites in 129 countries), the 1972 World Heritage Convention (WHC) and its 1,121 properties listed for their Outstanding Universal Value in 167 countries, as well as the 161 UNESCO Global Geoparks in 44 countries.<sup>15</sup> These all provide a rich network of sites as platforms for promoting innovative approaches to address climate change, in an overall sustainable development context. As one key informant from the Indonesia field mission for this evaluation noted:

"These designated sites provide useful platforms to apply and test climate monitoring, mitigation and adaptation, and to raise awareness on climate change impacts on human societies, cultural diversity, biodiversity, ecosystem services, and the world's natural and cultural heritage. No other UN body has such network of sites and such power to reach people at the site-level."

48. Other positive examples of collaboration include the combined efforts of the IOC and SC Sector in raising awareness regarding the Convention on Biological Diversity (CBD) and how the oceans' biodiversity and marine life are being impacted given current pollution levels. The IOC has shifted the discussion from climate change impacts on land and biodiversity to a wider understanding of impact on oceans, marine life, fisheries and aquaculture, signalling an urgent need for controlling GHGs and other pollution. UNESCO has been a central player in generating widespread acceptance of this critical issue, bridging policy makers and scientists through science/policy nexus work, as well as through public dissemination of insights from their prolific body of publications.<sup>16</sup>

<sup>15</sup> These numbers are extracted from UNESCO's website, as of March 2021.

<sup>16</sup> These include UNESCO publications such as: the Report on [Water Ethics: Ocean, Freshwater, Coastal Areas](#) (2018), [The World Water Development Report 2020: Water](#) and [Climate Change \(2020\) and Policy briefs and reports on indigenous knowledge and climate change in Africa](#) (2018).

**Finding 6: The SACC's objective of promoting greater intersectoral collaboration has been constrained by pervasive siloing across the Major Programmes, particularly at Headquarters. However, the integration of a new cross-cutting objective on environmental preservation in the next 41C/4 raises the prospect of greater interdisciplinarity and cross-sectoral collaboration and constitutes a positive step forward in mainstreaming climate change at UNESCO.**

49. The overarching objective of encouraging cross-sectoral collaboration and interdisciplinarity has been harder to achieve in practice. The 2019 Synthetic Review of Evaluations noted that "insufficient human and financial resources have limited the potential for intersectoral cooperation and that it has not yet been fully realized across several thematic areas."<sup>17</sup> This was confirmed through key informant interviews with representatives from all Major Programmes at UNESCO HQ. They indicated that the challenge of implementing the Strategy stemmed from the culture of the Organization, the siloed nature of UNESCO's organizational architecture, and the lack of incentives for such collaboration. As one key informant from a Major Programme stated:

"One of the problems of why we are not tapping into the multidisciplinary approach...we are siloed in Sectors and even within own Sectoral Programmes..., someone ...will rarely work beyond their themes unless there is a stronger mechanism."

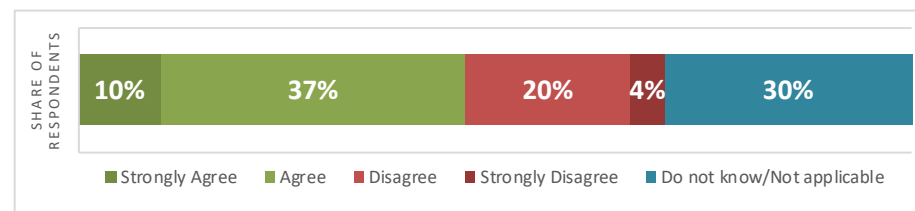
50. Limitations of the SACC in promoting behaviour change across UNESCO's Major Programmes towards greater cross-sectoral collaboration can also be ascribed in part to the informal nature of the coordinating mechanisms put in place, i.e. the UNESCO Task Team on Climate Change. This is discussed in greater detail in the efficiency section below. Overall, intentional structures and a heightened institutional culture of sharing, programming and learning would be required to increase coordination on climate change action between Major Programmes.

51. The siloed culture at UNESCO's HQ is partially being overcome in FOs, as witnessed during field missions for this evaluation. At the Harare Office, a culture of sharing and collaboration has been instilled through weekly meetings across all Major Programmes, enabling interdisciplinary work. Thus, when the Kenneth and Idai cyclones hit Southern Africa, the Harare Office drew on support from all five Major Programmes to address disaster management (see Appendix IV on the Harare field mission).

<sup>17</sup> See p.6 of the Review.

52. Yet, even at FO level, there are important inconsistencies. The UNESCO National Commission survey results offer a more nuanced view of the Organization's support to advance transdisciplinary dialogue, with nearly half (47%) of respondents agreeing that UNESCO's encouragement of sectoral collaboration has fostered interdisciplinary approaches to climate change programming in their country (Figure 3.1). Results suggest that interdisciplinarity is highest in Africa, followed by Arab States, and Europe and North America. Conversely, LAC respondents presented significantly lower levels of agreement on this matter. It should also be noted that nearly a third (30%) of respondents were unaware of efforts in this area.

**Figure 3.1 UNESCO's encouragement of sectoral collaboration has fostered interdisciplinary approaches to climate change programming in my country**



Source: UNESCO National Commission survey

**Finding 7: The siloed culture across UNESCO's Major Programmes has prevented the Communication and Information sector from performing its role in data analytics and communication between the Sectors.**

53. The pursuit of greater cross-sectoral collaboration globally was hampered by the Communication and Information (CI) Major Programme's limited ability to fulfil its purpose. This was in part due to its limited capacity, which has contributed to a siloing amongst Major Programmes at HQ in communicating Climate Change achievements themselves. The CI has the mandate to work on open solutions for ensuring that findings of the Organization's scientific research remain in the public domain, and to guard against disinformation on climate change. CI has a key role to play in disseminating information related to climate change effects and mitigation measures, stemming from CI's own mandate of facilitating access to information,

training journalists, addressing issues around freedom of expression, and more. It is also looking to identify new technologies for empowering the global community and enabling better adaptation to climate change impacts. The CI Sector has been working on climate change issues in fora such as, inter alia, the UN's World Summit on Information Society, Open for Good Alliance, Federation of Environmental Journalists, and others. Intent on overcoming limitations due to organizational siloing, the CI Sector has been working closely with FOs to fill a communications capacity gap that has been found to exist at that level.

54. The ability for CI to play its designated role in supporting implementation of the SACC has been hampered by fragmentation between the Major Programmes and their own implementation of the SACC. Given limited collaboration between the Major Programmes, there have only been nine CI climate-related projects implemented to support the SACC's objective of intersectoral collaboration. Part of the difficulty in the CI performing its role is that the Major Programmes have been slow to respond to the collaborative approach envisaged by the SACC. As a representative within UNESCO at HQ noted:

"Climate change is interesting but not a priority, education was the priority. World Heritage is what UNESCO was known for. Even in the Science Sector, climate change was not the core, but rather science policy and capacity building in science. People only realized recently that climate change had to be part of their programming and to be mainstreamed."

55. The next C/4 and C/5 can help strengthen the collaboration of Sectors on climate change by supporting the CI Sector to play a significant role in disseminating knowledge to key stakeholders and uses of UNESCO's policies, products and services.

## 3.2 Integrating Cross Cutting Themes

**Finding 8:** The cross-cutting themes focusing on Africa, women and gender equality, youth, Indigenous Peoples and knowledge, SIDS, and other affected and marginalized groups have been well structured into the design of the SACC, but variably integrated into UNESCO's climate change programming.

56. Climate change disproportionately affects marginalized groups and populations. The SACC has placed a premium on ensuring alignment of its climate change programming with existing UNESCO strategies aimed at addressing the inclusivity and empowerment of priority stakeholders. In the development of its SACC, UNESCO has made reference and commitment to the realization of its Global Priorities and Strategies related to such groups and populations, including on Africa, women and gender equality, youth, Indigenous Peoples and knowledge, and SIDS in particular.
57. The SACC makes specific reference to the Global Priority Africa, Global Priority Gender Equality, the *UNESCO Operational Strategy on Youth (2014-2021)*, the *UNESCO Policy on Engaging with Indigenous Peoples*, and the *UNESCO SIDS Action Plan*. It has sought to develop greater coherence on climate action within UNESCO by providing guidance to staff on how the Major Programmes should integrate priority stakeholders in the design and implementation of their climate change activities. In so doing, it has brought greater coherence to the Organization by bringing existing standalone Global Priorities and Strategies into one climate change focused Strategy, in line with UNESCO's C/5.
58. While a more detailed effectiveness analysis is presented in the next section of this report, the following outlines SACC alignment with the Global Priorities and Strategies.
59. In relation to the Global Priority for Africa, the SACC has been designed to align with several goals of the Agenda 2063. This has been put into practice through Regional Strategies that have ensured their climate change components speak to continental and subregional strategic priorities. In order to help African Member States achieve climate resilient economies and communities (Goal 7 of Agenda 2063), UNESCO's SC Major Programme brought the IHP and DRR segments of the C/5 together to address climate change-related water issues, including through prediction planning for drought and floods.

60. Gender Equality has been one of UNESCO's Global Priorities since 2008. It is featured in the SACC as a thematic action focus area and as a Global Priority. This integration of gender equality in the SACC is aligned with the approach of different international agreements and declarations, such as the 2030 Agenda for Sustainable Development, the Paris Agreement, the Sendai Framework, and many more. The SACC is also in line with the *Revised UNESCO Priority Gender Equality Action Plan for 2014-2021 (GEAP II)*, as it promotes the mainstreaming of gender equality considerations throughout its climate actions.
61. Youth have been prioritized in the SACC through explicit alignment with the *UNESCO Operational Strategy on Youth (2014-2021)*. The SACC has promoted its Major Programmes to work through Member States and cluster/regional offices to establish youth networks active in climate change activities that are keen to work collaboratively to use UNESCO's networks and platforms to share their vision for how to change policies and practices at a local, national and global level.
62. Indigenous knowledge is approached in the SACC in relation to *UNESCO's Policy on Engaging with Indigenous Peoples*. The SACC has put special emphasis on linking Indigenous knowledge to responses to environmental change with a focus on vulnerable regions, such as sub-Saharan Africa, SIDS and the Arctic.
63. SIDS benefit from a dedicated section in the SACC (Section IV.3), creating links with the *UNESCO SIDS Action Plan*, which proposes a set of objectives and follow-up actions to address their unique vulnerabilities and challenges. This outlines how UNESCO will engage with the implementation of the SIDS Accelerated Modalities of Action (SAMOA) pathway.

### 3.3 Greening UNESCO

**Finding 9:** The SACC has been intentionally silent on how UNESCO should address carbon neutrality. Nevertheless, UNESCO has made great strides on carbon neutrality institutionally. Emerging HQ guidance is being harmonized with how FOs are actually transforming their day-to-day practices to reduce their carbon footprint.

64. At the time of drafting, unlike its predecessor in 2008, the SACC was silent on UNESCO's own carbon neutrality and the measures it would adopt to mitigate climate change within UNESCO itself, choosing to focus exclusively on the support UNESCO could provide to Member States to help them address adaptation and mitigation to climate change at the national level. In this sense, the SACC was deliberately outward-looking rather than inward-looking, partially because none of the Programme Sectors were responsible for internal sustainability at the time. While some Member States had raised this point in years preceding the SACC, it had been agreed informally that UNESCO would still strive to reduce its carbon footprint. Nevertheless, omitting a more formal commitment to addressing carbon neutrality internally in the design of the SACC was a missed opportunity for affirming and achieving greater coherence with UNESCO's outward commitments to addressing Climate Change.
65. UNESCO had been participating in the Greening the Blue Initiative since 2010. The latest 2020 edition of the UN's [Greening the blue](#) report outlines how country FOs should operate to address carbon neutrality in their operations. UNESCO drew on this guideline, while committing to the [UN Strategy for Sustainability Management 2020-2030](#).<sup>18</sup> In UNESCO's efforts to comply with the UN Strategy, there have been notable achievements as presented in [Figure 3.2](#) below. UNESCO also created a temporary position of Environmental Sustainability Manager in the Section for Administration and Management. This not only showcases the Organization's commitment to tackling climate change but has helped push this agenda forward internally. The position is proposed as a fixed-term post in the proposed 41 C/5.

<sup>18</sup> Part II of the UN Strategy is expected to be adopted by the UN Chief Executive Board for Coordination in September 2021, which focuses on sustainability in programmes and projects. UNESCO's future climate action strategy will most likely have to take this into account.

**Figure 3.2 Towards a greener UNESCO**

 Policy shifts	 Key actions	 Communication
<ul style="list-style-type: none"> <li>-Environmental Management System (EMS) <b>Roadmap</b> adopted</li> <li>-As of 2020, UNESCO has undertaken complete <b>environmental inventories</b> – including data from all FOs and Category 1 Institutes</li> <li>-Cross-sectoral <b>EMS Working Group</b> established (60 staff)</li> <li>-A <b>temporary post</b> created in ADM in April 2020 – Environmental Sustainability Manager</li> <li>-Creation of a <b>Special Account</b> for Environmental Action in June 2020<sup>19</sup></li> <li>-New <b>Environmental sustainability chapter</b> in the Administrative Manual<sup>20</sup></li> </ul>	<ul style="list-style-type: none"> <li>-UNESCO <b>carbon tax</b> on air travel levied 18,438 USD since Oct. 2020<sup>21</sup></li> <li>-Collective <b>recycling bins</b> at HQ</li> <li>-HQ runs 100% on <b>renewable electricity</b> since Jan. 2021</li> <li>-30 staff in Paris participated in the 2020 <b>World Clean Up Day</b></li> <li>-<b>Urban vegetable garden</b> created in 2020 with workshops &amp; food baskets regularly distributed to 50 staff</li> </ul>	<ul style="list-style-type: none"> <li>-<b>Staff Guide</b> for a Green UNESCO published in 2021</li> <li>-<b>Young UNESCO “Act Now” Campaign</b> to encourage green practices in the office</li> <li>-Creation of a “<b>sustainable UNESCO” intranet page</b> accessible to all UNESCO staff, including good practices from UNESCO Field Offices</li> <li>-<b>Monthly newsletters</b> on UNESCO climate-relevant activities disseminated to staff since May 2020</li> </ul>

Source: ‘Sustainable UNESCO intranet page’ and news publications on the UNESCO website.

<sup>19</sup> The purpose of the account is to “accommodate income and expenditure (...) to reduce or compensate the negative impact on the environment of programme activities and operations under the Organization” - see [210EX/Decisions](#) and [210EX/31](#), Annex.

<sup>20</sup> For the time being, this chapter exclusively refers to the carbon tax. Additional provisions should be included in the future to incorporate environmental considerations for other aspects of UNESCO’s work practices and management that may impact the climate (e.g. procurement process, office printing, etc.)

<sup>21</sup> Funds available as of 20 May 2021. Approximately 3% of all flight ticket costs sponsored by UNESCO will be collected by ADM in the form of a carbon tax. These funds will be directed to the Special Account for Environmental Action to fund measures aimed at achieving carbon neutrality.

## 4. Effectiveness and Impact

66. This section outlines the role played by the Strategy in enhancing climate change programming across Major Programmes. It outlines UNESCO's performance against the four thematic focus areas of the SACC and in doing so, highlights the contributions of Major Programmes. The section provides insights on Global Priorities and Strategies, with respect to impact on the primary intended beneficiaries, stemming from the SACC.

### 4.1 UNESCO as a Climate Action Champion

**Finding 10:** The SACC has raised the profile of UNESCO's engagement on climate change by providing a mandate with strategic guidance. It has provided a broad umbrella for the development of Regional Strategies with climate change components. These Regional Strategies have contributed to an increase in climate change programming at FO level

67. Since 2018, there has been an increase in climate change programming across the Major Programmes, which illustrates the increase in budget allocations to climate-related initiatives, in particular at country level. For instance, nearly all of the Jakarta FO's planned projects for the 40C/5 currently refer to climate change. This is attributed to the growing concerns about climate change and subsequent increasing demand for climate change activities. The ED programme has been particularly effective in raising awareness through its formal education systems, as highlighted below by a collaborating UN partner:

"The role of UNESCO is crucial on climate change recommendations, and to integrate climate change into the curriculum. They are supporting governments to integrate climate change into the curriculum and working with education institutions, working with the skills and knowledge of teachers. The education approach is reaching not only the education community but also the local communities. The role of UNESCO is helping to mainstream climate change and create capacities in this process."

68. Nevertheless, its sister UN agencies such as United Nations Environment Programme (UNEP), United Nations Development Programme (UNDP) and United Nations International Children's Emergency Fund (UNICEF) have large programmatic budgets available for implementation at the Member State level and have devoted significant resources to public relations and results frameworks associated with demonstrating their developmental achievements. UNESCO by comparison, is a modest organization, particularly with respect to country level programming. It is not sufficiently proactive in raising its profile about its achievements. The Division of Public Information and the Programme Sectors themselves have important roles to play in raising the visibility of the significant contributions that UNESCO's Major Programmes have made in their climate change activities. These achievements, while largely the result of the implementation of the 39C/5 and 40C/5, have been facilitated by the SACC, as discussed in the remainder of this section of the report.

### 4.2 Achieving Strategic Objectives

69. One of the key objectives of the SACC has been to support UNESCO's Member States through its Major Programmes in achieving Agenda 2030. This section focuses on the areas where this evaluation has seen the most prominent climate-related contributions in reference to specific targets for SDG 4 (Education), SDG 13 (Climate Change), SDG 14 (Oceans) and SDG 16 (Peace, Justice & Strong Institutions). These remain, however, largely at output level. The section below outlines UNESCO's achievements to date for these SDGs and their respective target areas, as relevant to each thematic area of the SACC.

#### 4.2.1 Climate Change Education & Public Awareness

**SDG 4.7: Ensure all learners acquire knowledge and skills needed to promote sustainable development**

70. UNESCO's ED sector is one of the main global entities working on climate change education. It has leveraged its established association of networks of 11,000 schools (the ASPnet) to bring climate change into school curricula. UNESCO is facilitating global and regional coordination of the Education 2030 Agenda, while monitoring and reviewing progress towards SDG 4. The Education Sector is also supporting the Multilateral Education Platform to facilitate cooperation across multilateral partners in education and the SDG-Education 2030 Steering Committee.<sup>22</sup>

<sup>22</sup> UNESCO Executive Board (2020) Follow-up to Decisions and Resolutions adopted by the Executive Board and the General Conference at their previous sessions – Part I: Programme Issues p.5.



71. One of the UNESCO ED sector's contributions to the work with educators has been to establish links with other related global agendas and establish successful cooperation mechanisms. By way of example, through collaboration with the United Nations Alliance on Climate Change Education<sup>23</sup>, UNESCO has developed [guidelines](#) on how to integrate strong education commitments in Member State's NDCs under the Paris Agreement during the 2020 NDC review process.<sup>24</sup> This guide contributed to the UNFCCC regional online meetings. According to a collaborating UN agency, "this contribution changed the approach around participatory education and climate change". The UNFCCC also recognizes the UNESCO-led framework ESD: Towards achieving the SDGs as guiding advances towards target 13.3 and target 4.7.
72. Multiple programmes developed by UNESCO and its partners have further contributed to advancing target 4.7, including the 'Global Action Programme on ESD', which trained two million educators and exposed 26 million learners to the ESD curricula and special projects in formal and non-formal settings.<sup>25</sup> Lastly, a UNESCO project piloted in 258 schools from 25 countries between 2016 and 2018 supported these schools in adopting a "Whole-Institution Approach to Climate Action". Sustainability was integrated in every school aspect, involving nearly 240,000 students and an additional 14,000 teachers.<sup>26</sup> These attest to UNESCO's unique positioning in leveraging its expertise and networks to advance climate education.

23 In response to the increasing impact of climate change on development and security issues, a number of UN organizations built an alliance with collaborating governments to help build green and climate-resilient societies. These included: FAO, UNEP, UNESCO, UNFCCC, UNICEF, UNITAR and the WMO. The alliance is to provide a meaningful, result-oriented and effective international cooperation in support of action on climate change education, training, public awareness, public participation and access to information.

24 UNESCO, 2020. "Follow-up to decisions and resolutions adopted by the Executive Board and the General Conference at their previous session" . . . . Position: 2237-3076, p. 3

25 UNESCO Executive Board (2020) Follow-up to Decisions and Resolutions Adopted by the Executive Board and the General Conference at their Previous Sessions - Part I: Programme Issues. p. 1.

26 See more: <https://aspnet.unesco.org/en-us/whole-school-approach-to-climate-change> and <https://aspnet.unesco.org/en-us/climate-education-education>

### **SDG 13.3: Improve education, awareness-raising, human and institutional capacity on climate change mitigation, adaptation, impact reduction and early warning**

73. Exclusively the purview of the ED Sector, UNESCO's efforts to improve climate education have already been outlined above. However, as regards awareness-raising, all Major Programmes have played an active role. UNESCO supported around 60 Man and the Biosphere (MAB) Youth in attending the United Nations Youth Climate Summit to share their experiences of how biodiversity and ecosystems were intertwined with humanity, and voice how important it is to them that they be preserved. The SC Sector has also used its designated sites (i.e. BRs and Global Geoparks) to raise awareness, whilst the CLT Sector increasingly uses its World Heritage sites (WHS) as observation sites. Given the strong popularity amongst the public of these sites, this provides a communication opportunity for UNESCO to increase visibility for its climate action. A very specific example on using sites as observatories and for awareness raising is the new Urban Heritage Climate Observatory initiative.<sup>27</sup> UNESCO's three-year Green Citizens campaign<sup>28</sup> showcases the impact of exemplary citizens promoting the preservation of biodiversity, water sources, oceans and the use of education and indigenous knowledge to tackle the challenges of climate change.
74. The Organization's many knowledge products, whether produced by the IOC, SC or CLT<sup>29</sup>, have also highlighted the effects of climate change on the planet, the oceans, livelihoods, cultural and natural heritage to not only inform policy makers' decisions but also to raise awareness among the general public.
75. Additionally, UNESCO has used its experience as a capacity-builder to build skills at both the institutional and grassroots levels. The IOC regularly organizes trainings around ocean hazards and the use of its datasets to identify and analyse risks and changing patterns. Finally, UNESCO developed a series of youth-led climate change training workshops for the Indian Ocean and South China Sea (AIMS) region within the regional SIDS Youth AIMS Hub Climate Action Initiative.<sup>30</sup>

27 See more here: <http://whc.unesco.org/en/events/1588>

28 See more here: <https://www.unescogreencitizens.org/>

29 See more here: <https://whc.unesco.org/en/climate-change-marine/> and <https://whc.unesco.org/en/climatechange/>

30 UNESCO Executive Board (2020) Follow-up to Decisions and Resolutions Adopted by the Executive Board and the General Conference at their Previous Sessions - Part I: Programme Issues.

### SDG 16.10: Ensure access to information & protect fundamental freedoms

76. Access to accurate information about climate change is vital to convince decision makers and citizens across the world of its significant impact and the urgent action needed to develop measures to mitigate it. Yet, disinformation, meaning falsehoods designed to undermine the validity of scientific evidence, permeates the sphere of climate change. This may delay or even hinder efforts to respond to climate change. As the custodian for SDG 16.10, the CI Sector used its mandate in journalism education to develop open access handbooks for journalists on how to report on climate change in Africa (2013), Asia & the Pacific (2018) and the Caribbean(2020)<sup>31</sup>. However little seems to have been done to raise awareness among the general public. The CI Sector's large potential outreach through its focus on media and information literacy and universal access to information remains untapped and should be further explored.

## 4.2.2 Climate Knowledge & Scientific Cooperation

### SDG 13.1: Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries

77. UNESCO has developed several tools to increase resilience, particularly in relation to hazards and natural disasters, such as the Climate Risk Informed Decision Analysis (CRIDA) training. Several of these tools directly focus on minimizing impacts on the education system in vulnerable states. Achievements in minimizing these impacts are notably reflected in schools in seven countries, namely Laos, Haiti, Peru, Mozambique, Italy, El Salvador and Indonesia. These schools are now providing safer learning environments for over 500,000 students following the adoption of the UNESCO-developed guidelines to assess the safety of school buildings against natural hazards ([VISUS](#)).

78. The SC Sector has also implemented demand responsive and informed frameworks for climate change induced DRR, climate-friendly campus development, and the application of citizen science for knowledge democratization in Africa, Asia, and Latin America.<sup>32</sup> The CLT Sector trained culture and disaster management

31 See relevant publications here: <https://en.unesco.org/unesco-series-on-journalism-education>. The Handbook for the Caribbean, further discussed in the Kingston field mission report in Annex V, is soon to be published.

32 UNESCO Executive Board (2020) Follow-up to Decisions and Resolutions Adopted by the Executive Board and the General Conference at their Previous Sessions - Part I: Programme Issues. p. 2.

professionals in the Caribbean on how to preserve cultural sites in cases of emergencies, specifically climate change-induced threats such as hurricanes, cyclones and tsunamis (Appendix V).

### SDG 13.2: Integrate climate change measures into national policies, strategies and planning

79. In addition to actions advancing DRR, UNESCO has developed numerous tools and guidelines to support and guide the integration of climate change measures in Member States' policies, strategies and planning<sup>33</sup>, including policy briefs and databases such as the GOOS. However, as seen in [Figure 4.1](#), results associated with this have featured relatively low in the list of areas in which UNESCO has had national influence.

**Figure 4.1 Extent of UNESCO's influence on national climate change policies and programming**



Note: Score attributed by Member States on a scale from 1 to 4; Source: UNESCO National Commissions survey.

33 UNESCO will notably prepare a global report providing guidance for policy makers regarding the integration of environmental issues in education policies and curricula. UNEVOC has also developed a practice guide for TVET institutions including greening of campus, curriculum, research, community, and workplace approach. For example, Madagascar received support to develop its National Policy on Employment and Vocational Training (2016-2021), and Togo was supported to develop its first TVET policy.

### SDG 14: Conserve and sustainably use oceans, seas, and marine resources

80. The IOC is the designated custodian agency for two SDG 14 targets. The first is related to addressing the impacts of ocean acidification (SDG Target Indicator 14.3.). In late 2019, the IOC Secretariat launched the SDG 14.3.1 data portal, which facilitates data collection and national reporting.<sup>34</sup> The IOC plays a coordination role to help synthesize this information in tracking global performance against this indicator.
81. The IOC also plays this role in relation to target 14.7, which deals with ocean science capacity and the transfer of knowledge on marine technology. The CLT Sector, through its World Heritage Marine programme and the 2001 Convention Secretariat, has also explored manners through which to highlight the negative effects of climate change on underwater cultural heritage and further raise awareness on these issues.<sup>35</sup>

### 4.2.3 Cultural diversity and cultural heritage safeguarding

82. The CLT Major Programme has been recognized by the Multilateral Organization Performance Assessment Network (MOPAN) assessment of UNESCO for enhancing intersectoral work. The assessment noted that "achieving the SDGs require interdisciplinary approaches."<sup>36</sup> CLT's interdisciplinary work with the SC Sector on biodiversity and climate change (SDG 13, 14 and 15) was listed among the examples of good practices<sup>37</sup>, and the Culture Sector continues to collaborate with other UNESCO entities when appropriate. For instance, it has collaborated with the SC Sector through an intersectoral flagship initiative to raise awareness on the links between cultural and biological diversity. The World Heritage Marine Programme, in collaboration with the IOC, produced the *Coral Reef Assessment* study.

34 UNESCO Executive Board (2020) Follow-up to Decisions and Resolutions Adopted by the Executive Board and the General Conference at their Previous Sessions - Part I: Programme Issues. p. 4

35 Find more information on the World Heritage Marine Programme at: <http://whc.unesco.org/en/marine-programme/>

36 MOPAN (2018) [UNESCO 2017-2018 Assessment Report](#)

37 UNESCO (2016) Strategic Results Report.

83. The SACC helped encourage greater exchange and brought more attention to heritage sites in terms of disaster risk management. Through its [Culture in Emergencies](#) initiative notably, the Culture Sector has underlined the importance of culture in addressing the climate change crisis. Accordingly, UNESCO has advocated for the inclusion of culture in Post-Disaster Needs Assessments in the wake of natural disasters and has been involved in several exercises.<sup>38</sup> Through the Heritage Emergency Fund, it financed training, like the one in Kingston, to prepare humanitarians and culture specialists to natural hazards whose frequency will likely increase as a result of climate change, and equip them with the appropriate tools and mechanisms to ensure cultural artefacts are properly safeguarded (see Appendix V). This promotion of heritage safeguarding in relation to DRR has led to UNESCO's influence on international agreements in relation to culture increasing. The Sendai Framework now includes heritage sites in its international disaster policy documents.
84. Finally, the CLT Major Programme has made significant contributions to climate change adaptation through advocacy work and by endorsing a leadership role to put its unique expertise in culture at the service of both Member States and other specialized agencies working on climate change mitigation. In early 2021, at Greece's initiative and at the UN Secretary General's request, UNESCO established, a tripartite committee, together with the Government of Greece and the WMO to coordinate a flexible mechanism on the protection of cultural and natural heritage from climate change impacts.<sup>39</sup> This initiative, supported by 54 countries, aims to leverage UNESCO's cultural expertise and networks to monitor the impact of climate change on culture and provide Member States with insights on how to mitigate its effects. In parallel, UNESCO is engaged in a joint initiative with the International Council on Monuments and Sites (ICOMOS) and the Intergovernmental Panel on Climate Change (IPCC) to form a culture-science nexus with a view to promoting the role of culture in climate change mitigation and adaptation; discussions which will feed into upcoming IPCC assessment reports.<sup>40</sup> Continuing its advocacy work, the Culture Sector has sought to raise the profile of culture in climate change

38 UNESCO participated in PDNAs following earthquakes in Haiti (2010) and Ecuador (2016), a hurricane in Dominica (2017), floods in Peru (2017), Kerala, India (2018) and the Lao People's Democratic Republic (2018) as well as cyclones in Odisha, India (2019) Zimbabwe (2019) and Mozambique (2019).

39 UNESCO (2020) Executive Board, 210th session, Addressing Climate Change impacts on Cultural and Natural Heritage, 26 Nov. 2020 (210EX/40. Rev.). See more information on the flexible mechanism at: <https://ccich.gr/>

40 UNESCO (2020) Executive Board, 211th session, Addressing Climate Change impacts on Cultural and Natural Heritage, 26 Nov. 2020 (211EX/5.I.E)

debates and was involved in the G20 debates on culture, with a major focus on climate change in the run-up to G20 Italy.<sup>41</sup>

85. Overall, the SACC outlined several objectives that have informed UNESCO initiatives ranging from organizing trainings and providing policy advice to producing knowledge products to achieve these objectives.
86. Implementation of the SACC's third thematic objective has been most visible in Africa and Asia and the Pacific. In the National Commission survey, Member States provided a strong endorsement of CLT, as per [Figure 4.1](#) but with regional variability. Overall, when asked whether UNESCO had raised the importance of cultural heritage in a country's climate change policies and/or programming through the promotion of cultural heritage safeguarding in relation to DRR<sup>42</sup>, eighty percent (80%) agreed or strongly agreed. However, when broken down at the regional level, respondents in Africa and Asia and the Pacific expressed stronger levels of agreement to this statement. Respondents from the three other UNESCO regions presented more modest levels of agreement.

#### 4.2.4 Inclusive social development, intercultural dialogue & ethical and gender equality principles in relation to climate change

**Finding 11: UNESCO's longstanding reputation as being a norm setter and standard bearer has allowed it to informally hold the ethical compass for the world in relation to global scientific research and the limits to what can be explored in the name of the "greater good".**

87. UNESCO's role as a facilitator committed to building dialogue across diverse stakeholders to facilitate consensus on complex issues has given it the status of holding the ethical compass on global scientific research and in facilitating scientific debates and negotiations. It has used its Declarations, Conventions, and Agreements as instruments for establishing norms and standards that can help Member States better interpret and enforce their own laws. This, along with the priority stakeholder section below, provide examples of the effectiveness of UNESCO's work relating to the SACC's 4th theme on influencing intercultural dialogue and ethical principles.

<sup>41</sup> See more here: <https://en.unesco.org/news/run-g20-italy-culture-declared-essential-post-pandemic-recovery>

<sup>42</sup> It must be noted that DRR is not the only area in which the Culture Programme is engaging in the climate change arena but is used here as an example.

88. A successful example of this role is in its work to realize the [Declaration on the Ethical Dimensions of Climate Change](#), approved in 2018 and used as one of UNESCO's normative instruments. Championed by SHS, drawing on bioethics and the ethics of science, the SACC helped argue in favour of the Declaration because of the "ethical" dimension of climate change issues. Several members of the SACC Task Team noted the achievements of the Declaration, and that this was facilitated by having a strategy on climate change, i.e. the SACC, in place. A few international experts interviewed noted that UNESCO was the only UN body that could get such a Declaration adopted. This helped prepare Member States to deal with ethics in a way that would not upset formal negotiations under the UNFCCC Climate Convention. This has been particularly helpful on climate change matters in relation to SIDS, as this is an ethical issue that requires ethical responses for that set of countries.
89. This sense of achievement was corroborated externally by a senior international expert who noted that UNESCO's influence in this regard could not be underestimated. He conveyed the following:

"I speak with lots of people in government and non-state actors about governance gaps and it relates to ethical considerations. In a number of situations, when speaking to people, they have referred to the Ethical Guidelines in terms of what was produced that other people are making use of. [We] hear it through practice... the influence and uptake is happening."

90. UNESCO provides an ethical compass on research and science in multiple other ways, such as in framing the governance of how new emerging technologies and approaches are being considered, e.g. in the field of stratospheric geoengineering. Indeed, external specialists as well as UNESCO staff realize the importance of society having a say regarding where the reaches of scientific investigation are conscionable; UNESCO has been playing a key global role in framing and informing such debates. Indeed, UNESCO has served as an intermediary knowledge translator between scientists and wider society, on matters of critical scientific and ethical matters. The Declaration on ethics plays an important role in framing public discourse around what research should and should not focus on. As such, UNESCO has helped create the terms of scientific debates, convening relevant players, and ensuring visibility on new directions in science.

**Finding 12: UNESCO's role as a convener has allowed it to use its many instruments to bridge scientific enquiry with policy debates.**

91. A majority of international experts interviewed saw UNESCO as uniquely positioned to bring the scientific community, Member States, universities, civil society and multilateral organizations together while providing guidance to the research community on what is needed to address climate change. Few other UN entities have the capacity to speak to this science-policy interface and bring these issues to the public through institutionalized mechanisms, as with education (other than UN Environment Programme [UNEP]). UNESCO's networks are well informed about impartial emerging scientific technique and support the design of such frameworks. In this way, UNESCO relates to emergent global research by catalysing, coordinating and bringing together cooperative approaches to international research on critical topics, including climate change.
92. In the realm of climate change, UNESCO has drawn on global Conventions to protect WHSs.<sup>43</sup> UNESCO's SC programme in the Jakarta Cluster Office has used the WHC to convene diverse stakeholders and foster inclusive dialogue to protect the fragile ecosystem of a natural WHS, as revealed in the 'Building a Resilient Tropical Rainforest Heritage of Sumatra (TRHS) for Climate Change Mitigation and Biodiversity Conservation' project. This has involved different spheres of government, the private sector and communities living on the edge of a WHS. The outcome of this decade long investment in dialogue has allowed Indonesia's Ministry of Forestry and Environment to better understand the guidelines of the WHC, using it to strengthen its enforcement of associated national laws against encroachments on the three other WHSs within the country.

<sup>43</sup> Parties and therefore also its own governing bodies (the Committee and the General Assembly) that have the possibility to design its own policies and strategies (the Convention has a climate change strategy, a climate change policy and a DRR strategy which predate SACC). These are the main documents that guide the States Parties' work on climate change in relation to the protection of World Heritage sites.

## 4.3 Impacting Priority Groups and Ultimate Beneficiaries

### 4.3.1 Africa

93. Goal 2 of Agenda 2063, that focuses on education and skills development, has been put into practice through the "Sustainability starts with Teachers" project in Southern Africa. This project has aimed at institutionalizing ESD practices through curriculum development. In order to help African Member States achieve climate resilient economies and communities (Goal 7 of Agenda 2063), UNESCO's SC Major Programme brought the IHP and DRR segments of the C/5 together to address climate change-related water issues, including through prediction planning for drought and floods.
94. The case study on Harare has illustrated that the SACC's emphasis on Africa as a global priority has certainly influenced Regional Strategies in aligning ERs of the C/5, such as promoting collaboration between SC and ED in relation to bringing DDR themes into ESD or delivering ESD training in BRs. The more significant influence on these Regional Strategies, in relation to climate change, however, has been in aligning with the climate change priorities of strong regional partners, such as the Southern African Development Community (SADC), in the context of Southern Africa.
95. Such alignment has been well implemented in practice, as demonstrated by programming pursued by the Harare Cluster office in Zimbabwe (serving the Southern African region). It has strengthened collaboration with SADC, with a focus on capacity development through early warning systems, as through the SADC-WIN initiative on Integrated Water Resources Management launched in 2019. This network has served as an umbrella programme with all SADC member countries and is now maturing into its second phase. The CLimWaR programme has begun implementation of several projects such as the Early Warning System on Flood and Drought, or the CRIDA three-year course on climate scenario building. These are good examples of how UNESCO FOs in Africa are building the capacity of Member States, local communities and civil society to strengthen their forecasting and subsequent risk reduction efforts (See Appendix IV for the Harare Field Mission Report).



### 4.3.2 Women and Gender Equality

96. Particularly important in the SACC, gender equality is represented as both part of a focus area and as a Global Priority. While the SACC suggests mainstreaming gender equality into climate change work, it is not explicit about how this should be done. There are capacity constraints across Major Programmes on how to address this in the design of climate change activities. Overall, the GEAP II has not been adequately utilized to provide greater guidance to support these capacity gaps.
97. The SACC also encourages a level of gender change which differs from that of the GEAP II: while the latter promotes gender-specific programming with the aim of achieving transformational change, the former has taken an approach of gender-responsiveness addressing the existing differences and inequalities between women and men and equal participation of women and men in decision making processes but does not aim for foundational change in social norms and power relations.<sup>44</sup> This prioritisation of gender equality has been overall assessed by National Commissions as average, with 58% of respondents agreeing to some degree that this theme is a priority of UNESCO's climate change programming in their country.
98. The GEAP II has provided gender equality markers to support all Major Programmes in integrating gender into the design and implementation of their projects. The IOS Annual Report (2020) notes a need to improve the assessment and accuracy of gender marker reporting in SISTER and to prioritize to a greater extent projects that drive change at the most fundamental level by being gender transformative.<sup>45</sup> Major Programmes have attempted to mainstream a gender-sensitive approach, focusing on ensuring more equal representation at events, in training sessions or within structures. For example, the WHC has established a Technical Advisory Group of international experts in February 2020 to update the Policy Document on the impacts of climate change on World Heritage properties,<sup>46</sup> where half of the members are women.
99. The IOC and SC Sectors stand out for their efforts to address gender equality. UNESCO's flagship IHP programme integrates gender equality to a deep level, in line with the UNESCO gender action plan. In May 2019, the 'World Water Assessment Program' (WWAP) launched the 2nd edition of the [Toolkit on Sex-Disaggregated](#)

44 UNESCO (2017) Strategy for Action on Climate Change (2018-2021), Annex p. 9.

45 UNESCO (2020) Internal Oversight Services Annual Report, p. 8.

46 The revised policy document is currently nearing completion but is not yet published.

[Water Data](#) at the UNESCO International Water Conference. The 2019 WWAP Toolkit includes 105 gender-responsive indicators to collect and analyse sex-disaggregated water data for national, regional and global scale assessments, and for monitoring the progress in achieving the SDGs. WWAP applied the Toolkit in fieldwork in Latin America, Africa and Central Asia, and co-leads with WWF the gender activities in the International Waters Learning Exchange and Resources Network (IW:LEARN). The project, funded by the Global Environment Facility (GEF) as part of its International Waters (IW) portfolio, has sought to disseminate its experience with regards to sex-disaggregated indicators and data in water resource management and governance.

100. As for the IOC, it is promoting female scientists and working with gender disaggregated data on the distribution of researchers in different fields of ocean science, tracking upward mobility for women within the ocean sciences. It has tried to ensure gender parity in decision-making roles such as on the board of the *Global Ocean Science Report*. Yet, despite these notable efforts, evidence suggests that there is still a disproportionate presence of women at lower levels of the hierarchy in the ocean sciences, with few in decision-making roles. There has also been almost no improvement in the ratio of female scientists globally (38% in 2015, 38.7% in 2020) according to the *Global Ocean Science Report*.<sup>47</sup> Looking forward, the IOC intends to produce a policy brief on gender and ocean science, providing guidance on how to mainstream this global priority into future activities.
101. The ED Sector recognizes that its climate change programming has only little pursued a gender transformative approach in its work. In response, it has planned to commission an internal study on how to combine education, gender, and climate change in deeper and more transformative ways.
102. While representation as outlined above is important, going the extra mile through a gender transformative approach, would require changing existing power dynamics or removing barriers for women. For instance, different stakeholders reported that the integration of women in the hierarchy of scientific bodies was faced with deeply rooted cultural norms.
103. The SC Sector stands out as having given a strong push to promote women's academic leadership, and therefore supported their contribution to decision-making processes. This has been done through capacity building with UNESCO's 700 Chairs of which 63 are water-related, 19 are climate related, and 22 are gender-

47 UNESCO (2020) Global Ocean Science Report. Retrieved from: <https://unesdoc.unesco.org/ark:/48223/pf0000375147>



related. There are still, however, barriers to the participation of women in UNESCO's climate-change related decision-making processes. Interviews with UNESCO Chairs has revealed that in some contexts, cultural factors have presented as barriers to women being accepted as equals within the universities where they were posted.

104. Despite the existence of reporting and communication mechanisms within UNESCO to oversee Chairs' activities, these do not always operate as intended. Further, delays in the provision of feedback on progress reports has been a barrier to detecting problems when they arise at an institutional level, resulting in delayed response from HQ in the provision of support to Chairs, where needed. This points to a weakness that was reflected in some of the comments made by HQ and FO staff, for whom the Chairs and Category 2 Centres are not sufficiently integrated into the climate change programming of the Major Programmes.
105. UNESCO's capacity to promote gender equality in its projects is constrained by several other factors. National priorities and policies may present a challenge, as UNESCO needs to coordinate with national governments in designing and implementing projects. It appears that there is generally a need among Member States for capacity building on how to bring gender equality more substantially into the design of its climate-related projects.
106. Another important constraint relates to the monitoring and evaluation of projects specifically, and also their design and implementation. Gender equality has been unevenly, and generally little integrated into the design, implementation, monitoring and evaluation of climate projects. UNESCO uses a Gender Equality Marker (GEM) system, which is resource-based to assess the level at which "activities expect to contribute to the promotion of gender equality and the implementation of UNESCO's GEAP II."<sup>48</sup> In other words, levels on the GEM (gender-neutral, gender-sensitive, gender-responsive, gender-transformative) are broadly attributed based on the proportion of the project's budget that is identified as contributing to the GEAP II. While the GEM system has been used as part of SISTER reports, the analysis leading to a rating is shallow given some of the priorities, achievements, and limitations discussed above.
107. Additionally, the GEM system focuses on project design and does not include the achievement of results. SISTER reports do not include a section dedicated to an analysis of progress regarding gender, although it is expected that programme

evaluations use a gender lens. This speaks to a still insufficient prioritization and mainstreaming of gender equality when it comes to both implementation and monitoring and evaluation of projects. On this last point, UNESCO added a gender equality component to performance indicators of all expected results under 39C/5. The IOS evaluation of the *Global Priority Gender Equality* found that these indicators were at output level rather than outcome level. This indicator level does not allow for the monitoring of change in terms of gender equality and the possibility to garner visibility by telling a story of impact.

### 4.3.3 Youth

108. UNESCO has taken the role of youth in climate change seriously across Major Programmes. This has contributed to activities at FO, including the formation of regional youth networks that have created a pool of expertise and interest from which the YouCAN network can draw from in its global negotiations.
109. Under the leadership of the SHS, the SACC has created a mandate for combining leadership targets of both strategies by establishing global climate change youth leaders that are all active environmental professionals in the countries they represent. The YouCAN network, whose steering committee is composed of eight members, is in the process of defining what its core advocacy messages are as a network. Network members are committed to participating in global climate-related conferences and playing an active role in taking conference deliverables forward in their respective regions through UNESCO's regional youth networks.
110. The SHS Programme has been active in engaging with youth at regional and Member State level. The virtual field missions have illustrated a range of degrees of impact to date. For instance, in late 2020, the Harare office established a regional pool of nearly 700 young environmental professionals from Southern African countries with the requisite skills to participate in the FO's climate change programming. In terms of outcomes, in Indonesia, the 'Youth Camp to Enhance Communication Skills in Promoting Climate Change Actions in Indonesia' delivered in 2020, drew on UNESCO's BRs for training on ESD. All graduates of this programme have become tech-savvy in the use of social media for speaking to their aspirations regarding how to contribute to addressing climate change in their own ways. They have formed a network and serve as youth ambassadors when they are invited to Jakarta office events relating to ESD. By contrast, in Kingston, the regional youth network is in its formative stage and requires greater support from the country office.

<sup>48</sup> UNESCO (2018) Priority Gender Equality at UNESCO. Retrieved from: [https://zh.unesco.org/sites/default/files/priority\\_gender\\_equality\\_handout\\_2018.pdf](https://zh.unesco.org/sites/default/files/priority_gender_equality_handout_2018.pdf)

#### 4.3.4 Indigenous Peoples and Knowledge

111. UNESCO has been working through longstanding partnerships that have developed good practices and methodologies for bringing Indigenous knowledge into assessment and policy. Partnerships have included WMO, UNFCCC, IPCC and the Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services (IPBES). UNESCO's interventions on climate change and Indigenous knowledge, through the Local and Indigenous Knowledge Systems (LINKS) programme, have been influential in ensuring that local and Indigenous knowledge are included in dialogues between scientists, communities and policymakers. This has been effective in supporting Member States to bring awareness of Indigenous knowledge into how they plan and implement climate related projects.
112. In terms of global knowledge contributions, the LINKS Programme produced a report based on an Indigenous knowledge conference it hosted with pastoralist communities from six African countries that was part of a five-year project named 'Knowing our Changing Climate Change in Africa'<sup>49</sup>. The event supported transdisciplinary dialogues with indigenous knowledge holders, scientists and policy makers on how indigenous knowledge could contribute "best available knowledge" to climate adaptation by highlighting the views of pastoralist communities. The event contributed to a growing body of methods on how National Adaptation Plans (NAPs) in Africa can draw on joint action of Indigenous and local knowledge as well as contribute to policy processes related to climate change.<sup>50</sup> It was further used as a model to also promote the use of indigenous and local knowledge on climate impacts in the Caribbean.<sup>51</sup>
113. As outlined in the Indonesia case study below in Appendix VI, the IOC's longstanding support to the GOOS, through the Jakarta Cluster Office, has contributed to a substantial body of knowledge on the coping strategies of SIDS to climate change, specific to Pacific Islanders. By comparison, one leading Caribbean academic has noted that there is a paucity of documentation on local knowledge of climate change issues in the SIDS in the Caribbean.

49 UNESCO (2020) "[Report of the UNESCO Expert Meeting on Indigenous knowledge and climate change in Africa](#)" Nairobi, Kenya. 27-28 June 2018. The six countries covered were Burkina Faso, Chad, Ethiopia, Tanzania, Uganda and Kenya.

50 Ibid, p. 3.

51 UNESCO (2020), "[Workshop Report: Mobilizing Indigenous and Local Knowledge Solutions – Addressing Climate Impacts and Vulnerabilities. A perspective from the Caribbean Region](#)", 3-5 September 2019, Georgetown, Guyana.

114. Evidence from two of the virtual field missions showed a good level of awareness in the SC projects reviewed on how to integrate Indigenous and local knowledge into the design and implementation of projects. The Harare Office has made significant efforts to integrate local knowledge into the design of the projects reviewed for this mission. In the design of the CLIMWaR programme, the SC Major Programme engaged with the LINKS section at HQ to determine how best to incorporate Indigenous knowledge in its programming and sought advice from representatives from HQ as well as academic representatives who had experience in working with Indigenous knowledge on early warning systems. It has done the mapping on how to mainstream the interpretation of local knowledge as an important component of scientific enquiry. In doing so, it has gained an understanding of how Indigenous knowledge can be integrated into their climate programming through a capacity development model. In Indonesia, the SC's programming on DRR has highlighted the importance of local knowledge in dealing with disasters. It has understood the sensitivities regarding the need to identify what local knowledge prevails amongst communities in relating to early warning signals before introducing new scientific approaches.

#### 4.3.5 Small Island Developing States

115. According to the mid-term review of the SIDS Action Plan, UNESCO is well positioned within the UN system and the international development community to address the SIDS sustainable development challenges. This is particularly in relation to climate change, ESD and preservation of natural and cultural heritage. However, the review notes that the "Organization cannot fully capitalize on this potential due to lack of resources available for the Action Plan."<sup>52</sup>
116. Challenges confronting the operationalization and resourcing of the SACC have been similar to the challenges confronting the SIDS Action Plan. Both lack a budget and the human resources required for their coordination and management.<sup>53</sup> The Caribbean in particular, has been at the intersection of the two under-resourced strategic priorities for UNESCO.

52 UNESCO (2021) Mid-term Review of the UNESCO SIDS Action Plan 2016-2021, p. 2.

53 The coordination of the SIDS has one Associate Programme Specialist and Chief of Unit who are also responsible for the LINKS programme.

117. UNESCO's climate change related work in the Caribbean has been particularly relevant due to the Kingston Office's development of a Regional Strategy, the Special Initiative for the Caribbean (SPIC) and its choice to focus on areas where few other international entities are active (culture, DRR, and journalism education). The SPIC focuses on the SIDS Action Plan in responding to the priorities of Caribbean SIDS: Youth and Climate Change. The Executive Board has identified UNESCO's work on climate change as adding value to the Caribbean SIDS in particular and called for more concerted efforts to focus on SIDS. As a result, the division in SC charged with the SIDS Action Plan was bolstered and the first decentralized resource mobilization officer was appointed in San Jose. The field visit found that the potential for wider outreach and increased visibility for UNESCO's climate-related activities in the Caribbean require particular attention to leveraging culture as a means to reach the public. Strengthening partnerships with public and private entities that target the public awareness raising about climate change can give greater visibility to UNESCO's climate change networks and the role they can play to address the culture/DRR nexus in the SIDS in general and the Caribbean in particular.
118. Despite these constraints, the efforts of a few Major Programmes stand out during the SACC period as having contributed to addressing the concerns of SIDS in relation to climate change. The IOC has made a strong contribution to the Sendai Framework on DRR. It coordinates the deployment of regional tsunami warning systems in all ocean-generated tsunami-prone areas of the ocean, constituting a very strong contribution to the implementation of the Sendai Framework. With limited budget, the IOC coordinated a global tsunami warning system comprising: actual real-time alerts, exercises enhancing preparedness, continuation of the activities of the Caribbean Tsunami Information Centre, delivering a tsunami-ready campaign in the Caribbean, supporting the Indian Ocean Tsunami Information Centre, and accrediting four Tsunami Service Providers in the North East Atlantic, Mediterranean and connected seas region.<sup>54</sup>
119. UNESCO efforts have supported at least seventy countries, including 19 SIDS, in enhancing their disaster preparedness and resilience.<sup>55</sup> The SC has been proactive in helping Caribbean SIDS develop tools for tracking their progress in meeting the SDGs, responding to the limited documentation available on how Indigenous people are responding to climate change. UNESCO is engaging in research at the nexus of Indigenous knowledge, climate change and the SIDS through its academic networks in the Caribbean. According to an academic respondent, this research has been informed by UNESCO's academic community of practice with active participation from the Pacific and Caribbean islands. Some of this research is feeding into a chapter in the next IPCC report on Knowledge and Climate Change. Furthermore, the CLT Sector has supported the Jamaican Ministry of Culture in building capacity to draft NAPs and mitigation strategies and training them on how to maintain and protect designated cultural heritage sites so as to enhance their resilience against natural disasters (See the Kingston Case Study below in [Appendix V](#)).
120. The resource constraints related to why so few of UNESCO's SC efforts have focused on the SIDS in general and Africa in particular have to do with demand and the degree to which Member States are prioritizing these issues. On this note, the Kingston virtual field mission has highlighted resource mobilization as a significant constraint to elevating the regions' climate change programming given the limited funding available in the Caribbean due to its mid-to-high income status.

<sup>54</sup> UNESCO (2021) Mid-term Review of the UNESCO SIDS Action Plan 2016-2021, p. 106.

<sup>55</sup> UNESCO Executive Board (2020) Execution of the Programme Adopted by the General Conference - Part I.

## 5. Efficiency

121. This section discusses the trade-offs of having relied on Extra-Budgetary (XB) rather than Regular Programme resources for the implementation of the Strategy and the difficulties of coherent reporting across the Major Programmes when financing is dependent on XB resources. It then discusses the working arrangements of the Task Team designated to coordinate the Major Programmes and IOC in implementing the Strategy. The section concludes with a discussion on partnerships.

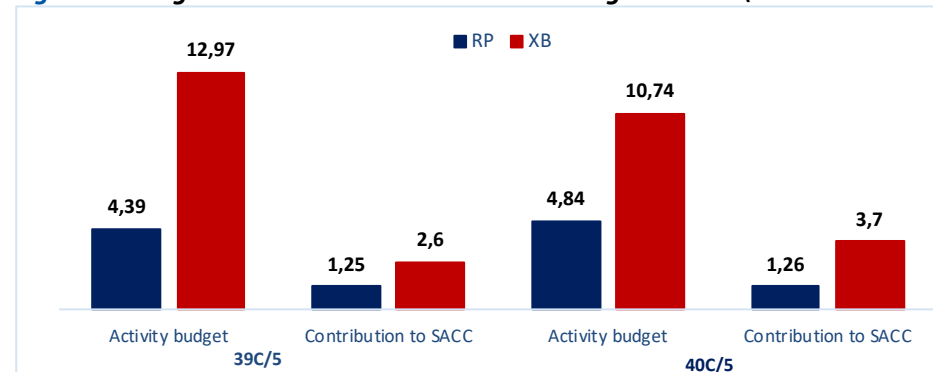
### 5.1 Resource Allocation and Value for Money

**Finding 13: Financing the SACC through XB resources has put additional pressure on FOs to raise their own project financing. This has resulted in Major Programmes and FOs at times operating opportunistically, not always aligned to C/5 priorities.**

122. The overall budget allocation for all climate-related projects in the 39C/5 was USD 17.4 million, with a 10% decline to USD 15.6 million in the 40C/5 in the amounts allocated to Major Programmes. Looking more closely, the RP budget allocation to all Major Programmes increased by 10% while the XB budget decreased by 17% between the two biennia. Combining both periods, the total funds allocated across sectors was USD 33.9 million. [Figure 5.1](#) below shows the proportion of project budgets contributing specifically to the SACC's implementation<sup>56</sup> increased from 22% of overall funding to 32%, with the share of RP funding remaining stable while XB resources increased between 39C/5 and 40C/5.

<sup>56</sup> This data comes from an aggregation of all Major Programme projects that either explicitly reported as contributing to the SACC or SDG 13 in SISTER Reports over the two C/5 reporting periods. Based on this premise, these projects were considered as being part of UNESCO's climate change programming. Each project's contribution to the SACC was rated approximately and ranged from 10% to 100%. The percentage serves as a proxy in the evaluation's analysis, with the caveat that it is attributed by Programme Specialists based on their own personal assessment of the degree of a project's contribution to the SACC.

**Figure 5.1 Budget Allocation of UNESCO Climate Change Activities (in millions of USD)**



Source: SISTER Reports

123. At a glance, the above illustrates a mainstreaming of climate change activities in UNESCO projects across all Major Programmes, with USD 8.81 million (i.e. 27% of allocations for climate-related projects) going towards 221 climate change activities. For a strategy that had no budget, this is not insubstantial. It is also an under-reporting of programming as it excludes the significant climate change projects that are in the pipeline as observed through the three field missions.
124. It is uncertain, however, with such a thin spread of climate change allocation across so many projects, whether the achievements of these projects are sizeable enough to give UNESCO the visibility it needs at Member State level. Indeed, 93 out of 221 total projects in the UNESCO database have allocated between 10% and 30% of their budget to advancing the SACC. This, for the most part, is driven by projects in the SHS and SC Sectors. SC has 32 such projects, making up approximately one-third of the Sector's projects over the four years under review. The ED and SC have planned for the lion's share of XB resources and have also been the most successful in raising them. Nevertheless, the fundraising approach employed by UNESCO for augmenting Major Programme work in climate change initiatives, while promising, has not been commensurate to the ambitions of the Strategy.
125. Overall, resources mobilized to develop climate change projects have been limited, with important implications for the realization of cross-cutting priorities. The RP resources allocated through the 39C/5 and 40C/5 Programme and Budget in particular have been insufficient to achieve the ambitions of the SACC, and support its implementation, especially at FO level. Further, there has been neither a partnership strategy specific for climate change programming nor an implementation plan to

guide priorities at the regional level, as explained by staff in the field. Reliance on XB resources for financing the SACC has not generated adequate resources either for multi-year programmatic work that can raise wider visibility at Member State level and demonstrate outcomes rather than outputs, given that external funds have not been secured to aspired amounts. Finally, resources specifically dedicated to integrating gender equality into climate projects have also been sorely lacking.

**Finding 14: UNESCO is making a positive if variable contribution at the global level in providing guidance on how to integrate cross cutting themes and global priorities into its climate change programming. There is, however, a lack of funding to be able to address this at the Member State level and to adequately monitor adequately monitor how this is being done particularly for the SIDS and in Africa.**

126. All of the cross-cutting themes outlined in the previous chapter are integrated into the SACC with reference to adjoining strategies that provide guidance to FOs on how to integrate these approaches into their regional and country level work as broad directives. The C/5 has more clearly elaborated the mechanisms through which all Major Programmes should embed these themes or priority beneficiaries into their climate change activities. There are general quantitative targets set for the SIDS and Africa with respect to the number of SIDS or Sub-Saharan African countries that should be the target of particular projects. There are, however, no indicators that can help assess the sustainability of these activities once completed. As such, the Organization's annual programme implementation report speaks to what Major Programmes have achieved against the C/5 targets with the anticipation that anything further will be dependent on what Major Programmes can raise through XB resources. As the ambitions of the SACC were entirely dependent on Major Programmes being able to mobilize XB resources, this is an undertaking which can take years to achieve, thus delaying the ability to demonstrate results.
127. Nevertheless, in the SC Major Programme, RP funds supported scientific research in areas such as aquifers that have enabled the SC at a global level to develop an expertise and reputation that has attracted development partners. This has begun to leverage greater XB support and has created a niche for UNESCO with the Adaptation Fund (AF) in relation to regional programming.
128. The perspective gained from the field missions is that there is much freedom to raise XB resources at the local level but that it takes time to mobilize these resources and to establish relevant partners. The Regional Strategies are a key instrument for finding the right partners and working in collaboration with them on resource

mobilization. This has been the case with the Regional Office of Southern Africa's (ROSA) Regional Support Strategy, which has implemented a Programme Support Strategy with the three pillars of partnerships, visibility and resource mobilization working interactively. In a similar vein, the SPIC has been a significant vehicle for regional collaboration with a focus on the SIDS, which has helped to identify relevant partners. Much of this is associated with the Director's vision and the strategy he/she puts in place – it is indeed critical to keep the issue of continuity and institutional memory when directors move on front of mind.

## 5.2 Regional Resource Mobilization

**Finding 15: The appointment of regional Resource Mobilization Officers is a positive development for UNESCO's decentralized approach to resource mobilization. Their role in building sustained engagement with development partners can support a more flexible and nimble approach to fundraising that is in line with Regional Strategies.**

129. Support from Headquarters for fundraising across the Organization has materialized in the form of a [Resource Mobilization Guidebook](#). The tool does not provide any guidance for climate change programming specifically.
130. The establishment of two new regional positions, i.e. Resource Mobilization Officers, to support resource mobilization at regional and Member State level is a positive step forward in UNESCO's decentralization of resource mobilization. One of these positions, set up in 2019, covers LAC and includes a specific mandate to support the SIDS. The second position has been in place since 2020 and covers Asia and the Pacific. The role of these officers has been to formulate, implement and keep the regional Resource Mobilization Plan up to date, including the related action plan, which details ongoing fundraising efforts across the office to address resource gaps and priorities, supporting regional level plans. The officers act as knowledge repositories for decentralized funding opportunities in the regions, while supporting offices in the respective regions with proposal development. There is potential here for their provision of more tailored support to ongoing relations with traditional and new donors on Member State efforts to mobilize resources for climate change mitigation and adaptation.<sup>57</sup>

<sup>57</sup> This would include sustaining dialogues with traditional and emerging government donors, UN Agencies (UNICEF and UNDP, which would be the vehicles for GEF related funding) and Multi-Partners Funds administered by the MPTF office. Private sector entities are explored through their Corporate Social Responsibility budget and foundations.



## 5.3 Working Arrangements

**Finding 16:** A Task Team has stewarded the SACC for UNESCO on a voluntary basis. While representing UNESCO in major international fora and instilling a culture of informal sharing across Major Programmes, it has not had the capacity and resources to realize the full ambitions of the Strategy.

131. As there has been a limited budget for the overall implementation of the SACC, the Task Team for Climate Change, which was set up to coordinate the Major Programmes' climate-related work and oversee the implementation of the Strategy has been run on a largely voluntary basis. The inter-sectoral nature of the Task Team has allowed for informal sharing of information across the Major Programmes, intent on encouraging greater cross-sectoral collaboration. This has been particularly useful for coordinating preparation of UNESCO's participation in UNFCCC Conference of Parties (COP) meetings. According to a respondent from a sister UN organization, UNESCO has generally been perceived by partners as having a meaningful, dynamic, and active engagement at COP meetings. Participation has provided useful visibility for UNESCO's climate change activities, while in fact realizing SACC objectives.
132. Nevertheless, the informal coordination arrangements of the SACC have been limited in realizing the many ambitions invested in the Strategy. The Task Team's coordination duties have been assigned to individuals who have had other, concurrent responsibilities within their Major Programmes, such that participating in coordination has been a voluntary endeavour, to be carried in addition to existing responsibilities and workloads. There has been little institutional incentive and support for already overburdened individuals to invest additional effort in enabling the structuring and coordination of collaborative efforts, despite their personal commitments to the mandate. Without a more robust coordination mechanism, reliant on leadership with clear professional responsibilities and adequate resources, the ambitions of a Strategy such as the SACC could not but fall short of aspirations.

## 5.4 Partnership

**Finding 17:** UNESCO has established a wide range of climate-oriented partnerships, with UN agencies, civil society organizations, research bodies, and others. UNESCO climate-oriented partnerships with global agencies have been strongest on scientific research and the translation of such research into policy making process. These partnerships are challenging to transform into meaningful future alliances unless they are reviewed at the end of the SACC (2021) for their value-add in contributing to UNESCO's science/policy/social interface.

133. UNESCO has established several climate-oriented partnerships, with UN agencies, civil society organizations, research bodies, and others, guided by a strong partnership framework.<sup>58</sup> The framework has been useful for categorizing the various purposes of UNESCO's vast partnerships, such as Resource Mobilization and Financing, Programme Implementation, Knowledge Exchange and Shared Learning. These are then assessed according to their influence, advocacy facilitation and coordination purposes.
134. In relation to climate change, UNESCO has specifically pursued research-based partnerships on climate issues through UNESCO Chairs and the UNITWIN Network. The IOC has had a longstanding and well-established relationship with the WMO and the Council for International Science in relation to atmospheric science and the GOOS in relation to ocean science. According to an interviewee, the historical weight of the IOC in these discussions, however, is diminishing as its annual fund replenishment to these research partnerships have been reduced substantially over the last few years.
135. In terms of engagement with UN agencies on the Paris Agreement, the relationship with the UNFCCC is strongest. According to one interview with a collaborating UN agency, the IOC has played a key and recognized role in raising awareness and advancing climate negotiations. Particularly strong partnerships on climate knowledge and scientific cooperation have been realized through the Nairobi work programme<sup>59</sup>, where UNESCO is a significant player. LINKS' work has been included

<sup>58</sup> UNESCO, 2019. "Comprehensive Partnership Strategy". Executive Board 207 EX/11.

<sup>59</sup> The Nairobi work programme, established in 2005, is a UNFCCC-coordinated knowledge hub aimed at collecting and disseminating valuable scientific and policy information on climate adaptation and mitigation to policy makers in all States Parties to the UN Framework Convention on Climate Change. Its goal is to bridge the science-policy gap – Retrieved from: <https://unfccc.int/topics/adaptation-and-resilience/workstreams/the-nairobi-work-programme-the-unfccc-knowledge-to-action-hub-for-climate-adaptation-and-resilience>



in the rolling work plan of the UNFCCC Local Communities and Indigenous Peoples' Platform.<sup>60</sup> Together with the UNFCCC Secretariat, UNESCO has supported country focal points on action for climate empowerment through the development and promotion of guidelines and training in supporting Members States with the preparation of their NDCs. Furthermore, in collaboration with the UNFCCC, UNESCO presented a study at the COP25, which reviewed and analysed country submissions that are part of the UNFCCC and Paris Agreement reporting processes and shows that there is still a large gap between the commitments put forward by governments and their implementation. There is a large network of organizations under the UNFCCC<sup>61</sup> Adaptation Programme where, according to one senior expert interviewed, UNESCO is a recognized player.

136. Relationships with other UN agencies at field level have been much easier through the United Nations Sustainable Development Cooperation Framework (UNSDCF). This has created a culture of collaboration in resource mobilization in Harare and Kingston. In Indonesia, the Director has been the focal point for climate change and DRR for all 23 UN agencies represented through the UNSDCF, which has given UNESCO prominence within the UN system in that country. The UNSDCF is going to become a permanent feature that guides how UN agencies collaborate together at country level. Thus, it is important that the 41C/4 streamline the reporting requirements to avoid dual reporting to the UNSDCF at country level, which is currently the case in Indonesia.
137. UNESCO has pursued partnerships with the private sector. At global level, this category of partnerships has been active through collaboration on technology and innovation in relation to adaptation and emerging new tools for monitoring ocean and atmospheric change. UNESCO is part of the 'Solutions Oceans to Climate Change' working group focusing on CO<sub>2</sub> capture and storage, which collaborates with the private sector and academia. In relation to mitigation, UNESCO has a partnership with Boeing on science and technology. UNESCO collaborates with the International Council on Mining and Metals (ICMM), which represent 27 major mining and metals companies and several Oil and Gas companies (TOTAL, Shell,

60 This platform aims to strengthen knowledge and use of indigenous practices and knowledge to address climate change, enhance their engagement and foster the exchange of good practice. Retrieved from: <https://unfccc.int/LCIPP>

61 Being the UN specialised agency on culture and heritage, UNESCO/CLT was also invited to the UNFCCC/WIM expert group on non-economic losses, that started its work in 2021 [Expert Group on non-economic losses | UNFCCC](https://unfccc.int/expert-group-on-non-economic-losses)

SOCO, Tullow Oil, BP, ENI, ENGIE) on a commitment to respect designated protected areas and not explore or mine in World Heritage properties.<sup>62</sup> UNESCO, working with UNEP, through the UN Environment's Principles for Sustainable Insurance Initiative (UNPSI), has also secured the commitment of 17 major insurance companies to refrain from insuring companies whose activities may damage natural World Heritage properties which, amongst other, play an essential role in maintaining the environmental equilibrium (e.g. stabilising soils, absorbing excess water, capturing carbon)<sup>63</sup>. This is part of the first ever global insurance industry commitment to protect the outstanding universal value of these properties.

138. At field level, collaboration with the private sector is not as mainstreamed, though UNESCO's Jakarta Office stands out among field mission countries for such collaboration. The Pulp and Paper Industry in Indonesia, as represented through one of its large players, Asia Pulp and Paper (APP), is actively collaborating with UNESCO. They have worked together to develop a baseline study to assess the conservation area of one of the tracts of land owned by the company, to determine which areas APP needs to preserve and how to support the core conservation area in the reserve. APP and UNESCO are also part of the Global Compact Network, which was the first partnership amongst private sector partners in Indonesia (and globally) related to climate change interests. APP efforts to collaborate with other UNESCO offices have reportedly been less successful. Indeed, not all UNESCO offices adopt the same approach to working with the private sector. The nature of the private sector partnerships outlined above shows the potential support for UNESCO to play a greater role in the arena of mitigation in in the next 41C/5.
139. UNESCO has played a strong convening role (at national, regional and global levels) on knowledge-based climate action, guided in part by a strong partnership framework. The ability to bring actual and potential partners together, and to nurture partnerships, as networks for knowledge mobilization, awareness raising and policy dialogue, is a key strength of UNESCO. However, the lack of a coherent reporting framework for UNESCO's climate change activities has meant that the vast range of partnerships across the five Major Programmes at global, regional and national levels is not being tracked. Such foundational documentation could help UNESCO best determine which partnerships are worth pursuing over time and

62 See more on the WHC's work with the extractive industries here: <https://whc.unesco.org/en/extractive-industries>

63 See more on the insurer's commitment here: <https://whc.unesco.org/en/news/2045>

moving to scale versus those that are opportunistic, and time bound to a specific project. Partnership management is essential in furthering the interdisciplinary and collaborative objectives of the SACC. In the remaining time of the implementation of the Strategy, it would be of value to apply UNESCO's partnership framework to the range of partners developed in the climate change arena and assess which ones have been most effective in supporting the realization of the four themes of the SACC. Once assessed and repurposed for next C/5, these partnerships will be essential allies in supporting UNESCO's climate change ambitions.

140. To conclude, the decentralized approach to resource mobilization has resulted in neither the C/5, nor the identified funding gaps at HQ, driving Programme Sectors and FO's resource mobilization efforts. Rather they have responded to political developments in the field and in donor organizations. Even the *UNESCO Resource Mobilization Strategy* has recognized the tension between delivering the C/5 Programme and the on-the-ground realities which are "highly fluid, often impacted by crisis and transition situations, and the evolving policies and priorities of key partners and stakeholders".<sup>64</sup>

64 UNESCO (2018). Resource Mobilization Strategy, p. 23.

## 6. Sustainability

141. This section addresses the sustainability of financing UNESCO's climate change activities with a discussion on the experience thus far with vertical funds. It then discusses the degree to which climate-focused activities are likely to be sustainable once UNESCO financing comes to an end. It does this by discussing the extent to which elements of scale and replication have been addressed in climate activities at field level.

### 6.1 Financing the SACC

**Finding 18:** There are differing views between the FOs and HQ within UNESCO as to whether it should become an accredited entity to the Green Climate Fund and Global Environment Facility. Given the administrative burden of being an accredited entity, there are opportunities in furthering UNESCO's relationship with other UN agencies that are already accredited.

142. Vertical funds are an increasingly important source of funds for climate change financing. UNESCO has been a latecomer in trying to become accredited with the GEF and Green Climate Fund (GCF) and is now operating in a crowded space. It is unlikely to gain the recognition for being accredited unless it raises the visibility of its SC, SHS, CLT, ED and CI niche areas.
143. With respect to sourcing vertical funds for climate financing, governments are turning to the GEF, GCF and AF, and working in collaboration with accredited agencies, such as the UNDP and UNEP. UNESCO is accredited with the AF already. However, its lack of accreditation with the GEF and GCF has been a source of concern for several members of the SACC Task Team as well as the FOs where virtual missions were held. They, along with respondents at HQ have articulated the strategic value for HQ to be more active in exploring how UNESCO could become accredited with the GEF and GCF. There are concerns, however, at HQ regarding the burden of coordination functions associated with accreditation and such burdens could be offset by building partnerships with other UN entities.

144. Of these three environment and climate funds, UNESCO has only been accredited with the AF, and this since 2011. UNESCO's experience, however, in mobilizing resources through a vertical fund is that it can at times take up to four years of sustained interactive engagement with these funds to finalize approval of a proposal and move through the accreditation process. This has, however, recently improved within the AF administration improvements to 1.5 to 2 years. This is where RP funds are critical in creating the administrative support for doing so. In the absence of UNESCO's accreditation to the GEF or GCF, UNESCO's FOs have worked through their existing partnerships with other UN agencies in joint efforts in resource mobilization.
145. For instance, the Harare office has worked with SADC and the International Fund for Agricultural Development (IFAD) in mobilizing GCF resources for Southern Africa. Nevertheless, while UNESCO is sought after in these partnerships due to the scientific expertise it hosts in relation to climate change (such as transboundary geoaquifers or groundwater systems), its effort in these partnerships is not commensurate with the amount of resourcing it gets once the budgets are allocated across a consortium arrangement. Given the evidence above, UNESCO's reliance on Agency Fees by becoming an accredited entity is likely to bear an administrative burden that it does not have the human resources to manage at FO level. Since UNESCO has the knowledge experience required to be an active player on project and execution contracts, this avenue is less administratively onerous, could be more lucrative and could foster greater collaboration with other UN agencies that are already accredited.

### 6.2 Sustaining Benefits over time

**Finding 19:** The SACC objective of addressing sustainability through the careful design of activities to reach scale and/or be replicated has been achieved to a modest degree. This has been particularly effective when FOs have designed projects with strong local partners.

146. One of the key objectives of the SACC has been to address sustainability by encouraging Major Programmes to focus on activities that could reach scale or be replicated. A scan of the three field mission reports has provided evidence that such sustainability has been a feature when working in collaboration with strong

local partners. For instance, in Jakarta, one of the ESD<sup>65</sup> projects focused on the tourism industry and was piloted in five provinces, with the Ministry of Education encouraging a further expansion to an additional ten provinces in order to reach a greater scale with this vocational training intervention across the nation.

147. The TRHS project in Indonesia has developed a Strategic Environmental Assessment (SEA) for determining which areas of a WHS can be reviewed for development and which areas must remain protected according to the density of species and land-use of the landscapes under question. The SEA is now being used by the Ministry of Forestry and Environment to make empirically informed decisions regarding development/conservation tensions in other WHS within the country. While not directly linked to the SACC, it can assist in supporting the objectives of the strategy.
148. In the Kingston Cluster Office, the CI project focusing on the development of a *Handbook on the Climate Crisis for Journalists* has been a highly inclusive process which targets the entire Caribbean sub-region. The Harare office is itself considering how to replicate this good practice. Furthermore, the regional initiative 'Sustainability Starts with Teachers' driven through the Harare Office, is involved in training teachers on ESD within the setting of a BR. The materials produced through this training have been published into an ESD Learning Manual that has been gazetted by the Ministry of Education in Zimbabwe as core material for teacher education. The product is therefore being scaled up for national use amongst educators.
149. UNESCO has promoted the scalability/ replication of solutions and measures that promote adaptation and mitigation within the network of sites. Member States want to have additional sites because they help to preserve, protect and create pathways to sustainability, increasing demand for capacity building for school curricula and teacher training. For instance, the Jesuit Biosphere Secretariat started in 2012. There is strong political will for the continued state support to this site. As of 2021, it is no longer dependent on funding from UNESCO, but is entirely funded by Jesu Local Government in relation with the Ministry of Environment in South Korea. The stature of its affiliation with UNESCO nonetheless remains one of the incentives for continued support to the BR.

65 "Action-oriented ESD Capacity Building Trainings for Institutional Change in Tourism Vocation Education for Sustainable Development in Indonesia and Timor-Leste through South-South Cooperation"

# 7. Conclusion and Recommendations

## 7.1 Conclusion

150. UNESCO's SACC has been an important constitutive part of a global climate regime that itself stems at least as far back as the creation of the UNFCCC in 1992 and has seen the recent important addition of the Paris Agreement, Agenda 2030, the Sendai Framework for DRR and Agenda 2063. The SACC has been successful in bringing a measure of coherence to UNESCO's climate change programming as a whole by providing broad objectives for each sector, helping advance implementation of the Organization's MTS (37C/4) and Programme and Budget (39C/5 and 40C/5). The SACC, as a wide umbrella Strategy, has given FOs a mandate to grow their climate change programming within UNESCO's Member States.
151. Despite the lack of a budgeting framework for the SACC and the reliance on an informal network to coordinate its implementation, UNESCO has undertaken activities aimed at implementing all four thematic areas of the SACC; although, its efforts with regards to the fourth have been less visible. However, without a results framework that can aggregate quantitatively what the SACC-derived climate achievements across Major programmes have been, it is difficult to comprehensively articulate UNESCO's achievements at outcome level. From evidence available and reviewed for this evaluation, UNESCO's development and implementation of climate change activities has been less coherent than desirable, though not without important successes.
152. Key among them, UNESCO support has been valuable in supporting Member States in making progress towards achieving their international commitments to climate-related frameworks. Narratives on such results are found in annual programme implementation reports presented to the UNESCO Executive Board, supported also by data collected for this evaluation. Drawing on such information, the current report has mostly spoken to output level achievements, of which there are many. Thanks to strong partnerships and collaborative, participatory processes designed to ensure local ownership of UNESCO-supported initiatives, most are likely to be sustained and may yield further impact on the long-term. That being said, an increased ability for UNESCO to visibly demonstrate its results at outcome and impact level remains important at a time when appetite for climate change programming at global and Member State level is increasing. More importantly, such knowledge would serve to create learning-oriented knowledge to further inform UNESCO's climate programming when time is of the essence.
153. Financing UNESCO's climate work has also proven to be a challenge. Without a dedicated budget framework, the SACC relied on the different Sectors' and Field Offices' ad hoc fundraising efforts to fund its activities. Recently, BSP has offered further support through the appointment of regional resource mobilization officers. This was appreciated by staff and should be maintained. A more comprehensive fundraising strategy, including a partnership, resource-mobilization and communication strategy would prove useful in helping drive concerted action. Furthermore, despite previous attempts at becoming accredited to strategic climate financing institutions, UNESCO is currently only accredited to the Adaptation Fund. If UNESCO were to develop larger scale projects, it should consider the merits of becoming accredited to other vertical funds, such as the GCF and GEF, to develop its own independent proposals, once accreditation processes and mechanisms are simplified and UNESCO's capacities to manage these application processes have been strengthened. In the meantime, UNESCO should retain project and execution contracts in relation to these vertical funds as part of its resource mobilization efforts, seeking opportunities for collaboration with UN agencies and other organizations that are already accredited. Doing so would build on UNESCO's strengths, provide access to multi-year programmatic resources related to climate change, and avoid the administrative burden of managing funds.
154. Going forward, the current draft 41C/4 for 2022-2029 provides room for optimism that climate change is likely to become better rooted across UNESCO as it incorporates this thematic in the Organization's principal strategic document, thus giving Programme Sectors and FOs the utmost political legitimacy and foundation to pursue climate-relevant programming, regardless of whether a new SACC is adopted or not. By escalating the environment as a new Strategic Objective 2 to "Work towards sustainable societies by preserving the environment through the promotion of science, technology and natural heritage", it would become a core focal objective of the next MTS for UNESCO, advancing a collaborative approach to its strategic realization. The Climate Agenda is specifically referenced within

Objective 2 as Outcome 3: Enhancing knowledge for climate action, respect for biodiversity, water and ocean management and disaster risk reduction. The draft 41C/4 has set out unifying goals, with each Sector responsible for one or several output(s) that will contribute to Outcome 3. With this clarity of purpose and visibility of environmental issues, and the likely allocation of dedicated RP resources, the ground is set to facilitate collaborative approaches in the design of the 41C/5 that can support the realization of climate-oriented outcomes and facilitate further fundraising. In light of these developments, a new iteration of the SACC as it currently exists would add little value. Rather, the Programme Sectors would benefit from further guidance on how to concretely coordinate and implement climate activities.

155. UNESCO plays many valuable roles globally, with room for further development. In particular, perhaps most needed in this next phase of UNESCO's medium-term planning is for its Major Programmes to work together and focus on strategic convening at the science/policy nexus, while enhancing its communication modalities for popularizing what comes out of these engagements. Member States recognise the value of UNESCO's science/policy nexus approach, and welcome further guidance and support from all Sectors in relation to climate change policy development. A large majority of international experts interviewed for this study have affirmed this comparative advantage; UNESCO plays an important role in not only enabling climate research and programming, but in bringing research results and programmatically-rooted insights to policy-makers; and ultimately, also making them accessible to the wider global public. It is UNESCO's niche and one to be ever more strategically cultivated.

## 7.2 Recommendations

The evaluation recommends that the following eight measures be adopted in order to strengthen UNESCO's climate change programming. Each recommendation is directed towards specific entities, who will be responsible for its implementation. Detailed indicators to monitor the implementation of these recommendation will be outlined in an Action Plan.

**Recommendation 1: UNESCO needs a coordinating structure to support the planning and implementation of UNESCO's climate change related work including as captured in the 41C/4 Strategic Objective 2 and 41C/4 Outcome 3 'Enhance knowledge for climate action, biodiversity, water and ocean management and disaster risk reduction'. Its purpose should be to provide leadership and guidance for accelerating cross-sectoral collaboration and interdisciplinarity across Major Programmes and the IOC.**

*Addressed to: the Bureau of Strategic Planning in collaboration with the Natural Sciences Sector*

156. The lack of time and clarity of responsibilities that UNESCO staff carry in relation to their contribution to the Task Team on Climate Change results in staff furthering their Sectoral mandates, thereby contributing to siloing in the Organization on climate change (and elsewhere). This can be countered through clear leadership priorities, as well as deliberate interventions that encourage and enable interdisciplinary approaches to research, policy engagement, and public programming and joint initiatives. A Guidance paper should be drafted by the Task Team for the SACC by the end of 2021 to ensure its relevance to planned sectoral programming. Its implementation will require a mandated and dedicated coordinating team to provide leadership, reporting and learning. Every Major Programme and the IOC, as well as the Chairs and Category 2 Centres, have a responsibility in advancing cross-sectoral programmatic work, which should be facilitated with the creation of a coordinated structure to guide and coordinate their climate-relevant work. The evaluation recommends that this entity be housed in the Natural Sciences Sector, which has undertaken the most climate-relevant projects, and that it work collaboratively with all other Programmes Sectors and IOC when appropriate.



**Recommendation 2: UNESCO should develop and adapt its Monitoring and Evaluation (M&E) system to improve the tracking of outcome level results from its climate change activities across all Major Programmes and the IOC in the next 41C/5, with particular attention to cross-cutting priorities.**

*Addressed to: the Bureau of Strategic Planning*

157. Addressing the fact that UNESCO's M&E system is not fit-for-purpose to report on climate action outcomes, its development should ensure inclusion of climate action specific results, baselines, targets, and milestones around strategic climate action priorities. A quantitative dimension would allow demonstration of aggregated results across all priority and marginalized stakeholders as well as most affected countries, including African countries, women, youth, Indigenous Peoples and SIDS. A qualitative dimension would allow for a narrative of change to be articulated. Such an adapted M&E system would ensure clear and coherent reporting, while also informing learning across the Organization, among Member States, and by other stakeholders. For such a system to operate effectively, and to ensure appropriate and widespread use of the knowledge generation, suitable communication channels between HQ and FOs will need to be in place. This can be achieved through regional subcommittees of the Task Team, mandated to coordinate learning from FOs on climate change activities and ensure integration of good practices into Sectors' global-level programming and reporting.

**Recommendation 3: UNESCO should strengthen its efforts aimed at mainstreaming gender equality in UNESCO's climate change activities.**

*Addressed to: The Programme Sectors and IOC in collaboration with the Gender Equality Division*

158. UNESCO's approach to mainstreaming gender equality in climate change activities needs to be reviewed to ensure greater alignment with the priorities of the GEAP II, such that programming is at least gender responsive while moving towards greater gender transformative ambitions, as appropriate and applicable. Support to Member States on the integration of gender equality considerations should be amplified, in terms of guidance and requisite training for doing so. Gender equality considerations need to be integrated in the design, implementation, monitoring and evaluation of projects throughout. Finally, gender equality markers remain inadequate for monitoring project outcomes and capturing change. Overall, the next C/5 should look at how the GEAP II developed an architecture to mainstream its

approach and set about doing the same in relation to the next C/4's Environmental Objective. By the end of 2022, gender equality should be mainstreamed and addressed as a specific theme in the design of new projects across the Major Programme, with transformative intent whenever possible and applicable.

**Recommendation 4: UNESCO should review its programmatic work to address an area where Member States seek additional guidance and support, particularly policy advice: inclusive social development.**

*Addressed to: The Social and Human Sciences Sector*

159. Member States consider that UNESCO should continue playing a leadership role in supporting them realize their climate change priorities and commitment. They wish to benefit yet further from UNESCO experience, networks and resources in the field of inclusive social development, speaking to the social side of climate change adaptation, with a focus on priority and marginalized groups. This would entail additional products and advice in relation to climate change policy development.

**Recommendation 5: The Task Team should review UNESCO's diverse partnerships in relation to climate change, in light of climate change priorities in the next 41C/4 and 41C/5, to identify appropriate partners to nurture, maintain and expand in order to both co-implement and finance its climate-related work.**

*Addressed to: Programme Sectors and IOC in collaboration with the Bureau of Strategic Planning*

160. An important constraint to the SACC, and its twin objectives of cross-sectorality and interdisciplinarity, has been a lack of financial resources allocated to such climate change action. Thus, it is essential in the future UNESCO develop a multifaceted approach to financing its climate action, relying on different sources of funding to support its work. The attribution of dedicated RP resources to outcome 3 of the next 41C/5 will serve to incentivise Major Programmes and IOC to develop joint programming moving forward. At the same time, decentralized fundraising has supported the growth of XB resources for climate action at Member State and regional level and remains equally important. UNESCO would benefit from reviewing the range of its partners in light of the guidance provided by its partnership framework, against their contribution to the realization of the four themes of the SACC, in the remaining period of the current Strategy. The Task Team should identify the existing and potential partners best placed to help address their

strategic needs and their programmatic and geographic priorities in the area of climate change. Doing so will prepare UNESCO's partnership terrain as it moves into the next C/5, identifying shared priorities, and building on opportunities, as strong allies in advancing shared UNESCO climate action ambitions. The Task Team is well positioned to identify and discuss which partnerships are most relevant to UNESCO in advancing its climate action and helping UNESCO better address Member States' needs.

**Recommendation 6: UNESCO should develop a tailored communication strategy to bring greater external visibility to its work and achievements in supporting global research on climate change, as well as its support to Member States in meeting their international climate change commitments.**

*Addressed to: the Programme Sectors and IOC in collaboration with the Division of Public Information*

161. Key to the success of the communication strategy is strengthening a policy/science/social interface that popularizes the findings of UNESCO's science community through social media, webinars, policy briefs and in other ways, and uses these to inform policy engagements with decision-makers at Member State level. Accordingly, the communication tools need to be specifically tailored to each audience ranging from knowledge products aimed at technical and scientific experts to simple, accessible and clear data for the general public. The communication strategy should pay attention to inclusivity regarding convening roundtables with priority stakeholders and ensuring that their voices and perspectives are brought into the science/policy/social interface.

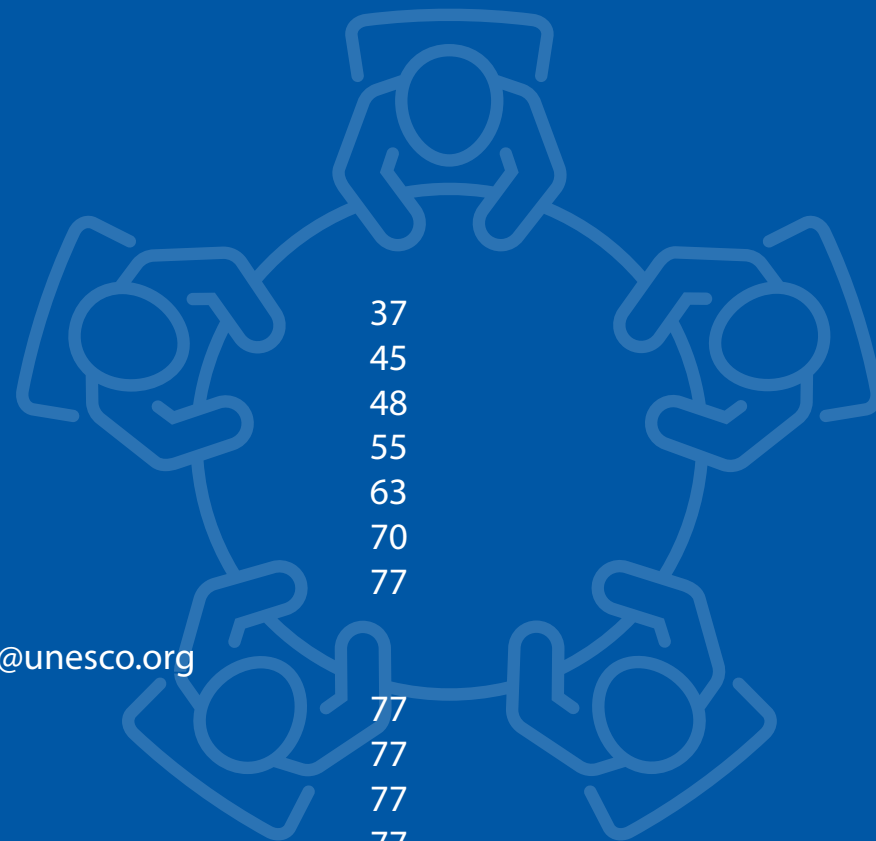
**Recommendation 7: UNESCO should pursue its work on climate adaptation but also strengthen its mitigation programming, highlighting how its IHP and MAB programmes can support Member States' growing interest in an energy transition.**

*Addressed to: the Programme Sectors and IOC in collaboration with the Division of Public Information*

162. UNESCO should continue to play to its comparative advantage in adaptation through its intergovernmental programmes and extensive research networks, such as its Chairs. It should also speak to this social side of climate change adaptation, as it is related to adaptation, social and human sciences, and Africa, Gender, youth, indigenous peoples. To remain relevant to its Member States' growing concerns about an energy transition, UNESCO should raise the external visibility of its mitigation work related to the energy/water nexus, such as through its IHP programme. A knowledge mobilization agenda could be operationalized through a science/policy interface. This should be part of an action plan associated with the 41C/5 and should be drafted by the end of 2021.

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## Appendix I - Terms of Reference

### Terms of Reference

#### **Evaluation of UNESCO's Strategy on Action on Climate Change (2018-2021)**

#### *Consultancy assignment*

### I. Background

1. The house is on fire. There now exists wide agreement that the climate on earth is changing and that this is most likely human-induced. As the Synthesis Report of the Intergovernmental Panel for Climate Change Fifth Assessment Report (IPCC, 2014) states:

*Anthropogenic greenhouse gas emissions have increased since the pre-industrial era, driven largely by economic and population growth, and are now higher than ever. This has led to atmospheric concentrations of carbon dioxide, methane and nitrous oxide that are unprecedented in at least the last 800,000 years.*

2. There is also consensus that this human activity is leading to global warming (IPCC, 2018): «Human activities are estimated to have caused approximately 1.0°C of global warming above pre-industrial levels ... [and it] is likely to reach 1.5°C between 2030 and 2052 if it continues to increase at the current rate». This may have catastrophic effects on our ecosystems, chief among them loss of biodiversity, altering weather patterns and rising sea-levels. The catastrophic effects of global warming may mutually enforce one another, which could, according to some scientists, lead to an existential climate-related security risk (Spratt & Dunlop, 2019). Indeed, these events threaten the livelihoods of many, with close to 62 million people affected by natural hazards in 2018 (World Meteorological Organization, 2019). Yet, due to a variety of factors, decisive decision-making has not met the ambitions stated in international agreements (e.g. the 1992 Rio Declaration, the 1992 United Nations Framework Convention for Climate Change, the 1997 Kyoto Protocol or, more recently, the 2015 Paris Agreement).

3. Given its mandate, UNESCO has an important role to play in climate change mitigation as well as adaptation. In close synergy with the United Nations (UN) System, UNESCO strives to be one of the leading global entities in the battle against climate change, leveraging its various technical competences to raise awareness on climate change issues and provide solutions to address them. For instance, since 2012, UNESCO is one of 13 international agencies affiliated to the UN Alliance on Climate Change: Education, training and public awareness. In 2009, the Organization announced its first strategy for action on climate change at the 15th Conference of Parties (COP 15) of the United Nations Framework Convention on Climate Change (UNFCCC) in Copenhagen. This pledge was reiterated in 2018, when, following the adoption of the 2015 Paris Agreement during COP 21, UNESCO Member States adopted the updated [Strategy for Action on Climate Change \(SACC\) 2018-2021](#) (39th Session General Conference, UNESCO).
4. This Strategy covers all Sectors within the Organization's mandate under the motto 'Changing Minds, Not the Climate'. It includes a wide range of actions reflecting the multifaceted nature of climate challenges and associated mitigation and adaptation solutions. With the purpose of providing Member States with climate-related knowledge, data and information services and policy advice to enable a shift in mind-sets towards enhanced sustainability, UNESCO's climate change actions are developed and implemented through its different Programme Sectors, the Intergovernmental Oceanographic Commission (IOC-UNESCO), Field Offices, designated sites, Category 1 and 2 Centres, UNESCO Chairs and Networks and undertaken in close synergy with the overall UN System. The inter-sectoral nature of this Strategy was foreseen as an essential element from the onset of its design.
5. While recognising that the UNFCCC is the primary international and intergovernmental forum for steering the global response to climate change, the objective of the UNESCO Strategy is to enable Member States to take urgent action to combat climate change and its impacts through education, sciences, culture and communication and information, in line with their respective Nationally Determined Contributions (NDCs) under the Paris Agreement, and in the overall context of the 2030 Agenda for Sustainable Development and UNESCO's own strategic frameworks (i.e. 37 C/4 Medium-Term Strategy and the 39 C/5 and 40 C/5 Programme and Budget). Targeting a wide range of stakeholders, including decision- and policy-makers, the private sector, academia and educational institutions, NGOs, youth and individuals, UNESCO set out to achieve this objective by harnessing its

expertise in its fields of competence and applying a three-pronged approach of (1) knowledge co-production, openness and dissemination; (2) provision of climate-related services; and (3) policy advice.

6. This Strategy is implemented through activities in the following four strategic focus areas:

**a. Supporting Member States to develop and implement climate change education and public awareness programmes and policies**, including through education for sustainable development; technical and vocational education; the UNESCO Associated Schools Network (ASPnet); capacity-building for journalists and broadcast media on climate change; and innovative use of ICTs.

**b. Promoting interdisciplinary climate knowledge and scientific cooperation for climate change mitigation and adaptation**, including through the International Basic Science Programme (IBSP), the Intergovernmental Hydrological Programme (IHP), the International Geoscience Programme (IGCP), the Man and the Biosphere (MAP) Programme, the Management of Social Transformations (MOST) Programme, the Local and Indigenous Knowledge Systems Programme (LINKS), the World Heritage Centre (WHC) and IOC-UNESCO.

**c. Promoting cultural diversity and cultural heritage safeguarding for climate change mitigation and adaptation**, including through support to mainstream sustainable development policy, comprising climate change, in the conservation and management of World Heritage properties under the 1972 Convention.

**d. Supporting inclusive social development, fostering intercultural dialogue and promoting ethical and gender mainstreaming principles in relation to climate change mitigation and adaptation**, including through support to climate related public policy-making through scientific evidence, humanities-based knowledge and human rights frameworks, with a major contribution from ethics, building on the [Declaration of Ethical Principles in relation to Climate Change](#).

7. In UNESCO, the implementation of this Strategy is coordinated by a Task Team on Climate Change, reflecting the inter-sectoral nature of the Strategy's approach, with

representatives from UNESCO's five Programmatic Sectors, IOC-UNESCO, Global Priorities (Africa and Gender Equality), the Bureau for Strategic Planning (BSP), the Department for Public Information and several Field Offices. The Team is led by the Assistant Director-General for the Natural Sciences (ADG/SC) and co-chaired by a representative of the Man and the Biosphere Programme of this Sector and one from the Social and Human Sciences Sector's Bioethics and Ethics of Sciences Section (see DG/Note/17/09). This Task Team meets on an ad hoc basis to review progress made on the implementation of the Strategy and plan actions going forward.

8. The Strategy does not have its own dedicated budget. Rather, the objectives set out in the Strategy are reflected in the relevant work-plans of UNESCO's thematic sectors and partially funded through the regular programme resources allocated to the respective Sectors' expected results as reflected in UNESCO's Programme and Budget (C/5). Additional extra-budgetary funding for SACC-related activities is secured at the Sector-level and dependent on Programme Sectors and IOC-UNESCO's respective fundraising strategies.
9. The UNESCO Strategy for Action on Climate Change (UNESCO, 2017), in § 87, indicates that it will be evaluated in collaboration with the UNESCO Internal Oversight Service (IOS), without specifying the timing of this evaluation. As the Strategy's period of implementation draws to an end, the Task Team requested that the final evaluation of the SACC be undertaken in view of presenting it at the 212th Session of the Executive Board (EXB) in Autumn 2021. To undertake this evaluation, UNESCO's IOS Evaluation Office seeks the services of a qualified evaluation team. The assignment has the characteristics described below.

## II. Purpose and Use

10. The main purpose of the evaluation will be to assist UNESCO Member States, the Secretariat, the Task Team in particular, and other relevant stakeholders to understand the Strategy's progress towards its completion. This will allow all stakeholders to consider the value of extending the Strategy and, if so, with which modifications, if any. More specifically, this evaluation aims to assess and analyse the relevance, effectiveness, impact, efficiency, coherence and sustainability of the UNESCO Strategy for Action on Climate Change (SACC) (2018-2021). This will serve the overall purposes of learning and accountability.

11. In pursuit of the main evaluation purposes, indicated above, the evaluation team is expected to collect data, draw conclusions, formulate lessons learnt and articulate recommendations based on its assessment and analysis. It should provide evidence about the key achievements and added value of the Strategy and provide evidence of contributions it is making to the Sustainable Development Goals (SDGs) and, in particular, but not only, SDG 13 on urgent action to combat climate change and the Paris Agreement. The evaluation will adopt both a retrospective and a forward-looking perspective with action-oriented recommendations formulated on the basis of substantive findings.
12. The Organization's work is guided by two Global Priorities endorsed by the Member States: Priority Africa and Priority Gender Equality. The ambitions of these priorities are respectively outlined in the UNESCO Operational Strategy for Priority Africa (2014-2021) and the Gender Equality Action Plan (2014-2021) (GEAP). The evaluation shall integrate UNESCO's global priorities by collecting data on the impact of UNESCO's actions in the area of climate change from a gender equality perspective as well as focusing, when and where appropriate, on the multi-dimensional needs and challenges of the African continent.
13. The target audiences for this evaluation consist, primarily, of UNESCO's Secretariat, including Field Offices, Member States and other international organizations including UN agencies such as the UN Environment Programme (UNEP), the UN Framework Convention for Climate Change (UNFCCC) Secretariat and the World Meteorological Organization (WMO). Secondary stakeholders include civil society organizations, UNESCO networks, wider academic and policy communities and the general public given the central importance of climate change to societies across the globe.
14. The expected evaluation recommendations will be followed up by a management response, which will be coordinated by ADG/SC and, subsequently, an action plan, which will be based on contributions from relevant Sectors, and which will outline concrete actions to be taken by specific actors in a given time-frame. Therefore, the evaluation is expected to lead to outcomes in a clearly defined timeframe and to generate spaces for (self-) reflection by the wider climate change community, including the Task Team.

### III. Evaluation questions and Scope

15. In order to achieve these purposes, the evaluation will answer the following main questions pertaining to the above-mentioned evaluation dimensions:

#### a. Relevance of the Strategy and its alignment with other activities and agendas:

- i. To what extent does the Strategy align with relevant international agendas, including the 2030 Agenda, the 2015 Paris Agreement and the 2015 Sendai Framework for Disaster Risk Reduction?
- ii. To what extent are the Strategy, and its activities, perceived as beneficial to Member States' needs and priorities?
- iii. To what extent does the Strategy address the needs of groups most affected by climate change (Small Island Developing States, Least Developed Countries), of the African continent (in line with the 2063 Agenda of the African Union), of marginalized groups (including indigenous peoples) and how does it address the gender-related impacts of climate change in line with UNESCO's Global Priority Gender Equality?
- iv. To what extent does the Strategy address the challenges posed by those entities most responsible for inducing climate change (e.g. carbon-intensive industrial activities, private sector)?

#### b. Coherence of the Strategy, internally, within UNESCO as an Organization and in terms of its potential programmatic added value:

- i. To what extent does the Strategy add value in relation to UNESCO's Medium-Term Strategy (C/4) and Programme and Budget (C/5) documents, i.e. the activities within the Strategy?
- ii. To what extent does, and should, the Strategy address measures aimed at mitigating climate change to be adopted by the Organization itself?
- iii. To what extent does the Strategy help in creating synergies and cooperation between the various concerned Sectors and the IOC?



### c. Effectiveness and impact of the Strategy:

- i. To what extent have the objectives of the Strategy been achieved?
- ii. What difference has UNESCO's work made at the country level, to ultimate beneficiaries, including youth, girls and women, and disadvantaged groups, such as indigenous peoples?
- iii. To what extent has the Strategy contributed to advancing UNESCO's contribution to support its Member States in achieving the targets of SDG 13 and relevant targets of other SDGs (e.g. SDG 4 Target 7)?

### d. Efficiency of the implementation of the Strategy:

- i. Have the resources allocated to the implementation activities for the Strategy, both through the regular programmes as defined in UNESCO's Programme and Budgets and through extra-budgetary resources, been used responsibly in generating appropriate value for money?
- ii. How have the inter-sectoral nature of the Strategy and the associated working arrangements, among which the Task Team, contributed to or hindered the implementation of the Strategy?
- iii. Are these arrangements fit for purpose to meet the needs for UNESCO's future action to address the climate crises?
- iv. Has UNESCO engaged in meaningful and effective partnerships in pursuit of the Strategy's objectives (e.g. with Member States, other UN organizations, civil society, the private sector and other stakeholders)?

### e. Sustainability of UNESCO's work in support of the Strategy:

- i. Has UNESCO developed an appropriate fundraising strategy to finance activities undertaken to implement the SACC?
- ii. To what extent is it likely that benefits ensuing from the Strategy, including its activities in education, natural sciences, social and human sciences, culture and communication and information will be maintained if funding for it were withdrawn?

16. The scope of this evaluation encompasses the full strategy from 2018 up until the present (mid-2020). In particular, the evaluation will examine progress towards the objectives of the SACC and the achievement of the results (outputs and outcomes) mentioned in it, within the framework of the implementation of UNESCO's Medium-Term Strategy (37 C/4) and Programme and Budget 39 C/5 and 40 C/5. In addition, it will assess progress towards the Expected Results (ER) that are directly associated with it. In terms of geographical coverage, as the strategy has a global scope, so does the evaluation.

## IV. Methodology

17. This evaluation will take place in a highly uncertain context brought about by the global COVID-19 pandemic. To address this, the IOS Evaluation Office has defined some basic parameters foremost of which is the health of the evaluation team, stakeholders or any other individuals involved in the evaluation. In these circumstances, IOS together with the evaluation team and the reference group will discuss feasible approaches and methods in order to carry out the evaluation while being mindful of the safety and health of those involved and with as minimal impact as possible on the quality of the evaluation products. Access to some evaluation stakeholders, such as beneficiaries or some national partners, might prove challenging. This is one of the main limitations of the evaluation. IOS and the evaluation team will be in constant communication to explore different modalities and innovative solutions.
18. Overall, this evaluation project will rely on a non-experimental evaluation design. While the bidder is free to propose their own methodologies, it is important that they be fit to answer the above-mentioned questions. In addition, the evaluation approach and data collection methods should be human rights-based and gender-sensitive and data should be disaggregated by sex, age and disability where relevant. We would expect that the overall design will include several of the following methods of data collection:
  - a. A document review (compulsory) of relevant texts pertaining to the Strategy, which will be agreed at the start of the assignment. *Inter alia*, the evaluator(s) should identify and examine evaluation(s) of activities that have taken place under the umbrella of the Strategy and its / their specific findings and recommendations.

- b.** A theory of change workshop (compulsory) with the designated evaluation reference group (see Section V, below). A theory of change (ToC) was not developed for the Strategy, which means that this will have to be reconstructed.
  - c.** Semi-structured interviews (compulsory) with key stakeholders (mainly phone / Skype) and beneficiaries. Based on the theory of change, these may include UNESCO current and former staff members and consultants at Headquarters and in the Field Offices; relevant government officials including UNESCO National Commissions; research institutions and networks; NGOs; Category 2 Centres; UNESCO Chairs and other networks; other relevant international organizations (both within and outside the UN System), ultimate beneficiaries, ensuring adequate representation and participation of women, men and youth and, where applicable, indigenous people.
  - d.** An online survey (compulsory) directed at UNESCO National Commissions to assess amongst others the relevance of the Strategy and related Action Plan for Member States and their implementation of UNESCO climate change adaptation activities. Additional surveys disseminated to select groups among the stakeholders mentioned under 17.c may be foreseen (optional). For maximum outreach, all surveys will be disseminated in English, French and Spanish at least.
  - e.** Secondary analysis (compulsory) of macro-level datasets pertaining to Sustainable Development Goal (SDG) 13 indicators as well as those of other SDG targets relevant to the Strategy, if and where available (e.g. SDGs 2, 4, 5, 6, 7, 9, 11, 12, 14, 15, 16 & 17).
  - f.** Field mission(s) (optional) to allow for direct observation at sites where the Strategy works. If a field visit is considered, travel costs are to be included in the financial proposal. *Please note (a) that whether field missions should be undertaken will depend on the development of the current global COVID-19 pandemic. The UNESCO Evaluation Office endorses a 'do no harm' principle and reserves the right to cancel agreed-upon field missions at any stage, should the sanitary conditions not ensure adequate safety for the evaluation team and/or interviewees. Furthermore (b), it is strongly advised that any field missions be undertaken by local professionals, to minimize any impacts of this evaluation on the environment.*
  - g.** Other methods that the evaluator(s) may propose (optional).
- 19. The evaluator(s) should submit an inception report at the end of the initial stage of the evaluation to agree upon the detailed methodological approach and workplan. This will have to be presented and discussed at an inception meeting with an evaluation reference group (see § 22, below). A draft version of the final report of the evaluation (see Section VII) will have to be presented and discussed at a stakeholder workshop, with members of the evaluation reference group as well.
  - 20. The evaluation team will have to comply with the United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation, UNEG Guidelines for Integrating Human Rights and Gender Equality in Evaluations and UNEG Ethical Guidelines for Evaluation. In line with UNESCO's Evaluation Policy (2015), IOS aims to ensure that human rights and gender equality principles are integrated in all stages of the evaluation process.

## V. Roles and Responsibilities

- 21. The evaluation will be managed by UNESCO's Internal Oversight Service (IOS) and conducted by a(n) (team of) external consultant(s). The evaluator(s) is/are expected to contribute specific expertise in the field of evaluation along with knowledge of the substantive field of climate change. IOS is responsible for the quality assurance of all deliverables. The evaluation team will be expected to develop a theory of change (i.e. Intervention Logic for the Strategy), to develop a detailed evaluation methodology including an evaluation matrix and data collection tools, to enable data collection and analysis and to prepare the draft and final reports in English.
- 22. An evaluation reference group has been established to accompany the evaluation process and provide feedback on the inception report and draft evaluation report. The reference group includes members of the Task Team from all UNESCO Programme Sectors, including from one Field Office, IOC-UNESCO, the UNESCO Cabinet, the Gender Equality Division, the Africa Department, the Administration Sector and the Bureau of Strategic Planning. It includes stakeholders from outside of the Organization with relevant expertise in the field of climate change, namely representatives from the UNFCCC and UNEP. The reference group shall meet periodically during the evaluation, as necessary.
- 23. The evaluation team will commonly be responsible for their own logistics: office space, administrative and secretarial support, telecommunications, printing, travel,

etc. Suitable office space will be provided when the consultants are working on UNESCO premises. The evaluation team will be responsible for administering and disseminating all research instruments, e.g. surveys, with the support of the IOS Evaluation Office. The Sectors will provide access to relevant documentation and contact details of relevant stakeholders and distribution lists. IOS will also facilitate access to UNESCO staff at both Headquarters and Field Offices.

## VI. Qualifications of the team

24. The evaluation foresees a level of effort of around 60 days senior staff time and 30 days junior- to mid-level staff time. The evaluator(s) is / are expected to travel to Paris two times in the course of the assignment, *if circumstances allow (see § 17 and 18.f above)*, to participate in a kick-off meeting and scoping interviews / theory of change-workshop during the inception phase; and for a stakeholder workshop to present the draft final report and test the validity of the designed theory of change.
25. This concerns an assignment for a project team with at least a senior expert who is expected to have the following mandatory qualifications and experience:
  - Broad expertise in programme evaluation, with a minimum of seven years of professional experience in this field demonstrating a strong record in designing, conducting and leading evaluations including at least five experiences leading an evaluation team.
  - At least five years of working experience in evaluation acquired at the international level or in an international setting.
  - Experience with assignments for the UN, including experience with assignments focusing on multi-stakeholder partnerships.
  - An advanced university degree in social sciences, political sciences, economics, natural sciences or another field with relevance to the assignment.
  - Excellent language skills in English (oral communication and report writing).
26. In addition, s/he and / or any additional member of the team will have the following mandatory qualifications:
  - Concrete experience evaluating initiatives related to climate change and related impacts, from a multi-disciplinary perspective.
  - Knowledge in the fields related to UNESCO's Programme Sectors, i.e. Education, the Natural Sciences, the Social and Human Sciences, Culture, Communication and Information and Ocean Sciences.
  - A good understanding of UN conventions and mandates pertaining to climate change.
  - Experience in gender analysis and gender in evaluation along with an understanding and application of UN mandates in Human Rights and Gender Equality.
  - At least good working language skills in French and Spanish (reading and oral communication).
27. Finally, s/he and / or any other team member will ideally have the following desirable qualifications:
  - Understanding of governance of intergovernmental (scientific) programmes in the UN context.
  - Other UN language skills (Arabic, Russian and Chinese) will be considered an asset.
28. Verification of these qualifications will be based on the provided curriculum vitae and may include a reference check. Names, titles and contact details of two references should be provided as well as a web link to or electronic copy of one recently completed report with relevance to the assignment. It is mandatory that no team member has had any previous involvement in the development or implementation of the activities under review.
29. If there are several team members, a gender-balanced and culturally diverse team is strongly preferred. The evaluator(s) should make use of national and / or regional evaluation experience and include UNESCO evaluation focal points in the process where possible.

## VII. Deliverables and schedule

### Deliverables

30. The assignment will consist of the following main deliverables:
- a. The **inception report**, which should be presented at an inception meeting. This report will outline the detailed methodological approach to taking on the assignment and outline when and how the activities for this will be undertaken (work-plan) (*max. 10 pp. excluding annexes*);
  - b. The **draft evaluation report**, which should be presented at a stakeholder workshop. This report will have to be formatted in the UNESCO IOS Evaluation Office template for evaluation reports and report on (a) the evaluation background, including a description of the evaluand; (b) the evaluation methodology, including theory of change and evaluation matrix; (c) the evaluation findings; (d) conclusions and lessons learnt and (e) recommendations. In addition, it will include an executive summary of 2-4 pages (*max. 40 pp. excluding annexes*);
  - c. The **final evaluation report**, a **two-page newsletter** and an **infographic**. The report should be developed according to UNESCO IOS Evaluation Office guidelines, which will be provided at the onset of the evaluation.

### Schedule

- d. The evaluation is expected to start in September 2020 and be concluded by May 2021 and consists of two distinct phases: **Phase I** commences in early September and ends 30 November at the latest, culminating in the inception report; **Phase II** commences in December 2020 and ends late April, culminating in the final evaluation report. The overall indicative timetable of key activities and deliverables is shown below:

ACTIVITY / DELIVERABLE	FORESEEN DATE
<b>Phase I</b>	
Desk review and preparation	September 2020
Scoping interviews / Initial workshop (ToC)	September 2020
Inception report	November 2020
<b>Phase II</b>	
Data collection (& field visits if applicable)	December 2020 – February 2021
Data analysis	Late February 2021
Write-up	Mid-March 2021
Stakeholder workshop (review of draft report)	Mid-April 2021
Revision	Late April 2021
Final report, infographic and newsletter	May 2021

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## Annex I to the TOR:

### Schematic overview of the UNESCO Strategy for Action on Climate Change (2018-2021)

Objective					
To enable Member States to take urgent action to combat climate change and its impacts through education, sciences, culture and information and communication, in line with their respective National Determined Contributions (NDCs) under the COP21 Paris Agreement, and in the overall context of the 2030 Agenda for Sustainable Development and its SDG 13					
Principles and criteria for UNESCO Action	Priorities	Thematic Action Focus Areas	Outputs	Outcome	Impact
A. Meet the needs of Member States in relation to their efforts to realize their Nationally Determined Contributions (NDCs) under the Paris Agreement, as well as SDG 13 of the 2030 Agenda for Sustainable Development, in the overall context of documents 37 C/4 and 39 C/5	Gender equality	A. Supporting Member States to develop and implement climate change education and public awareness programmes and policies	Knowledge (co-) production and dissemination	Member States take urgent action to combat climate change and its impacts through education, sciences, culture and information and communication, in line with their respective National Determined Contributions (NDCs) under the COP21 Paris Agreement	In-line with the aims of the COP 21 Paris Agreement, the Strategy will contribute to the strengthening of the global response to the threat of climate change by keeping a global temperature rise this century well below 2 degrees Celsius above pre-industrial levels and to pursue efforts to limit the temperature increase even further to 1.5 degrees Celsius. Additionally, to strengthen the ability of countries to deal with the impacts of climate change.
B. Draw on, support and be consistent with relevant existing UNESCO programme and priority strategies and action plans	Africa	B. Promoting interdisciplinary climate knowledge and scientific cooperation for climate change mitigation and adaptation			
C. Raise awareness on climate change as a cross-sectoral and interdisciplinary issue in an overall sustainable development context while building on the strength and focus of each Major Programme of UNESCO	SIDS	C. Promoting cultural diversity and cultural heritage safeguarding for climate change mitigation and adaptation	Provision of climate services		
D. Focus on activities that can be scaled-up in order to ensure a seamless, coherent and structured combination of regular and extrabudgetary sources	Youth	D. Supporting inclusive social development, fostering intercultural dialogue and promoting ethical and gender mainstreaming principles in relation to climate change mitigation and adaptation	Policy advice		
E. Ensure synergies with the overall United Nations system based on a set of Common Core Principles for a UN System-wide Approach to Climate Action					
Implementation modalities					
Consistent with the UNESCO's Medium-Term Strategy for 2014-2021 (37 C/4) and the draft 39 C/5 for 2018-2021 (e.g. MPI:ER6; IOC-ER: MP II:ER2-7; MP III: ER1-3; MP IV: ER1, ER5, ER8; MP V: ER3-4, ER6 Global Priority Gender Equality: ER1). The Strategy will be implemented both through actions undertaken by UNESCO Major Programmes, as well as through intersectoral and inter-programme cooperation (MAB, IHP, IGCP, IBSP, LINKS and MOST), and IOC, involving UNESCO Headquarters and Field Offices facilitated by the intersectoral UNESCO Task Team on Climate Change. Full use will be made of the UNESCO designated sites, UNESCO Centres and Chairs. Collaboration will be strengthened also with Member States, including UNESCO National Commissions, cities and regional authorities, and with United Nations bodies, including the UNFCCC, and COP host countries, as well as with NGOs and the private sector.					

Source: P. 17 of the Strategy.



## Appendix II Stakeholders Consulted

LAST NAME	FIRST NAME	POSITION	ORGANIZATION
<b>UNESCO HQ Staff</b>			
<b>ARICO</b>	Salvatore	Chief of Section, Ocean Science Section	UNESCO IOC
<b>AURELI</b>	Alice	Chief of Section, Groundwater Systems and Settlements Section, International Hydrological Programme (IHP)	UNESCO SC
<b>BONETTI</b>	Anna	Programme Coordination and Evaluation Unit, Executive Office	UNESCO SC
<b>DEBONNET</b>	Guy	Chief of Unit, Natural Heritage Unit, World Heritage Centre	UNESCO CLT
<b>DOGSE</b>	Peter	Former Programme Specialist & Co-chair of the Task Team for Climate Change, Section on Man and the Biosphere Research and Policy: Ecology and Biodiversity	UNESCO SC
<b>DU SOUICH-LOURA-DOUR</b>	Othilie	Strategic Planning Officer & Results-Based Management Team Leader	UNESCO Bureau of Strategic Planning (BSP)
<b>GIAMPAOLI</b>	Damiano	Programme Specialist, Gender Equality Division	UNESCO Cabinet (CAB)
<b>GROPA</b>	Maria	Programme Coordinator, Executive Office	UNESCO CLT
<b>IBRAHIM</b>	Abdoulaye	Programme Specialist, Contextual Analysis and Foresight Unit,	UNESCO Priority Africa and External Relations Sector (PAX)
<b>LE SAUX</b>	Jean-Yves	Director	UNESCO BSP
<b>LEICHT</b>	Alexander	Chief of Section, Section for Education for Sustainable Development	UNESCO ED
<b>MAGNUSSEN</b>	Magnus	Co-Chair of Climate Change Task Team, Director, Partnership and Outreach	UNESCO SHS
<b>NECHIFOR</b>	Iulia	Programme Specialist, Section for Strategic Planning, Monitoring and Reporting	UNESCO BSP

LAST NAME	FIRST NAME	POSITION	ORGANIZATION
<b>NEUPANE</b>	Bhanu	Programme Specialist, Section for Universal Access to Information	UNESCO CI
<b>NGOME ABIOGA</b>	Jean-Paul	Advisor for the Natural Sciences Sector and IOC	UNESCO CAB
<b>TEREICK</b>	Miriam	Environmental Sustainability Officer, Executive Office	UNESCO ADM
<b>VEILLON</b>	Richard	Project Officer, Policy and Statutory Meetings Unit, World Heritage Centre	UNESCO CLT
<b>UNESCO Field Office Staff</b>			
<b>AUER-HIMBERG</b>	Petra	Resource Mobilization Officer for Asia and the Pacific	Bangkok Office
<b>BURBANO FUERTES</b>	Giselle	SHS Programme Specialist	San Jose Office
<b>D'ADAMO</b>	Nicolino	Pacific GOOS Coordinator, UNESCO-IOOC	Perth Programme Office
<b>GIJIMA</b>	Tawanda	SC Junior Programme Assistant	Harare Office
<b>GIJZEN</b>	Hubert	Director	Harare Office
<b>GUMA</b>	Alejandro	SHS National Programme Officer	Havana Office
<b>GUNAWAN</b>	Zakki	National Programme Officer – Education	Jakarta Office
<b>HEISS</b>	Julia	ED Programme Specialist	Harare Office
<b>ISTRUIZ-CAVERO</b>	Paula	SHS Programme Specialist	Kingston Office
<b>KHAN</b>	Shahbaz	Director	Jakarta Office
<b>KODIJAT</b>	Ardito	National Programme Officer, Disaster Risk Reduction and Tsunami Information Unit	Jakarta Office
<b>LOMBARDO</b>	Massimiliano	SC Programme Specialist	Kingston Office
<b>NEUMANN</b>	Giuliana	Consultant	Kingston Office
<b>PESHKOV</b>	Yuri	Culture Programme Specialist	Kingston Office
<b>RACHMANIA</b>	Siti	Senior Programme Assistant	Jakarta Office
<b>RICHARDS</b>	Andrea	Culture Consultant	Kingston Office
<b>SANCHEZ-VEGAS</b>	Saadia	Director and Representative	Kingston Office
<b>THULSTRUP</b>	Hans	SC Senior Programme Specialist	Jakarta Office



LAST NAME	FIRST NAME	POSITION	ORGANIZATION
<b>TOVMASYAN</b>	Kristine	SC Programme Specialist	Almaty Office
<b>VERBIST</b>	Koen	SC Programme Specialist	Harare Office
<b>VIERA BERMUDEZ</b>	Isabel	CI Programme Specialist	Kingston Office
<b>XU</b>	Hui	SC Junior Programme Specialist	Harare Office
<b>ZELADA</b>	Adalid	Resource Mobilization Officer for Latin America and the Caribbean	San Jose Office
UNESCO Networks & Partners			
<b>ADEPOJU</b>	Adeshola	Chairperson	Bureau of the MAB Programme
<b>ALEXANDER</b>	Ronni	Chair, UNESCO Chair on Gender & Vulnerability in Disaster Risk Reduction	Kobe University, Japan
<b>ANGRAENI</b>	Librian	Deputy Director of Sustainability & Stakeholder Engagement	Asia Pulp and Paper, Indonesia
<b>COLLINS</b>	Steven	Livelihoods and Adaptation Adviser	USAID
<b>FARHAN</b>	Farwiza	Director	HAKA, Indonesia
<b>FARJIA</b>	Ismail	Junior Executive Manager	Fondation Mohammed VI pour la Protection de l'Environnement
<b>HERON</b>	Scott	Associate Professor in Physics	James Cook University, Australia
<b>JYGYASU</b>	Rohit	Project Manager, Culture and Urban Heritage, Climate Change and Disaster Risk Management Programme Unit	ICCROM
<b>KNESI</b>	Kgabi	Chair, UNESCO Chair of Sustainable Water Research for Climate Adaptation in Arid Environments	Namibia University of Science and Technology
<b>LAMBERT</b>	Ina	Associate Programme Officer, Adaptation Division	UNFCCC
<b>MAJADZIR</b>	Daniel	Youth Representative in the You-Can Network	N/A
<b>MARTINEZ</b>	Gabriela	Youth Representative in the You-Can Network	N/A
<b>MENENDEZ PRIETO</b>	Manuel	Vice-Chairperson	IHP Intergovernmental Council

LAST NAME	FIRST NAME	POSITION	ORGANIZATION
<b>MUJUMDAR</b>	Pradeep	Professor & climate scientist	Indian Institute of Science
<b>MYCOO</b>	Michelle	Professor of Urban and Regional Planning	University of West Indies, Jamaica
<b>NSADISA FARA</b>	Dieudonné	Project Leader of the ACP, Project on Climate Services, Climate Services Centre	Southern African Development Community (SADC)
<b>PASZTOR</b>	Janos	Senior Fellow and Executive Director of the Climate Governance Initiative & former UN Assistant Secretary General on Climate Change	Carnegie Institute
<b>REKAVAS</b>	Cristina	Specialist in Climate Change	UNITAR
<b>SAVITRI</b>	Yayi	Project Officer of Sustainability & Stakeholder Engagement	Asia Pulp and Paper, Indonesia
<b>SPARROW</b>	Michael	Head of the World Climate Research Division	WMO
<b>TILBROOK</b>	Bronte	Co-Chair & Senior Principal Research Scientist of the CSIRO Oceans and Atmosphere Information and Data Centre	IOC Global Ocean Acidification Network
<b>TRONI</b>	Jessica	Head a.i. Adaptation Portfolio Manager, Climate Change Adaptation Unit, Ecosystems Division	UNEP
<b>VALENZUELA</b>	Adriana	Former Focal Point for Youth and Education	UNFCCC
<b>ZAKIYAH</b>	Lia	Research Associate, Institute of Sustainable Resources	University of Indonesia
<b>ZOUROS</b>	Nikolas	President	Global Geoparks Network
Government Representatives			
<b>BERNARD</b>	Claire	Deputy Director General, Sustainable Development and Social Planning	Planning Institution of Jamaica
<b>BROWN</b>	Nadine	Director of Sustainable Development	Planning Institute of Jamaica
<b>KATILI</b>	Amanda	Former Special Envoy for Climate Change for the President of Indonesia	Climate Reality Project

LAST NAME	FIRST NAME	POSITION	ORGANIZATION
<b>KUSUMA SETA</b>	Ananto	National Coordinator for ESD	Indonesian National Commission for UNESCO, Ministry of Education and Culture
<b>MANZOU</b>	Rebecca	Director	Zimbabwe Meteorological Services Department
<b>NUGROO</b>	Hari	Member	Indonesian MAB National Committee
<b>PALMER</b>	Debra Kay	Director, World Heritage and Cultural Conventions	Ministry of Culture, Gender, Entertainment and Sport of Jamaica
<b>PURWANTO</b>	Yohannes	Executive Director	Indonesian MAB National Committee
<b>RILEY</b>	Elizabeth	Executive Director (ag)	Caribbean Disaster Emergency Management Agency (CDEMA)
<b>SCRIWANEK</b>	Max	Director of National Archives of Curaçao	Caribbean Heritage Emergency Network
<b>SINGH</b>	Amrikha	Senior Programme Manager for Sustainable Development	Caribbean Community (CARICOM)
<b>TJEN FOOH</b>	Rita	Director of the National Archives of Suriname	Caribbean Heritage Emergency Network
<b>WARJODO</b>	Wahjudi	Senior Advisor	Indonesian Ministry of environment on climate change and land use
Donors & Climate Finance Institutions			
<b>DAIJUN</b>	Jeon	Acting Director	Jeju Secretariat of the World Network of Island and Coastal Biosphere Reserve, South Korea
<b>DOBARDZIC</b>	Saliha	Senior Climate Change Specialist	Adaptation Fund
<b>VERREET</b>	Gert	Advisor & Coordinator of the Flanders Funds in Trust for the support of UNESCO's activities in the field of science (FUST)	Government of Flanders

LAST NAME	FIRST NAME	POSITION	ORGANIZATION
<b>SEVERIN</b>	Christian	Lead of the GEF's International Waters Focal Areas and Focal Area Engagement Coordinator	GEF
Project Beneficiaries			
<b>BHUKUVHANI</b>	Crispen	Teacher in the Zimbabwe Change Project	Bindura University of Science Education
<b>CAMPBELL</b>	Marvin	Participant in the MOST School in Cuba	N/A
<b>GIBBINGS</b>	Wesley	Journalist	Association of Caribbean Media Workers
<b>GONZALEZ</b>	Rianna	Participant in the MOST School in Cuba	N/A
<b>JOHN</b>	Shanika	Participant in the MOST School in Cuba	N/A
<b>MADAMOMBE<sup>66</sup></b>	Elisha	Bupusa Project Coordinator	Tri-Basin in Zimbabwe
<b>THERON</b>	Nick	Project Coordinator	Kruger to Canyon Biosphere Reserve, South Africa

<sup>66</sup> Elisha Madamombe and Nick Theron were engaged through a Focus Group Discussion.

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## Appendix IV - Harare Field Mission Report

### Introduction

#### Country Context

Zimbabwe's geographical setting in Southern Africa is one where transboundary water resource management is a vital element of regional integration. Zimbabwe is a landlocked country with no access to lakes, except the Kariba, and thus has a high dependence on rain-fed agriculture and is vulnerable to droughts on the one hand, and floods on the other.

Zimbabwe faces significant vulnerabilities due to extreme weather events ranging from cyclones, flooding, and drought. Disaster management and risk reduction, however, depend on transboundary cooperation given the numerous transboundary rivers that flow through the country. Addressing this vulnerability has required longstanding commitment to institution building of nascent River Basin Organizations and ongoing collaboration establishing frameworks to co-manage not only what can be abstracted for domestic water purposes, but equally important, how to collaborate in predictions against droughts and floods.

The importance of strengthening the country's monitoring systems in relation to flood and drought prediction was highlighted as a national priority following the Kenneth and Idai Cyclones, which devastated the Southern African region in 2019. In Zimbabwe, these extreme weather events have spurred a contraction of agriculture, electricity and water production, ultimately pushing over half of the country's population into food insecurity. The cyclones' aftermath has increased environmental risks, which has in turn affected local adaptation. Loss of vegetation cover has resulted in the reduction of natural defences against future flood waters and landslides. In light of all this, it is no surprise that climate change and Disaster Risk Reduction (DRR) have become a priority for Zimbabwe.

#### Cluster Office

The Regional Office for Southern Africa (ROSA) was established in 2015 following a significant restructuring and scaling up of UNESCO's presence across Southern Africa. The Harare Cluster Office services nine Southern African countries, namely Botswana, Eswatini, Lesotho, Malawi, Mozambique, Namibia, South Africa, Zambia, and Zimbabwe. Playing

a key role in the region, the office is responsible for advancing the work of UNESCO's programme sectors, including Education (ED), Natural Sciences (SC), Social and Human Sciences (SHS), Culture (CLT), and Communication and Information (CI).

#### List of Projects

ROSA has implemented 14 climate-related projects since the SACC was adopted in 2018, nine of which allocated over 30% of their budget to advance SDG 13. The following four projects were included as part of this field mission. These projects were selected based on four criteria: 1) diversity of Sectors engaging in climate change activities; 2) start date of the project to coincide with the time-frames of the SACC (2018-2021) 3) diversity of projects that could reflect both a member state focus as well as a regional focus; and 4) at least 30% of their budget were allocated to the SACC. The preliminary selection was selected by reading SISTER reports and finalized following a discussion with the SC Programme Specialist in the Harare Office to ensure the most relevant projects for the purpose of the mission were selected for the deep dive.

**Table iv.1 Selected Projects for the Harare Virtual Field Mission**

#	PROJECT	MAJOR PROGRAMME	SHORT DESCRIPTION BASED ON SISTER REPORTS
1	Sustainability Starts with Teachers project (2019) <sup>67</sup>	Education	The Sustainability Starts with Teachers initiative focuses on teacher training. As part of the Global Action Plan for Education for Sustainable Development (ESD), this Southern-African wide effort introduces sustainability issues into the core-curriculum of teachers at secondary level and uses UNESCO's biospheres as observatories for learning.
2	A Pilot Flood Early Warning System for Mozambique and Zimbabwe (2019)	Natural Sciences	The Flood and Drought Monitoring and Early Warning System was established in 2019 to develop high-resolution national Flood and Drought Monitors for Mozambique and Zimbabwe following the cyclone Idai events that affected mostly Chipinge and Chimanimani districts and the Sofala Province. The project has aimed to strengthen Mozambique and Zimbabwe's flood and drought monitoring forecasting capabilities as well as supporting the Meteorology departments in using the software to improve its data production and analysis capacity for its early warning systems.

<sup>67</sup> Find more information on this project at: <https://sustainabilityteachers.org/>

#	PROJECT	MAJOR PROGRAMME	SHORT DESCRIPTION BASED ON SIS-TER REPORTS
3	BE-RESILIENT: Biosphere Reserves as Observatories for Climate Change Adaptation in Southern Africa (2018)	Natural Sciences	The project strengthens the role of BRs in Southern Africa as Observatories for Climate Change Adaptation and to act as drivers of change and demonstration learning sites for sustainable development and disaster risk reduction.
4	CRIDA training as part of the Climate for Water Services Management (CLIMWar) project (2018) <sup>68</sup>	Natural Sciences	The "Climate Risk Informed Decision Analysis (CRIDA)" training evolves over a three-year period around building a scenario tool relying on local data sources to inform decision-making processes. It works primarily with technicians operating in biospheres or transboundary water basins that can then rely on local data sources for feeding the forecasting tool to improve weather predictions. The CRIDA training as part of the CLIMWar project.

A particular emphasis was given to the CRIDA training as part of the CLIMWar project because of its regional focus on capacity development. The Pilot Flood Early Warning System for Mozambique and Zimbabwe was selected because of its ability to demonstrate impact within Zimbabwe. The Sustainability Starts with Teachers project was selected because of its ability to demonstrate regional scale as well as impact in the field of education for sustainable development (ESD) at the Member State level.

To present and organize the results, the case study uses the evaluation criteria of relevance, coherence, effectiveness, sustainability and efficiency.<sup>69</sup>

## Results

### Relevance

The Southern African region in general and Zimbabwe in particular are prone to increasing weather variability yet countries in the region have variable adaptation systems in place to be able to respond in an effective and efficient manner. Zimbabwe's climate change resilience vulnerabilities lie with its acute skills shortages in weather prediction capacities to help adapt to extreme weather events through early warning systems.

68 Find more information on the CLIMWar initiative at: <https://en.unesco.org/climwar>

69 OECD (2019), Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use, DAC Network on Development Evaluation, OECD Publishing, Paris, <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>

The SACC has provided a broad mandate to encourage UNESCO regional and country offices in building complementarities with other more locally based climate action strategies that can support regional and country level programming that align with Member States' priorities. The focus on capacity development interventions that enable bottom-up approaches to adaptation through raising societal awareness, early warning systems and decision-making tools is designed to address these identified needs. This alignment between Global and Regional Strategy emphasis on capacity development in relation to climate change has made the Harare office's climate related activities highly relevant to addressing Member State needs and priorities for countries in the Southern African region in general and in Zimbabwe in particular.

The disconnect between the UNESCO Programme and Budget (C/5) as an organizational strategy, with a different document on partnerships and limited connection to the SACC has created a vacuum for field level planning and implementation. The SACC has thus served as a broad guideline for the development of localized strategies. The ROSA's [Regional Support Strategy](#) has promoted a Programme Support Strategy with the three pillars of partnerships, visibility and resource mobilization working interactively. Key to this approach is identifying the right partners that bring credibility and legitimacy to UNESCO's activities. The key partnership for the Southern African region has been the formalized agreement with the most prominent sub-regional economic organization, the Southern African Development Community (SADC), through a Joint Programme of Action. The latter aligns with the Harare office's long-term support to the SADC region through the Integrated Water Resources Management Initiative in which the SADC Water Information Network (SADC-WIN) programme is housed. This collaboration brings together objectives of both the C/5 and the SADC Climate Change Strategy and Action Plan which is to enhance regional, national and community preparedness for climate change and disaster risks through the strengthening of relevant sector strategies and planning. It contributed to the SACC objective in drawing on UNESCO's wider water networks, such as the International Hydrological Programme (IHP), to enhance the region's capacity building, research, and innovation in relation to adaptation.

In relation to resource mobilization, the Harare Office has used RP resources catalytically to help design programmatic approaches to climate change that have moved away from stand-alone short-term activities. With a view to increase impact, effectiveness and visibility, the Office's aim is to move away from a large number of smaller initiatives to a lesser number of larger consolidated projects and programmes. The model has focused on working through key government ministries to raise impact and visibility of



UNESCO's work at the country level as well as within the region.<sup>70</sup> The Harare Office has demonstrated the degree to which good selection of partnerships go hand in hand with effective resource mobilization and capacity for implementing a Regional Strategy.

The ESD programming relating to "Sustainability Starts with Teachers project" is aligned with the UNESCO's C/5 objectives<sup>71</sup> with those of SADC's Climate Change Strategy as it relates to ESD principles. The project addressed the local university management system needs in Zimbabwe, for improving the teacher education curriculum by reviewing teaching methods courses, including aspects of ESD. The "Sustainability Starts with Teachers project" in particular, which has already engaged teachers from six countries in the region and is due to train teachers from five more countries by 2022, has supported SADC countries in the achievement of SDG 4.7 and SDG 13.3.<sup>72</sup>

The SACC has also set out the importance of addressing cross-cutting themes, such as inclusion of marginalized people or attention to indigenous knowledge through alignment to the principles enshrined in the "UNESCO Policy on Engaging with Indigenous peoples". One of the related C/5 Expected results linked to indigenous knowledge is using "Geoparks and Biosphere Reserves as learning sites" (ER 6 for SC). The ROSA Office has made significant efforts to integrate local knowledge into the design of the projects reviewed for this mission. In the design of the ClimWaR project, the SC sector in the Harare office engaged with the Section for Local and Indigenous Knowledge Systems (LINKS) at Headquarters to determine how best to incorporate Indigenous knowledge in its programming; drew on a UNESCO SC representative from Bolivia to advise on how to integrate indigenous perspectives into climate programming and; sought advice from representatives from Headquarters as well as academic representatives who had experience in working with indigenous knowledge on early warning systems. It has

70 Each of the projects highlighted above have engaged with a wide set of partnerships to co-finance and co-implement these initiatives. They key national agencies that UNESCO has engaged with are the Meteorological Services Department (MSD), the Zimbabwe National Water Authority (ZINWA), the Environmental Management Agency (EMA), the Ministry of Information, Publicity & Broadcasting, the Ministry of Lands, Agriculture, Water & Rural Resettlement and the Ministry of Education.

71 ER 6 for ED: National Capacities strengthened to equip learners with knowledge, skills, values, and attitudes needed to live healthy lives, promote sustainable development, and engage with the world as responsible global citizens.

72 SDG 4.7: By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development and SDG 13.3: Improve education, awareness-raising and human and institutional capacity on climate change mitigation, adaptation, impact reduction and early warning.

done the mapping on how to mainstream the interpretation of local knowledge as an important component of scientific enquiry. In doing so, it has gained an understanding of how to identify how indigenous knowledge can be integrated into their climate programming through a capacity development model. Similarly, 4 of the 17 change projects implemented in Zimbabwe in the context of the Teacher's capacity-building project included a clear indigenous component, seeking to leverage local heritage and knowledge to convey educational messages to children on the effects of climate change more effectively by drawing on references and sites they are familiar with.<sup>73</sup>

In relation to supporting inclusive social development, in the period under review, the Harare office has focused on the analytical capacity on how to strengthen gender mainstreaming principles into the design of all of its projects. Nevertheless, despite significant intentions to integrate gender into the design of its programming to advance UNESCO's Global Priority on Gender Equality, the SC projects reviewed have not drawn on the Gender Equality Action Plan (GEAP II) guidance on how to integrate gender into the design of projects, monitor this performance through implementation and ensure that there is sufficient evidence to speak to gender results. While the SC sector is consistent in gender disaggregated data in terms of people trained, more in-depth disaggregated data to be able to inform the required analysis for gender informed programming is often lacking, and the Harare Office pointed to capacity constraints to be able to do this. In an effort to address this capacity issue, the Office has recently teamed up with gender specialist partners from the region and commissioned a report to provide tools to mainstream gender in the CRIDA methodology and ensure the further integration of these considerations in the next sessions of the training.

The ED Sector has gone beyond gender sensitive approaches to take a gender transformative approach. It incorporates the promotion of women and girls in science by highlighting gender stereotypes through role playing as part of the curriculum design for the "Sustainability Starts with Teachers" initiative. The "change projects" component of the "Sustainability Starts with Teachers" initiative are self-defined institutional change interventions. These can include curriculum or pedagogical innovations and whole-institution innovations. The key characteristic of these interventions is that they be oriented towards sustainability and align with the relevant educational policy of the country where they are implemented. The "change" component is mostly driven by women teacher educators. The initiative has highlighted the role of women in preserving the environment in their cooking and farming practices and using this as an educational

73 See descriptions of the projects here: <https://sustainabilityteachers.org/change-projects/zimbabwe/>



theme. The initiative has gender disaggregated data in terms of teachers trained. The data allows the project to see who is benefiting from participating in the project and how this training is being cascaded within schools.

In relation to youth, the SACC has emphasized the alignment to the UNESCO Operational Strategy on Youth (2014-2021) by having established a global network of youth leaders that are all active environmental professionals in the countries they represent: The Youth Climate Action Network (YouCAN). One of the aspirations of this network is to see youth participate in global climate-related conferences and play an active role in taking conference deliverables forward in their respective regions. When the YouCAN network is prepared to outline its vision for how it will interface with regional youth networks for engagement and follow-up activities in relation to UN climate change events, the ROSA Office will be prepared for this engagement with its own regional network of youth climate champions since October 2020. As such, the Harare office has established the beginnings of a regional pool made up of close to 700 country level young environmental professionals from the SADC region that have the requisite skills to participate in ROSA's climate change programming, including in STEM, climate action, water-related issues and renewable energy. Some are already scheduled to participate in the upcoming UN ECOSOC Youth Platform.

## Coherence

The Harare Office has demonstrated a coherence with the SACC's objective in promoting cross-sectoral collaboration as well as a complementarity in fulfilling UNESCO's organizational responsibility to act more responsibly in diminishing its carbon footprint in how it runs its day-to-day affairs.

At the time of drafting the SACC strategy, formal measures were not included regarding how the Organization itself would migrate towards carbon neutrality through its own organizational practice. Nevertheless, the "UN's Greening the Blue" report emerged in 2020 to outline how country field offices should operate to achieve these objectives. Despite no formal guidelines being outlined within the SACC itself, there has been a growing awareness both at Headquarters and within the region of the importance of finding means to achieve this. For instance, in Harare, an Environment Management Committee and System is in place where each sector appoints someone to a team with the aim of promoting a green office. The Harare office drew on some of these recommendations and is now a role model in adopting these principles. It used the pandemic to transition to carbon neutrality by becoming the first UNESCO field office to fully run on solar power. It

has put in place a greening infrastructure committee in the office that looks at offsetting the carbon footprint beyond any air travel. With the aim of promoting a low carbon lifestyle, carpooling is a standard practice for many staff as is a reduction on printing (paper-less meetings) and increase in recycling of office supplies and waste. Some of these good practices have been included in a [staff guide](#), published by the Sector for Administration and Management at HQ in early 2021, which provides suggestions to staff on how to adopt environmentally-friendly behaviours, whilst leaving it to field offices to localize implementation.

The Harare Office has had strong leadership in place to encourage inter-sectoral collaboration. This began with the drafting of the Regional Support Strategy in 2017 with the objective of increasing intersectorality rather than following the usual structure of setting out objectives for each Major Programme. A second feature has been through encouraging an office culture of peer learning. One-hour sessions are planned on a monthly basis to promote inter-sectoral collaboration where staff present inter-sectoral topics and invite cooperation from other Sectors. With time, this has evolved to encouraging consideration of other sectors in the design of new projects and programmes. For instance, when the Kenneth and Idai cyclones hit the region, the Harare Office had limited budgets to deal with the significant destruction left in its wake. By drawing on the support from all five Major Programmes to address disaster management, the Office developed a strategy for a collaborative approach. The SC Programme took the lead and focused on improving the Disaster Early Warning Capacities, which is crosscutting with the objectives from the other sectors. The Communication and Information Sector used community radio to broadcast messages related to hazards in order to raise awareness at the community level. SHS contributed a Human Rights Based approach to ensure consideration of the most vulnerable population groups during disaster preparedness and post recovery interventions. The SHS unit highlighted the particular needs of persons with disabilities in disasters in order to ensure disability inclusion in ongoing DRR programming. The ED Programme took a longer-term approach to integrating DRR as a key theme in their ESD programming, as illustrated through their Sustainability starts with Teachers initiative. The culture of sharing and collaboration through weekly meetings across all Major Programmes at the Harare Office is an example of how to work more effectively across Major Programmes.

## Effectiveness

In the efforts to achieve several expected results of the C/4 and C/5 in relation to the SC and ED, the Harare Office has supported Member States in Southern Africa to achieve the SDG 13 targets (ER 8 of SC) and strengthened Member State management of natural resources towards the achievement of SDGs and targets related to biodiversity and climate change resilience (ER5 of SC).

Due to the heightened importance put to climate change following the Idai and Kenneth cyclones, there has also been awareness of the importance of addressing Zimbabwe's constrained monitoring capability for early warning systems. The Harare Office worked closely with the Ministries of Water and Environment and through the two Natural Sciences projects outlined above has been able to influence national policy engagement on climate change through the co-drafting of the National Framework for Climate Services. This was adopted by the Zimbabwean government in late 2020.<sup>74</sup>

The Pilot Flood Early Warning System for Zimbabwe (SC) has strengthened the capacity of the Zimbabwean Meteorological Services Department (MSD) to build data systems and data analysis tools to sharpen their monitoring of rainwater stations across the country. This has enhanced their capacity to engage with a constellation of stakeholders that feed the country's early warning systems. This has been important in supporting Southern African Member States in achieving SDG 13.1. "Strengthening resilience and adaptive capacity to climate-related hazards and natural disasters" and in doing so has supported the implementation of the SACC in meeting the SC Sector's C/5 expected result 5.

This strengthened capacity has raised the visibility of the MSD within the Zimbabwean government. The MSD has been empowered through its recognition as a critical provider of early warning signals to the Ministry of Agriculture for seasonal weather predictions as well as to the Civil Protection Unit (CPU) for them to quickly adopt mitigation and protection measures amongst the exposed and vulnerable populations when early warning signals arise. The increased demand for the data produced by the MSD has enhanced its engagement through invitations for briefings at inter-ministerial meetings. It has been used extensively by Zimbabwean authorities to give more information to the CPU, which is responsible for disaster management in the country.

The CRIDA training also had a regional scope in that it allowed to train officials working at a transboundary level both in terms of biosphere reserves as well as in river basin organizations. The training has built the capacity for these officials to use the modelling approaches to feed in local level data and develop scenarios based on local knowledge. It is also interesting in that it drew attention to beyond the typical hydrological sphere, bringing in other experts into the conversation. This has helped local participants to do the appropriate modelling to identify what kinds of projects are needed to address local level needs related to climate change through water resource management. Whilst the course was deemed highly effective and relevant by local experts and professionals, they also called for UNESCO to engage more with ministry and local officials in delivering this training, as the political implications of managing such fragile and potentially sensitive transboundary resources could not be underestimated and ensuring that the decision-makers to whom the technical officials preparing the models reported to grasped the value and importance of sharing and preserving these areas was paramount. In Zimbabwe, the "Sustainability Starts with Teachers project" has also raised awareness with 250 high school learners and 20 teachers participating in the pilot in the Zambezi Biosphere Reserve. The materials produced through this training have been published into a textbook for wider use as a joint SC and ED publication. Scale has been reached through this initiative through the production of an [ESD Learning manual](#) that has been produced as an output from the initiative. It has become gazetted by the Ministry of Education as core material for teacher education. The product is therefore being scaled up for national use amongst educators.

The Be-Resilient Project has addressed the SACC's Strategy for addressing cross-sectoral collaboration between the SC and ED in working with SADC countries to strengthen the role of biosphere reserves as observatories where DRR tools have been developed through local knowledge and used for longer-term awareness raising by collaborating through UNESCO's ED sector.

<sup>74</sup> The framework incorporates 6 sectors: food security, agriculture, health, water, disaster risk reduction, energy, and tourism.

## Sustainability

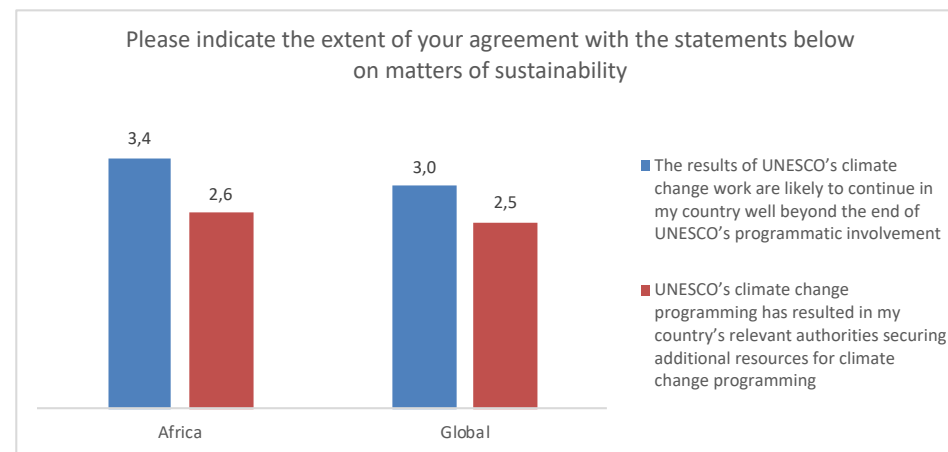
The key factors influencing the sustainability of the projects identified in the review has to do with a strong sense of local ownership that will enable their continuity beyond the lifeline of the project itself. Two projects are good examples of this. “Sustainability Starts with Teachers” project has created a “Change” component following the face-to-face training of teachers, which requires teachers to contextualize the principles learnt during their training to their own institutional environments. This approach creates champions at an institutional level that a substantial role transitioning the learning from an individual to an organization. This network of teacher educators that have been trained have become the change agents within their own institutions and are the influencers in policy development in Zimbabwe itself.

The “Pilot Flood Early Warning System for Mozambique and Zimbabwe” project has proven to be effective in implementation because it had a partner - the MSD - that was committed to the sustainability of the project by putting the cost of the ongoing maintenance of the monitoring system in their budget. The MSD policy of not accepting a software system unless it could be compatible with their own Zimbabwean systems required simplifying the model initially introduced by Princeton University, which had been charged by UNESCO to develop the model for this project. This effort of adjusting the data requirements to ensure compatibility with what was required is what has contributed to the sustainability of the project.

This attention to sustainability dimensions in the design and implementation of projects in the Harare Office is complemented by the global survey responses from UNESCO National Commissions regarding perceptions of SACC related activities in their countries. Of all regions, the ratings from the Africa region were the highest regarding the likelihood of projects continuing beyond UNESCO's programmatic involvement.

This attention to sustainability dimensions in the design and implementation of projects in the Harare Office is complemented by the global survey responses from UNESCO National Commissions regarding perceptions of SACC related activities in their countries. Of all regions, the ratings from the Africa region were the highest regarding the likelihood of projects continuing beyond UNESCO's programmatic involvement, with nearly three quarters (71%) of respondents in Africa agreeing to some degree, compared to just over half (55%) globally.

**Figure iv.1 Comparison between UNESCO's National Commissions perceptions globally and in Africa**



Weighted average on a scale of 1 to 4, with 1 referring to 'strongly disagree' and 4 referring to 'strongly agree'.  
Source: Survey for National Commissions

## Efficiency

The UNESCO Regional Support Strategy for Southern Africa (2017-2021) has been at the core of the partnership and resource mobilization strategy and has contributed to a significant increase in UNESCO's Extrabudgetary (EB) portfolio in the region. The Regular Programme Budget of \$1.5 million US dollars over the 39 and 40C/5 has contributed approximately 2% of the overall funding requirements for implementing the Regional Strategy. In other words, the Office had to raise 98% of the resources as extrabudgetary resources. The model has been able to overcome these constraints by working with key stakeholders with a programmatic focus on capacity development for implementing innovative models at country and/or regional level, such as the Southern African Development Community Integrated Water Resources Management Initiative.

The Harare Office, is however, limited in its ability to access vertical funds directly because UNESCO is not accredited to either the Global Environmental Facility (GEF) nor

the Green Climate Fund (GCF). It has been able to overcome this by working through collaboration with UN agencies that are accredited, such as FAO and UNICEF. It would be strategic however for UNESCO to urgently arrange for its accreditation to these important climate-related funds. The strengthened partnership with SADC since 2015 has also been instrumental in providing umbrella backing for accessing adaptation funds in collaboration with the Zimbabwean Ministry of Lands Agriculture, Fisheries Water and Rural Resettlement. Indeed, in April 2021, the ROSA secured 5 Million USD in funding from the Adaptation Fund for a new large programme on 'Strengthening Local Communities' Adaptive Capacity and Resilience to Climate Change Through Sustainable Groundwater Utilization in Zimbabwe'. Similarly, a 20 million USD grant request is currently being reviewed by the SDG Fund for a project aimed at 'Catalysing investments in Climate and Sustainable Energy for productive use and the achievement of the SDGs in Zimbabwe'.

The more UNESCO gives visibility to its initiatives and the more it highlights its participatory approach and local ownership, the more likely it is to also secure funding through local channels. For instance, the success of the CRIDA training resulted in a groundswell of high-quality proposals for collaboration with UNESCO from local partners, all of which are part of the fundraising efforts for resourcing these proposals. Similarly, UNESCO and the MSD were able to secure joint funding from the World Bank and the African Development Bank (AfDB) to pursue Zimbabwe's authorities' efforts to streamline and upscale data collection for early warning flood systems in the context of the EWS project.

## Conclusion and Lessons Learned

Through this case study and careful analysis of the projects discussed above, the evaluation highlighted three lessons to be learnt.

### **Lesson learned 1: A regional strategy tailoring the SACC objectives to the local context proved particularly effective.**

The key lesson from the Harare field mission is that the SACC has in and of itself been limited in guiding how field offices should achieve the broad objectives set out to foster interdisciplinary and cross-sectoral approaches to climate change programming. Developing a joint action plan with the SADC was essential in framing UNESCO's contribution within a more localized context and addressing priorities as identified by local stakeholders. Regional level strategies are an emerging good practice for providing a road map for implementation in relation to resource mobilization, partnerships and

increased visibility. The Regional Support Strategy's focus on capacity development in relation to water resource management and disaster risk reduction has been highly relevant by addressing the region's needs regarding its vulnerabilities in early warning systems.

### **Lesson learned 2: Facilitating joint collaborations and project design within the Office drives and enables intersectoral climate change-related activities**

One of the key objectives of the SACC is cross-sectoral collaboration and this has been implemented in the Southern African Regional Office, in large part due to the office culture of sharing and learning. The overall effectiveness of the Harare office's coherence in responding to disasters, has been enhanced through this culture by virtue of all sectors stepping in to work together to enable a multi-dimensional response to its support the region in the wake of the two cyclones.

### **Lesson learned 3: Ensuring local ownership of the projects developed will ensure their sustainability**

Some of the projects reviewed for this field mission have demonstrated features of sustainability, which are to be commended. One factor contributing to benefits of UNESCO's intervention continuing beyond the lifeline of the project has been the selection of strong local partners who had full ownership in the product associated with the collaboration, such as the case with the MSD. The second factor contributing to sustainability has been the production of a product with the potential to reach scale. The manual produced through the "Sustainability starts with teachers" has been adopted by the Ministry of Education and will be available to schools across the country, thus creating the conditions for a sustained use of the outputs of the project.

## Stakeholders consulted

LAST NAME	FIRST NAME	POSITION	ORGANIZATION
<b>BHUKUVHANI</b>	Crispen	Teacher in the Zimbabwe Change Project	Bindura University of Science Education
<b>COLLINS</b>	Steven	Livelihoods and Adaptation Adviser	USAID
<b>GIJIMA</b>	Tawanda	SC Junior Programme Assistant	UNESCO
<b>GIJZEN</b>	Hubert	Director	UNESCO
<b>HEISS</b>	Julia	ED Programme Specialist	UNESCO
<b>MADAMOMBE<sup>75</sup></b>	Elisha	Bupusa Project Coordinator	Tri-Basin
<b>MANZOU</b>	Rebecca	Director	Zimbabwe Meteorological Services Department
<b>NSADISA FARA</b>	Dieudonné	Project Leader of the ACP, Project on Climate Services	SADC-Climate Services Centre
<b>THERON</b>	Nick	Project Coordinator	Kruger to Canyon Biosphere Reserve
<b>VERBIST</b>	Koen	SC Programme Specialist	UNESCO
<b>XU</b>	Hui	SC Junior Programme Specialist	UNESCO

<sup>75</sup> Elisha Madamombe and Nick Theron were engaged through a Focus Group Discussion.

## Appendix V - Kingston Field Mission Report

### Introduction

#### Country Context

Jamaica's geographic characteristics, as a Small Island Developing State (SIDS) of the Caribbean, make it particularly exposed to natural hazards, such as flooding and hurricanes. These same characteristics make the country particularly vulnerable to the impacts of climate change, impacts which are already being felt today through increasing temperatures, changes in precipitation patterns, frequency of extreme weather events and sea level rise. Indeed, although SIDS contribute only 1% of greenhouse gas emissions, they are 73% more vulnerable to climate change effects than other countries.<sup>76</sup>

The sub-region also has a large proportion of the population that is young (60% of the Caribbean Community [CARICOM] population is below 30), with high unemployment rates.<sup>77</sup> Many Caribbean youth crave engagement in the fight against climate change, yet there are limited opportunities for them to partake in, and to influence decision-making processes on the matter.

Jamaica has reported progress on all Sustainable Development Goals (SDGs) through its [Voluntary National Review](#) (VNR) Report, submitted in June 2018. Actions undertaken related to SDG 13 (Climate Action) largely focused on building resilience through policy and data management, as well as furthering climate change response through government, citizens, and private sector initiatives, among others. Jamaica has developed numerous national policies and networks to advance towards achievements of SDG 13, including the adoption of both the Climate Change Framework for Jamaica and the Disaster Risk Management Act in 2015. However, the field of culture and the cultural heritage, both tangible and intangible, are generally not included in the disaster risk management (DRM) efforts.

<sup>76</sup> Preliminary Proposals by the Director General concerning the draft Medium-Term Strategy (41C/4) and Draft Programme and Budget (41C/5), Report of the consultation of National Commissions for UNESCO in the Caribbean (30 June 2020), p. 64, see 210EX/22,INF

<sup>77</sup> FORBES, M. (2015) Caribbean Youth and Unemployment. Retrieved from: <https://www.caribjournal.com/2015/01/06/caribbean-youth-and-unemployment/>

#### Cluster Office

The field mission served to review the work of the UNESCO Cluster Office for the Caribbean as it relates to climate change. The Office is located in Kingston, Jamaica and services twenty Caribbean States and territories, thirteen of which are Members and seven are Associate Members. Playing a key role in the sub-region, the Office is responsible for advancing the work of UNESCO's programme sectors, including Education (ED), Natural Sciences (SC), Social and Human Sciences (SHS), Culture (CLT), and Communication and Information (CI) in an effort to advance peace, eradicate poverty, and foster sustainable development and inter-cultural dialogue.

To better service the English and Dutch-speaking Caribbean and respond to the particular needs of SIDS, the Office built on the previous version of the SACC (2009) and on UNESCO's SIDS Action Plan to develop [the Special Initiative for the Caribbean](#) (SPIC) in 2018, through a collaborative process with the different States. The strategy outlines two thematic priorities, namely Youth and Climate Change, which are advanced through the following five focus areas:

- Youth empowerment through skills for opportunities;
- Youth-driven policy design;
- Youth engagement in knowledge sharing and social innovation;
- Resilience of communities to disasters and climate change through cultural-natural resource initiatives; and
- Climate change response through education and communication.<sup>78</sup>

The Office works in close collaboration with the Caribbean National Commissions for UNESCO (NATCOMs), other agencies in the United Nations (UN) System, the Caribbean Community (CARICOM), the Organization of Eastern Caribbean States (OECS), civil society groups, and research institutions, among others.

#### List of Projects

The Office has been implementing thirteen projects, seven of which allocated over 30% of their budget to advancing SDG 13. Out of these seven projects, four projects were included as part of this field mission. These projects were selected based on four criteria:

<sup>78</sup> UNESCO Cluster Office for the Caribbean (2018) Special Initiative for the Caribbean. Retrieved from: [http://www.unesco.org/new/fileadmin/MULTIMEDIA/FIELD/Kingston/pdf/UNESCO\\_SPIC\\_.pdf](http://www.unesco.org/new/fileadmin/MULTIMEDIA/FIELD/Kingston/pdf/UNESCO_SPIC_.pdf)



1) diversity of sectors engaging in climate change activities; 2) start date of the project to coincide with the time-frames of the SACC (2018-2021); 3) diversity of projects that could reflect achievements at member state level and/or a regional level; and 4) direct link to the SACC through at least 30% of budget allocated to it. The preliminary selection was made based on SISTER reports and finalized following a discussion with the Cluster Office staff to ensure the most relevant projects for the purpose of the mission were selected for the deep dive.

**Table v.1 Selected Projects for the Kingston Virtual Field Mission**

#	PROJECT	MAJOR PROGRAMME	SHORT DESCRIPTION (BASED ON SISTER REPORTS)
1	Developing Effective Media Response, Including On-line Media, to Emergency and Disaster Situations in the Caribbean (2018)	Communication and Information	Strengthening of media capacity to improve journalistic coverage of climate change in the Caribbean, including through social media. Production of a Handbook on the Climate Crisis for Caribbean Media.
2	Resilience of Caribbean SIDS to Disasters and Climate Change Through Enhancing Culture Sector's Disaster Preparedness for Effective Response (2018)	Culture	Building awareness and fostering synergy between policies and practices for the protection of culture from the effects of disasters through capacity building, awareness raising and advocacy. Identifying ways in which workflows for risk reduction, emergency preparedness and response for the culture sector can be incorporated within the national/local disaster risk reduction and emergency management mechanisms.
3	Enhancing Caribbean SIDS' Capacities to Achieve Sustainable Development Through the Reinforcement of Human and Institutional Capacities (2018)	Social and Human Sciences	Strengthening policymakers and youth capacities in LAC countries in application of the UN Security Council Resolution 2250 on Youth, Peace and Security. Organising the Caribbean MOST School "Bridging research and environmental adaptation in the Caribbean in the context of the Management of Social Transformation (MOST) Programme." Implementing Futures Literacy, a result-oriented capacity building programme to foster resilience and mitigation. Creating the Caribbean Youth Network for Climate Change
4	Youth Empowerment Through Skills for Opportunities and Youth Driven Policy Design in the Caribbean (2018)	Social and Human Sciences	Facilitating spaces and developing instances to support youth-led initiatives to address societal challenges in sustainable development. Developing a mapping in the Caribbean to establish status; existence; coherence; possible cooperation and UNESCO's entry point related to Youth policies.

It is worth noting that the projects are not completed and that the insights described in this case study report are drawn from emerging results.

## Results

### Relevance

UNESCO's climate change related work in the Caribbean has been particularly relevant due to the Office's use of the SPIC and to the choice of sectors where few other international entities are active. Firstly, the SPIC tailors the previous SACC as well as the SIDS Action Plan to the context and priorities of Caribbean SIDS. This emphasis on Caribbean SIDS has been identified as a key contributor to UNESCO's added value regarding climate change. The Office has also derived value from operating mostly in sectors that are not "crowded" – i.e. those in which few or no other institutional actors are active –, such as culture, communication and information, and oceans (i.e. Developing Effective Media Response and Resilience of Caribbean SIDS to Disasters, as well as tsunami readiness and forecasting). On oceans, there appears to be an opportunity for UNESCO leadership and increased relevance as part of the UN Decade of Ocean Science for Sustainable Development (2021-2030), which the International Oceanographic Commission (IOC) coordinates.<sup>79</sup> Hence, there is much potential in leveraging and further communicating on the initiatives undertaken by IOC's Tsunami Information Centre<sup>80</sup> and office for the Caribbean (IOCARIBE)<sup>81</sup>.

The wide mandate of UNESCO, with its five major programmes, is understood as a strength but also a limitation, as the Organization is not recognised as an obvious interlocutor for governments on matters related to climate change. UNESCO's broad mandate has allowed the Office to veritably treat climate change as the crosscutting theme that it is. However, it has been limiting in certain regards: with its perceived emphasis on education and culture, UNESCO is not a top-of-mind climate change actor. In addition, UNESCO's NATCOMs and key contacts are situated in different ministries (e.g. the Ministry of Culture, Gender, Entertainment and Sport of Jamaica [MCGES]), but rarely in ministries of environment and/or climate change and are generally not involved in such discussions.

<sup>79</sup> UNESCO (2019) United Nations Decade of Ocean Science for Sustainable Development (2021-2030).

Retrieved from: <https://en.unesco.org/ocean-decade>

<sup>80</sup> UNESCO IOC is based in the Caribbean with its Caribbean Tsunami Information Centre in Barbados. The Centre supports Caribbean countries and territories prepare for and mitigate the effects of this hazard. See more here: <https://www.ctic.ioc-unesco.org/108-country/145-barbados>

<sup>81</sup> The Carthage-based IOC Sub-Commission for the Caribbean and Adjacent Region is the dedicated office for the promotion and development of UNESCO's marine scientific programmes in the sub-region. See more here: <http://iocaribe.ioc-unesco.org/>

There has overall been alignment between UNESCO's climate change work across the Caribbean with efforts on the matter at national level, as recognised by e-survey respondents from the Caribbean (80% agree or strongly agree). Yet, there are some limiting factors tied to specific projects. For instance, the project aimed at Developing Effective Media Response has been faced with low transparency among certain Caribbean State governments on issues pertaining to environmental negligence, application of norms regarding tsunami preparedness in coastal areas, etc. As for the project on the Resilience of Caribbean SIDS to Disasters, its fundamental objective is agenda-setting, with the ultimate goal of integrating culture into DRM efforts at national and sub-regional level. As per the inherent characteristics of agenda-setting work, alignment between UNESCO's priorities and those of governments was low at the beginning of the project and has progressively been increasing throughout its implementation.

As for UNESCO's priority target groups – women and gender groups, youth and Indigenous peoples – their integration in project design has been uneven and not always significant.<sup>82</sup> It appears that projects related to climate change across the Caribbean have focused more directly on youth, in accordance with the SPIC. The Office has implemented a “by, with and for youth” approach which has a significant transformative potential as it increases youth leadership and ownership over project activities. Regarding indigenous peoples, proactive efforts were made by UNESCO to ensure meaningful representation and visibility of indigenous stakeholders in events, but such efforts were not visible to the National Commissions who responded to the e-survey. More needs to be done to encourage cooperation between governments and indigenous communities in order to understand the impacts of climate change on them, as well as integrating their traditional knowledge into national DRM strategies. Finally, gender has been mostly integrated into projects from the angle of equal representation in events and workshops), but with limited transcending transformative effect.

## Coherence

The SACC and the SPIC recognize the need for inter-sectoral work within UNESCO relating to climate change, however multiple institutional challenges have acted as barriers in this regard. The SACC and the SPIC are generally conducive to inter-sectoral work, as they are both built around focus areas, rather than divided per major programme. The Office has demonstrated interest in launching such intersectoral projects, beyond the Caribbean Artificial Intelligence Initiative (which is led by the Communication and

<sup>82</sup> It should be noted that sampled projects generally were not at the level of ultimate beneficiaries.

Information and the Social and Human Sciences Sectors, whilst also incorporating topics related to Education and Culture). It is well positioned to do so, with its small team size and frequent interactions among team members working across different Major Programmes. The Member States, through their National Commissions, further call for such synergies in tackling climate change.<sup>83</sup> Yet, certain institutional factors hinder cross-sectoral work, notably the UNESCO-wide organisational culture, which is based on distinct Major Programmes, and limited cross-sectoral programming, budgeting, and reporting.

As for cooperation among Caribbean countries, the sub-region has a long history of cooperation that dates back centuries, but it is also fragmented (because of the geography and the diversity of languages and cultural backgrounds, etc.). Interviewed stakeholders across the board believe that the Office has successfully tapped into existing collaborations and built bridges between countries, due among other elements to prolific inter-office collaborations (particularly with the UNESCO Havana and San José Offices). As a result, the Office has consolidated its role as a convener and a broker in the sub-region.

Coherence among UN Agencies in the English and Dutch-speaking Caribbean is ensured by a sub-regional development assistance framework, the [UN Multi-Country Sustainable Development Framework in the Caribbean](#) (UNMCSDF), whose design and implementation UNESCO contributes to. There have been commencements of collaborations between UNESCO and other UN Agencies<sup>84</sup>, but overall, collaboration on the topic of climate change has been somewhat limited. Indeed, as mentioned above, UNESCO is not perceived as a top-of-mind partner on this matter and its resources are dwarfed by those of large Agencies, some of whom are present in several Caribbean countries as opposed to UNESCO that covers all of them from Jamaica. Challenges around resources are further discussed in the efficiency chapter below.

## Effectiveness

It is too soon to see results at the outcome level for the projects reviewed for this field mission, especially as implementation has been delayed by both COVID-19 and the related

<sup>83</sup> Preliminary Proposals by the Director General concerning the draft Medium-Term Strategy (41C/4) and Draft Programme and Budget (41C/5), Report of the consultation of National Commissions for UNESCO in the Caribbean (30 June 2020), p. 65, see 210EX/22,INF

<sup>84</sup> Examples of such collaborations include discussing a potential project on promoting sustainable agriculture techniques with the Food and Agriculture Organization (FAO), and sharing common intentions with UN Environment Programme (UNEP) and UN Development Programme (UNDP) Cuba regarding the MOST School Programme.

economic contraction.<sup>85</sup> Yet, the Culture project around the Resilience of Caribbean SIDS to Disasters shows hints of behaviour change, as government stakeholders increasingly recognize, ask for, and effectively integrate culture into DRM considerations and plans. On the sub-regional level CARICOM through its Regional Cultural Committee is planning to elaborate the Caribbean Plan of Action for Disaster Resilience and Recovery of Culture Sector. On the national level Jamaica is the most advanced Caribbean State in this regard, with eager involvement of the Planning Institute of Jamaica (PIOJ) and of the MCGES in integrating the field of culture into DRM plans. Suriname and Cuba are also ahead of the curve, with solid DRM plans in place for the historical centre of their respective capital cities. Pairings have been made to favour learning among countries that are advanced in designing DRM plans for cultural sites and others that are less advanced. As the project unfolds and governments are increasingly sensitized to the need to protect tangible and intangible heritage from threats posed by climate change, it is expected that more States will make strong commitments in this sense specifically by using the Guidelines for the Development of a National Strategy and Plan of Action for Disaster Resilience and Recovery in the Caribbean's Culture Sector elaborated along with CDEMA in 2020<sup>86</sup> and designated culture and disaster management stakeholders. The Government of Jamaica has already announced its intention to launch a pilot in 2021 to design such a national strategy. Through this project, UNESCO has contributed and will further contribute to SDGs 11 and 13, namely the targets specifically aimed at safeguarding the world's cultural and natural heritage (11.4), strengthening resilience and adaptive capacity to climate-related hazards (13.1) and raising awareness on climate change mitigation, adaptation, impact reduction and early warning (13.3).

The Developing Effective Media Response initiative included a workshop which gathered 40 practitioners from across the Caribbean in March 2018, in order to train them on how to report on disasters in the Caribbean, before, during and after the event. In the workshop, the idea emerged to publish key insights in the form of a handbook with the objective of having a wider reach, leading to behaviour change in the media practitioner

<sup>85</sup> The Culture Project began in March 2020, but follow-up workshops and pilots scheduled for 2021 were postponed due to the pandemic. The Handbook for Journalists is now finalized but is yet to be published and disseminated.

<sup>86</sup> These guidelines were designed during a joint UNESCO-CDEMA workshop on Disaster Resilience in the Caribbean's Culture Sector held in Bridgetown, Barbados in March 2020. The workshop, organized in framework of UNESCO's action for culture in emergencies, brought together stakeholders from the field of culture, disaster management and humanitarian authorities from all countries in the Caribbean and CARICOM. See more here: <https://en.unesco.org/news/preparing-caribbean-culture-natural-disasters> and <https://today.caricom.org/2020/03/27/building-disaster-resilience-in-caribbeans-culture-sector/>. SISTER Report - RP Workplan n 2019.

community, beyond those journalists already sensitized towards climate change matters. This handbook is soon to be launched. As journalists and other media practitioners progressively improve their reporting on climate change, it is expected that the project will contribute to SDGs 13.3, as presented earlier, and 16.10, around public access to information.

The SHS initiative on the youth (Enhancing Caribbean SIDS' Capacities and Youth Empowerment Through Skills) revolves around the creation of the Caribbean Youth Network for Climate Change (CYNCC). The CYNCC was launched at the 2019 MOST International Science School<sup>87</sup> and related follow-up activities, as a space for youth-led initiatives to address the societal challenges related to climate change.<sup>88</sup> This initiative has been significantly impacted by COVID-19. Over the course of 2020, efforts which normally would have been dedicated to network consolidation and activities were redirected due to the impact of Covid-19. Alternative activities were conducted. However, the young people involved were also significantly impacted by Covid-19 and/or were leading response efforts in their communities. In addition, the network has faced important structural and operational challenges, such as a lack of commitment of some participants but also a lack of structure within the network and overly informal communication mechanisms. It would benefit from a more active involvement and assistance from UNESCO. As a result of this lack of structure, some do not perceive themselves as being part of an established network and initiatives are organized on an ad hoc basis. A competitive selection process to ensure the buy-in and commitment of selected members would have been necessary. Likewise, a clear definition of purpose, roles and processes will be necessary before regular activities can resume. When it achieves results, this initiative is expected to contribute to multiple SDG targets, including 13.3, 13.b (raising capacity for effective climate change-related management in SIDS), 17.16 (enhance multistakeholder partnerships for the SDGs) and 17.17 (public, public-private and civil society partnerships). UNESCO's global YouCAN Network is an upscale of the Caribbean network, yet the latter has not been structurally or operationally solid since its launch. There seem to be no linkages between the two networks at the moment.

<sup>87</sup> [https://webarchive.unesco.org/20200108004551/http://www.unesco.org/new/en/kingston/about-this-office/single-view/news/caribbean\\_youth\\_action\\_network\\_launched\\_in\\_havana/](https://webarchive.unesco.org/20200108004551/http://www.unesco.org/new/en/kingston/about-this-office/single-view/news/caribbean_youth_action_network_launched_in_havana/)

<sup>88</sup> <https://unesdoc.unesco.org/ark:/48223/pf0000375802/PDF/375802eng.pdf.multi>

## Sustainability

Key factors influencing the sustainability of results have been the implementation of participatory and capacity building approaches, both of which have increased ownership and enabled appropriation of processes and tools by stakeholders (Developing Effective Media Response and Resilience of Caribbean SIDS to Disasters). The Culture & Resilience of Caribbean SIDS to Disasters project has supported the development of concrete policies such as national DRM plans, which favour the achievement of results in the medium to long-term without the need for constant UNESCO involvement. On the long term, the Memorandum of Understanding in the key areas of disaster management that is under elaboration between UNESCO and CDEMA will further contribute to enhancement of multistakeholder partnerships for the protection of endangered culture, in line with SDG target 17.16. The handbook also has a good likelihood of sustainability, as it was co-designed by local journalists, taking into account Caribbean specificities, and media practitioners will probably adapt their reporting around climate change. It is also likely to be scaled up, with an ongoing reflection on enhanced sharing of materials within UNESCO as well as discussions on the potential use of the handbook in journalism education institutions in the Caribbean. Regarding the CYNCC, while former participants of the MOST school have been repeatedly invited to engage in initiatives of the Cluster Office, the Covid-19 pandemic has rendered the coordination of such events more challenging and weakened the interest and buy-in of some young people. That being said, the network is not currently self-sustained, because of its early implementation stage and the challenges mentioned above. There is however great potential for such networks to thrive and further drive UNESCO and grassroots initiatives in young participants own countries to fight climate change and its effects.

## Efficiency

Resources available for the Office have been limited, considering the large number of States it supports and the geography of the Caribbean. Resources specifically dedicated to climate change programming have been incommensurate with the level of ambition of the SACC and with both the discourse on the prioritisation of SIDS and their needs in relation

### *In its climate change related work, UNESCO is described as...*

- A convener and a broker;
- An awareness raiser and an agenda-setter;
- A capacity-developer;
- A promoter of evidence-based decision making and enabler, connecting science and policy; and
- A data provider.

to climate change, which is consistent with a lack of operationalisation of both the SACC and of the SIDS Action Plan.<sup>89</sup> While the SACC specifies that its effective implementation depends to a significant degree on the availability of extrabudgetary resources, as there is no specific budget for climate change projects, the Office has faced great difficulties in raising such funds. As a result, climate change and risk mitigation-related activities are the least represented in the Office's portfolio.<sup>90</sup> Interviewed stakeholders reported that this lack of resources was notably due to the status of most Caribbean States as upper-middle income countries, to competing mandates with other UN Agencies and to the limited presence of large-scale private sector entities in the sub-region. Different stakeholders across the board mentioned that greater resources would be beneficial in supporting project results, including National Commissions in the region who called on UNESCO to strengthen capacities of its Offices in the region and for resource mobilization for SIDS to become a priority for UNESCO.<sup>91</sup> As a first step, a resource mobilisation strategy was drafted for the Caribbean (2018-2019). More recently, a regional resource mobilisation officer position was created by the BSP at the San José Office to manage and support Field Offices' efforts across Latin America and Caribbean. There is also an opportunity for funding from the Adaptation Fund towards which the Kingston Office is actively working. While resource mobilisation efforts have not yet yielded results, the Office is now in a better position to succeed in this regard.

Regarding partnerships, UNESCO is recognized as having developed strong collaboration with and among different stakeholders in the Caribbean (civil society organisations, academia, professional societies, local communities, and the media). Certain NATCOMs reported having seen their government's convening and networking capacity with these different stakeholder groups improving as a result of their collaboration with UNESCO. Nevertheless, little has been done in terms of engaging the private sector. This appears to be due to the lack of a clear UNESCO-wide value proposition, to the absence of sectoral disaggregation in the SACC, and to the limited presence of large business sectors in the Caribbean besides finance and tourism. Regarding tourism, it is worth noting that a concept note was elaborated to collaborate with the cruise industry, a sector with a heavy footprint, in order to sensitize tourists to their carbon footprint. However, it did not succeed at obtaining funding.

<sup>89</sup> The lack of operationalisation and of resources (financial as well as human) to implement the SIDS Action Plan and meet the needs of SIDS was highlighted in the [Mid-term Review of the UNESCO SIDS Action Plan \(2016-2021\)](#).

<sup>90</sup> UNESCO (2019) *Mid Term Review of the SIDS Action Plan*, p.17

<sup>91</sup> Preliminary Proposals by the Director General concerning the draft Medium-Term Strategy (41C/4) and Draft Programme and Budget (41C/5), Report of the consultation of National Commissions for UNESCO in the Caribbean (30 June 2020), p. 60-66, see 210EX/22,INF

The visibility of UNESCO in the Caribbean is particularly tied to discrete events (e.g. workshops) but is very limited in terms of UNESCO's general work on climate change. This is in accordance with a general perception of UNESCO as a UN Agency specialising in education and culture, without any particular involvement in climate change work.

## Conclusion and Lessons Learned

Relevance of UNESCO's climate change related work is high, in the context of the Caribbean, due to the use of the SPIC, to a strategic selection of priority sectors to work in, and to the general alignment with national efforts in achieving climate change targets. There is potential for increased relevance if UNESCO could better tie the narrative of: climate change with cultural heritage and the importance of protecting heritage in the face of disasters; the loss of biodiversity, reduction of fishing supplies and other food resources due to increased water pollution, adverse socio-economic effects of surge in hazards and threats on the tourism industry especially; heightened risks of displacements and migration due to the sea level rise; and the COVID-19 pandemic. There is also an opportunity for UNESCO to further strategically position itself through the IOC at the nexus of oceans and climate change in the subregion, through the Decade of Ocean Science for Sustainable Development.

UNESCO has successfully taken advantage of existing cooperation among Caribbean States, while also building bridges across the different segments of the sub-region (e.g. language groups). However, its cross-sectoral work as it pertains to climate change is only just beginning, as a result of constrained programming across the Major Programmes. Collaboration with other UN Agencies on climate change is also in its early stages and could be accelerated if UNESCO could unlock climate funding (e.g. from the Adaptation Fund, Global Environmental Facility [GEF], Green Climate Fund [GCF]). This would equally address certain challenges around resourcing.

Regarding results, selected projects are generally not yet at the stage of delivering on outcomes. The Culture project on the Resilience of Caribbean SIDS to Disasters is the most advanced in this regard, with some behaviour and policy change already in evidence. The Handbook for Journalists should soon reach media practitioners beyond the already convinced. The initiative related to the youth is the least advanced of the sample and the one that requires most attention. While the Office has dedicated significant efforts to involving the youth and indigenous communities, visibility of these efforts could be higher. Integration of gender consideration in the project design and implementation could have been more transformative.

This case study has highlighted four key lessons that could further support UNESCO's climate-change programming.

**Lesson learned 1: Participatory processes and local ownership are essential in achieving success, but the importance of UNESCO's support should in the co-designing these initiatives should not be underestimated**

Participatory and capacity development approaches have been key to favouring sustainability of results, as well as the development of concrete policy documents, as demonstrated by both the Culture and Communication and Information Projects. Involving local actors throughout the design and implementation process increased ownership and increased the odds of the outcomes and impact sought by the activities and projects to be sustained overtime. Nevertheless, the youth initiative has also shown how important it is, that in the early stages of this paradigm shift and design, that UNESCO provide support and guidance. Its reputation as a neutral broker, an expert body and an effective convener give it the necessary tools and legitimacy to adopt such a role.

**Lesson learned 2: There is a strong demand for UNESCO to develop and share capacity development tools for the appropriate integration of the climate dimension in activities relevant to its mandate**

The project that led to the Development of a Handbook for an effective media response to climate change reporting has particularly significant potential for scalability, in the Caribbean but also across the world. There is clear interest among stakeholders in the Caribbean, within and outside of UNESCO, in exchanging learnings with other regions, yet precautions should be taken in replicating projects and/or contents from one region to another, as this affects both pertinence and ownership. Stakeholders outside UNESCO have also expressed an interest in being provided access, and wider access, to different online courses, as relevant to the different projects (e.g. on DRM, fundraising, etc.).

**Lesson learned 3: The current resources are insufficient to operationalize UNESCO's ambitions for SIDS and climate change as priority areas**

Operationalisation and resourcing of the SACC have been key challenges, overlaid on similar challenges related to the SIDS Action Plan. It appears that climate change



related efforts in the Caribbean have been at the intersection of two under-resourced strategic priorities for UNESCO. While the Office is in a better position than before to unlock extrabudgetary resources, it is worth reflecting on the implications for UNESCO of choosing certain themes as priorities and on the relation between funding provided and results achieved.

**Lesson learned 4: There is potential for wider outreach and increased visibility for UNESCO's climate-related activities through partnerships with public and private entities that target the public**

As for partnerships, the Cluster Office has already established effective partnerships with key public partners in the regions (e.g. CARICOM, CDEMA, national institutions). Whilst these are indeed UNESCO's traditional partners, it appears that targeted engagement with the private sector could also prove beneficial, particularly in the sector of culture. UNESCO could also increase the visibility of its climate change related work, beyond discrete events, notably by leveraging culture as a means to reach the public. This would contribute to increasing awareness, among the general public, governments and other UN Agencies, on UNESCO's climate change efforts.

## Stakeholders consulted

LAST NAME	FIRST NAME	POSITION	ORGANIZATION
<b>BENARD</b>	Claire	Deputy Director General, Sustainable Development and Social Planning	Planning Institution of Jamaica
<b>BROWN</b>	Nadine	Director of Sustainable Development	Planning Institute of Jamaica
<b>BURBANO FUERTES</b>	Giselle	SHS Programme Specialist,	UNESCO
<b>San Jose Office</b>	UNESCO	Director	UNESCO
<b>CAMPBELL</b>	Marvin	Participant in the MOST School	N/A
<b>GIBBINGS</b>	Wesley	Journalist	Association of Caribbean Media Workers
<b>GONZALEZ</b>	Rianna	Participant in the MOST School	N/A

LAST NAME	FIRST NAME	POSITION	ORGANIZATION
<b>GUMA</b>	Alejandro	National Programme Officer, Social and Human Sciences, Havana Office	UNESCO
<b>ISTRUIZ-CAVERO</b>	Paula	SHS Programme Specialist	UNESCO
<b>JOHN</b>	Shanika	Participant in the MOST School	N/A
<b>LOMBARDO</b>	Massimiliano	SC Programme Specialist	UNESCO
<b>NEUMANN</b>	Giuliana	Consultant	UNESCO
<b>PALMER</b>	Debra Kay	Director, World Heritage and Cultural Conventions	Ministry of Culture, Gender, Entertainment and Sport of Jamaica
<b>PESHKOV</b>	Yuri	Culture Programme Specialist	UNESCO
<b>RICHARDS</b>	Andrea	Culture Consultant	UNESCO
<b>RILEY</b>	Elizabeth	Executive Director (ag)	Caribbean Disaster Emergency Management Agency (CDEMA)
<b>SANCHEZ-VEGAS</b>	Saadia	Director and Representative	UNESCO
<b>SCRIVANEK</b>	Max	Director of National Archives of Curaçao	Caribbean Heritage Emergency Network
<b>SINGH</b>	Amrikha	Senior Programme Manager for Sustainable Development	CARICOM
<b>TJIEN FOOH</b>	Rita	Director of the National Archives of Suriname	Caribbean Heritage Emergency Network
<b>VIERA BERMUDEZ</b>	Isabel	CI Programme Specialist	UNESCO



## Appendix VI - Jakarta Field Mission Report

### Introduction

#### Country Context

Located in South East Asia, Indonesia is composed of over seventeen thousand islands<sup>92</sup> and home to over three hundred ethnic groups.<sup>93</sup>

Indonesia finds itself particularly vulnerable to the impacts of climate change. Increases in drought frequency, heat waves and floods, poses an increasing threat to the country's development. Indonesia is ranked 12<sup>th</sup> among 35 countries facing high mortality risks due to natural hazards, with around 40% of its population at risk.<sup>94</sup> This number is projected to increase as the impacts of climate change become increasingly felt across the region.

Indonesia has submitted a Voluntary National Review (VNR) in 2019 to report progress on all Sustainable Development Goals (SDGs). Progress reporting on SDG 13 (Climate Action) focused on two areas. The first was strengthening climate resilience and adaptive capacity related to hazards and disasters (SDG 13.1). In this vein, the country has prioritized Disaster Risk Reduction (DRR) which is laid out in the 2015-2019 Nawa Cita RPJMN policy. The policy aims to reduce disasters in 136 growth centre- districts/cities that are on the high disaster risk index.<sup>95</sup> The second area of focus within the country's climate change agenda is embedding mitigation efforts into national policies, strategies, and planning (SDG 13.2). Detailed policies were also developed for a diversity of sectors to achieve objectives related to greenhouse gas (GHG) reduction, with an emphasis on Forestry. The REDD+<sup>96</sup> is prominent in the government's actions in combatting climate change as the forestry industry is a significant contributor to the economy. Palm oil production from forestry plantations contributes 2.4% to Indonesia's Gross Domestic Product (GDP). Given these linkages, the Ministry of Forestry and Environment are linked together and is where climate change issues are driven.

92 Faure, Michael; Faure, Michael G. (2006). Prevention and Compensation of Marine Pollution Damage: Recent Developments in Europe, China and the US. Kluwer Law International B.V. p. 99. ISBN 9789041123381.

93 World Bank (2021) The World Bank In Indonesia. Retrieved from: <https://www.worldbank.org/en/country/indonesia/overview>

94 Ministry of Foreign Affairs of the Netherlands (2018) *Climate Change Profile: Indonesia*.

95 Republic of Indonesia (2019) Voluntary National Reviews (VNR): Empowering People and Ensuring Inclusiveness and Equality. Retrieved from: [https://sustainabledevelopment.un.org/content/documents/23803INDONESIA\\_Final\\_Cetak\\_VNR\\_2019\\_Indonesia\\_Rev2.pdf](https://sustainabledevelopment.un.org/content/documents/23803INDONESIA_Final_Cetak_VNR_2019_Indonesia_Rev2.pdf)

96 Reducing emissions from deforestation and forest degradation in developing countries, and the role of conservation, sustainable management of forests, and enhancement of forest carbon stocks in developing countries.

#### Cluster Office

The UNESCO Regional Bureau for Sciences in Asia and the Pacific is based in Jakarta, Indonesia. Whilst the Bureau provides strategic expertise, advisory, monitoring and evaluation functions to Member States, as well as other UNESCO Field Offices and UN Country Teams across the region in the field of Natural Sciences, it also services five south east Asian countries, namely Brunei Darussalam, Indonesia, Malaysia, Philippines, and Timor-Leste. For these countries, the office is responsible for advancing all of UNESCO's programme sectors, including Education (ED), Natural Sciences (SC), Social and Human Sciences (SHS), Culture (CLT), and Communication and Information (CI). It thus works in close coordination with UNESCO's Regional Bureau for Education in Bangkok to advance this mandate. The Jakarta office has advanced 28 projects, seven of which allocated over 30% of their budget to advance the region's achievement of SDG 13.

The projects below were selected based on four criteria: 1) diversity of sectors engaging in climate change activities; 2) start date of the project to coincide with the time-frames of the SACC (2018-2021); 3) diversity of projects that could reflect achievements at member state level and/or a regional level; and 4) direct link to the SACC through at least 30% of budget allocated to it. The preliminary selection was selected by reading SISTER reports and finalized following a discussion with staff in the Jakarta office to ensure the most relevant projects for the purpose of the mission were selected for the deep dive.

Table vi.1 outlines the four projects that were selected for the virtual mission. The projects selected across all three virtual missions for UNESCO tried to ensure representation of all five major programmes.

**Table vi.1 Selected Projects for the Jakarta Virtual Field Mission**

	PROJECT	MAJOR PROGRAMME	SHORT DESCRIPTION (BASED ON SISTER REPORTS)
1	Action-oriented Education for Sustainable Development (ESD) Capacity Building Trainings for Institutional Change in Tourism Vocation Education for Sustainable Development in Indonesia and Timor-Leste through South-South Cooperation (2018)	Education	The project started in 2018 working with vocational tourism schools focused on building ESD skills in the tourism industry. It aimed to build a level of understanding, knowledge and skills of teachers and school stakeholders in terms of the environment, climate change and sustainable Development. The training targeted teachers and school principals was piloted in five provinces in Indonesia.

	PROJECT	MAJOR PROGRAMME	SHORT DESCRIPTION (BASED ON SISTER REPORTS)
2	Global Observatory Ocean System (GOOS) Pacific Ocean Projects through the Perth Programme Office	Natural Sciences and Intergovernmental Oceanographic Commission	The Pacific Island (PI) GOOS supports Pacific SIDS by supporting high level objectives such as upscaling of skills development through an ocean observatory network in order to develop a unified approach to climate change risks. This office has worked in close collaboration with the Natural Sciences Major Programme, run through the Jakarta office's Disaster Risk Reduction and Tsunami Information Unit.
3	Building a Resilient Tropical Rainforest Heritage of Sumatra (TRHS) for Climate Change mitigation and Biodiversity Conservation (2014)	Natural Sciences	This project began with a baseline study including socio-economic, ecological, and legal studies to mediate the conservation/development tensions regarding the TRHS with the aim of protect it from further threats. The second phase in 2017 involved carrying out a Strategic Environmental Assessment (SEA) of all road development plans. The project in phase 1 and 2 involved extensive consultations and was completed in 2020.
4	Youth Camp to Enhance Communication Skills in Promoting Climate Change Actions in Indonesia (2020)	Natural Sciences	This is the second iteration of a 3-day youth camp aimed at raising climate change awareness among Indonesian youth [and] carried out in 3 Biosphere Reserves throughout Indonesia. The training entails climate change training materials, peer education skills, and social media strategy skills as well as a site visit within the biosphere reserves.

A particular emphasis was given to the Building a Resilient Tropical Rainforest Heritage of Sumatra for Climate Change mitigation project because it had been underway long enough to yield results; the Youth Camp to Enhance Communication Skills in Promoting Climate Change Actions in Indonesia because its implementation coincided with the time-frame of the SACC; and the "Action-oriented Education for Sustainable Development (ESD) Capacity Building Trainings for Institutional Change in Tourism Vocation Education for Sustainable Development in Indonesia and Timor-Leste through South-South Cooperation" because it was an ED project and had a regional design.

## Results

### Relevance

One of the most significant challenges in relation to Indonesia's efforts in reaching its climate change targets in relation to mitigation and the forestry sector is governance. As Indonesia is home to four natural World Heritage Sites (WHS) along with 19 Biosphere Reserves (BRs), it has a responsibility to preserve these sites, which partly constitute harbours for biodiversity and climate observation. There are nevertheless immense pressures by local authorities to enact their constitutional rights in pursuing development opportunities that can ensure local economic growth and livelihood opportunities to their constituencies. The National Government has struggled to mediate development aspirations between local, provincial, and national spheres of government, each of which cater to their own political constituencies.

Given the challenges identified above, UNESCO Jakarta's primary value add in relation to implementing the SACC, has been raising the profile of UNESCO as a convenor of scientific enquiry. UNESCO's role as a convenor has been extended through its use of designated sites in Indonesia. The Tropical Rainforest Heritage of Sumatra (TRHS) is a World Heritage Site for its extraordinary biodiversity, home to over 10 000 plant species and close to 800 animal species, 37 of whom – like the Sumatran orang-utan or the Sumatran tiger – are unique to this Indonesian region. It also represents the largest forest on the island of Sumatra and as such constitutes a unique pool for scientific research and observation. Yet it has been on the List of World Heritage in Danger (hereafter 'Danger List') since 2011 due to development encroachments (i.e. road development to facilitate forestry) and their associated risks (deforestation, illegal logging, and poaching)<sup>97</sup>. UNESCO Jakarta has used the World Heritage Convention (WHC)'s guidelines as a vehicle for mediating a dialogue with diverse stakeholders in building an understanding of what reforms are needed to remove the rainforest from the Danger List. The resulting Strategic Environmental Assessment framework has been developed in tandem with the SACC and has become a useful tool for building a "process of dialogue" while building an evidence case for decision-making regarding what land must be conserved or developed.

A second example of UNESCO's designated sites' potential for convening has been through its youth camps where Biospheres have been used as site visits to better understand the linkages between biodiversity and climate change. In doing so, the Jakarta office has

<sup>97</sup> See more detail here: <https://whc.unesco.org/en/list/1167>

helped implement the SACC in relation to alignment to the C/4 emphasis on Youth as a priority and the C/5 Expected results of using “Geoparks and Biosphere Reserves as learning sites” (ER 6 for SC). The youth camp in 2020 was organized in 3 days, consisting of a 2-day training session and a 1 day visit at a Biosphere Reserve. Over 1 000 applicants between the ages of 15 and 24 applied for the 50 spaces. The training was designed to deepen an understanding of youth delegates about biodiversity and its connection to climate change.

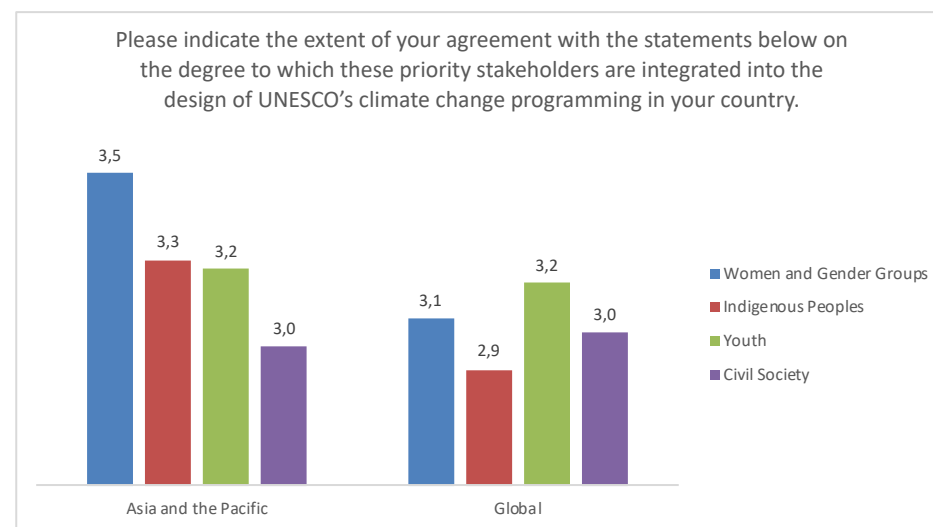
The SACC has also been useful for the leadership of the Jakarta office as a vehicle for regional coordination by bringing the ‘science family together’ and planning projects with Category II centres and Chairs that are being delivered in Indonesia. For instance, UNESCO Jakarta has convened regional Member States associated with the Intergovernmental Hydrology Programme (IHP) by hosting the regional Hydrology Steering Committee for the IHP for Asia and the Pacific. This brought scientists together to share sensitive data on water and disasters through the process of collaborating on the World Water Report on Climate Change (2019).

In terms of cross-cutting themes, UNESCO Jakarta has been moderate in its ambitions regarding adherence to UNESCO’s gender markers, which have focused on being gender sensitive through attention to equal participation of women and men in the design of workshops and training sessions. The Vocational training and the Youth Camp initiatives have adhered to gender equality principles in the design of the curriculum such as elaborating on the different ways in which women and men are affected by climate change, in addition to ensuring gender parity amongst participants.

In relation to indigenous knowledge, the SC sector, through its programming on DRR has highlighted the importance of local knowledge in dealing with disasters. It has understood the sensitivities regarding the need to identify what local knowledge prevails amongst communities in relating to early warning signals before introducing new scientific approaches.

This attention to the SACC’s cross-cutting themes is complemented by the results of a global survey that was sent out to UNESCO National Commissions to gain their perceptions on the relevance of SACC programming at the Member State level. Of all regions, the Asia and Pacific provided the overall highest ratings towards the importance of integrating cross-cutting themes into their programming, specifically on gender and Indigenous Peoples, see [Figure vi.1](#) below.

**Figure vi.1 Comparison between UNESCO National Commissions’ perception of the importance of priority groups globally and in Latin America and the Caribbean**



Source: UNESCO National Commissions survey

## Coherence

Several projects reviewed for a deep dive during this field mission have demonstrated alignment with the C/5 results framework. Both the youth project and the TRHS projects speak directly to the SC Sector’s Main line of Action 2, which is “Advancing Science for sustainable management of natural resources, DRR and climate change action through IHP, MAP and the International Geoscience and Geoparks Programme (IGGP)”<sup>98</sup>. The TRHS has used the World Heritage Convention and its guidelines as a vehicle for strengthening the national government’s enforcement of existing laws in relation to UNESCO’s designated sites.

<sup>98</sup> Both projects also speak to Expected Result 5 in terms of “strengthening member states management of both geological resources and geohazards risk towards the achievement of related SDG and targets”.

The SACC's emphasis on cross-sectoral programming across Major Programmes has been addressed through the collaboration of several sectors in the youth initiative. The implementation of the youth camps has brought education and awareness raising on climate change and biodiversity through training in a BR. The ED and SC have collaborated by focusing on skill building, such as forecasting, monitoring, and assessing potential implications of climate change. This cross-sectoral approach has been complemented by interventions from CLT, which has brought attention to the importance of focusing on the nexus between local cultures and diverse ways of relating to the environment of participating delegates. The CI has contributed through the training on social media and digital narratives as tools for communication campaigns. The camp got participants to convey key messages from the learning achieved through the youth camp experience. Post-camp activities involved maintaining a climate-related page in a social media platform<sup>99</sup>, thereby disseminating the learnings more widely beyond participants alone. This initiative has also drawn on the SHS contributions on diversity by ensuring participation of youth from low-income communities.

For the ED sector, a C/5 KPA has been addressing employment and entrepreneurship through Technical Vocational and Educational Training (TVET), thus contributing to SDG targets 4.3, 4.4 & 8.6.<sup>100</sup> The ESD vocational training of teachers is working at a systematic level towards instilling skills aimed at greening the economy. Approximately 150 teachers in vocational schools were taught across five provinces. Due to Covid-19, the training was done online. Of those trained, 120 have been certified to carry out the ESD curriculum in their schools. A teacher's Guidebook was also developed by the Ministry of Education and Culture, as a follow up to UNESCO's training.

In relation to alignment and cooperation with other United Nations (UN) agencies, the SACC has given UNESCO a mandate to play a coordinating role amongst the 26 entities that make up the UN country team. The Director of the UNESCO Jakarta office is the Chair of the UN Country Team on Climate Change and DRR, which works based on the United Nations Sustainable Development Cooperation Framework (UNSDCF). The latter is the vehicle that ensures coordination amongst UN agencies at Member State level. This has positioned UNESCO well to bring its scientific leadership to bear in engaging with other UN agencies operating in the country on climate change issues.

<sup>99</sup> UNESCO (2020). "Post camp activities involved maintaining a climate-related page in a social media platform". SISTER Report for the 39 and 40C/5.

<sup>100</sup> SDG 4.3: Ensure equal access for all women and men to affordable quality technical, vocational and tertiary education, including university; SDG 4.4: By 2030, increase by x% the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship; SDG 8.6: by 2020 substantially reduce the proportion of youth not in employment, education or training.

Furthermore, the SACC has given a mandate for the Jakarta office to promote greater collaboration between the IOC and SC Major Programmes in relation to Climate Change. The DRR and IOC functions are combined into a single post, thus facilitating opportunities for integrating relevant knowledge from each Major Programme.

## Effectiveness

The SACC has established an enabling framework for Member States to use UNESCO's declarations, conventions and agreements as tools for standard setting in furthering their climate change ambitions. Through the TRHS project, UNESCO Jakarta has been effective in using the World Heritage Convention (WHC) and the reputational risks associated with having a site on the List of World Heritage in Danger as a leveraging point for playing a mediating role. This has helped to build a sustained dialogue with diverse Indonesian stakeholders in trying to balance the protection of biodiversity with the development needs of local authorities and communities.

The TRHS project has yielded three significant results that have supported Indonesia in furthering its climate change obligations in relation to SDG 8 (decent work and economic growth) and SDG 13 (climate change). First, UNESCO's use of designated sites, such as BRs, geoparks, and WH sites have been an effective entry point for addressing the governance challenge around conservation. This engagement has been around protecting biodiversity and has been a key contribution towards mitigating climate change by preventing deforestation. The WHS has enabled the Jakarta Office to use the UNESCO convention guidelines to engage with various levels of government in the pursuit of greater cooperation in getting the TRHS off the Danger List. UNESCO's Jakarta office achieved this through its role as a convenor of various stakeholders, such as bringing in experts from around the world to explore the compatibility of local laws with the provision of the WHC. The WHC was seen as too rigid and barring development in the area. UNESCO Jakarta mediated dialogues to address the tensions between local government development aspirations and national government law enforcement around conservation areas in order to protect biodiversity. The reputational damage for the government in having a WHS on the UNESCO's Danger List was an incentive for continued dialogues with the aim of finding the required reforms to move the TRHS off the Danger List. While this effort began well before the SACC, the adoption of the SACC in 2018 provided the mandate to the Jakarta office to continue culling the benefits of this longstanding intervention given its relevance to the country's natural heritage.

A second result has been the implementation of the Strategic Environmental Assessment (SEA), developed by the Indonesia government with the support of UNESCO Jakarta during the same time frame as the SACC. The tool has been used over the past four years as an archive of empirical evidence to negotiate where and how compromises could be made in relation to where local authorities could develop parts of the national parks that did not host high concentrations of ecological diversity. The SEA itself has been used repeatedly by the Ministry of Forestry and Environment on Indonesia's three other natural World Heritage Sites.

A third result has been behaviour change within the Ministry of Environment and Forestry, which has facilitated greater institutionalization of the tools that have emerged from the THRS and familiarity with how to use them. According to a key informant interviewed in February 2021, the SEA has contributed to a change in national regulations whereby the SEA will become a legal requirement before any potentially harmful development initiative can be approved on protected sites and the implementing regulation was issued in February 2021. This law will support the Ministry in enforcing existing laws in other World Heritage Sites.

In relation to contributions to the SDGs, the IOC's support to the Perth office has supported Pacific Island nations in meeting their commitments in relation to SDG 14 on the conservation of oceans by facilitating information sharing and strengthening regional collaboration on early warning systems through the Global Ocean Observation System (GOOS).

## Sustainability

Reaching scale and replication is a core objective of the SACC in trying to encourage field offices to finance climate change activities through extrabudgetary resources. Some of the projects explored during this field visit have demonstrated that the Indonesia office is achieving key elements of sustainability. In relation to replication, the TRHS Project, has produced tools, such as the SEA, which is now being used by the Ministry of Environment and Forestry to protect other BRs, Geoparks and WHS within Indonesia. In relation to scale, the piloting of the ESD vocational teaching training projects across five states has resulted in the Ministry of Education encouraging UNESCO to expand its piloting to fifteen states in order for it to have sufficient scale to take over and transform the pilot into an educational programme.

## Efficiency

Strong partnerships have been the cornerstone of the sustainability of some of UNESCO Jakarta Office's projects. This has begun with a close working relationship with several key national government departments, such as the Ministry of Planning, Ministry of Education and the Ministry of Environment and Forestry. These relationships have led to an increasing demand for UNESCO's services in relation to Climate Change and created an enabling environment for fundraising with a variety of stakeholders, such as UN agencies like the United Nations Institute for Training and Research (UNITAR) and the private sector, such as the Asia Pulp and Paper (APP).

UNESCO and the APP collaborate through their membership in the Indonesian chapter of the Global Compact Network, which consists of a coalition of Private Sector Companies that are committed to supporting climate change. The APP is the Chair of this networking group. They also collaborate through the Man and the Biosphere Programme whereby the APP has several concessions in and around biosphere reserves. They have worked with UNESCO to develop a baseline study to determine which areas the APP needs to support as a conservation area. The APP has found UNESCO to have influence through its educational academic and scientific research which influences policy makers while also having a wider societal-wide influence through its ED sector and commitment to awareness-raising. The APP has valued UNESCO's significant networks and found that its endorsement has opened opportunities for engagement with the government.

Overall, XB funding of UNESCO's climate change activities is insufficient to sustain many of its interventions over time or to bring them to scale to really assess impact. Appropriate partnerships, can, however, overcome this shortcoming. The UNESCO youth camp project in BRs was designed to build on what was already underway through the Indonesia chapter of the Climate Reality Project. This global initiative, started by American businessman and politician, Al Gore, in 2006, had been run on a voluntary basis in Indonesia since 2011. The Indonesia chapter has had political clout due to it being championed by the office of the President's Special Envoy for Climate Change. The UNESCO youth camp built on this partnership and complemented it with an additional collaboration with UNITAR. The latter co-designed the first and co-financed both sessions of the UNESCO youth camps, which were delivered in 2017 and 2020. Despite the three-year hiatus in between, the momentum of training youth on climate change was continued by the Climate Reality Project. The initiative has also provided significant visibility for UNESCO by virtue of graduates from the training becoming part of the UNESCO network and being invited to UN climate-related events.



Some longstanding partnerships, however, have not been sustained over time due to declining resources. The IOC's dwindling Regular Programme (RP) resourcing overall has been managed over the years in the Pacific GOOS through a mature collaboration with international non-governmental organizations, the National Oceanic American Administration (NOAA) or bilateral support from the United States and Australia. This collaborative support has helped sustain activities of Pacific Island countries, such as face to face meetings, satellite forecasting and communications costs associated with sharing early warning systems across the small island developing states (SIDS) within the region. Australia has historically supplemented this with support for a full-time coordinator position for the GOOS PI Office in Perth. This funding has now ceased, ending years of regional networking aimed at reducing risks associated with climate change by building greater unity. UNESCO's regional presence in the Pacific Islands will be poorer if this initiative is abandoned. Hopefully the UN Decade for Ocean Sciences starting in 2022 may provide an opportunity to salvage this situation.

In relation to UNESCO Jakarta's leadership role in coordination amongst the UN activities on climate change and DRR, there is a mismatch regarding UNESCO's budget and strategic planning cycle and the budget and reporting requirements of the UNSCDF for UN agencies. These different systems have resulted in a double workload for the staff, as the UNESCO reporting system is out of kilter with those of its sister UN agencies. This administrative burden threatens over time, to become a disincentive for UNESCO offices to play a more collaborative role with other UN agencies.

## Conclusion and Lessons Learned

The study of the Jakarta and Perth Office's work on climate change have revealed two key lessons learned.

**Lesson learned 1: Growing demand for climate knowledge and services has made mainstreaming of climate change issues within UNESCO indispensable**

The SACC's enabling of UNESCO in playing a strong convening role in Indonesia and the Asia Pacific Region (APR) has coincided with a rising level of consciousness by Member States about climate change. This has led to a growing demand for climate knowledge and services from UNESCO to the point where UNESCO Jakarta has mainstreamed climate change in most activities across its Major Programmes.

**Lesson learned 2: The current reporting against the C/5 framework does not adequately reflect the extent and cross-sectoral nature of the climate-related work undertaken in the field.**

While the SACC has allowed for a greater synergy across the various UNESCO institutions and networks, the spread is still too vast to see how these various efforts come together in a meaningful way. This is not helped by the fact that the current monitoring and evaluation (M&E) for the 39C/5 and 40C/5 reporting speaks to individual efforts of each of the Major Programmes and does not adequately capture what is being achieved across the various designated sites or joint successes across Sectors.

A way of addressing this could be through a two-pronged process. First, in order to move beyond the disciplinary boundaries of the Major Programmes, there is value in identifying where the gaps are within the Member States achievement with regards to their commitments on the SDGs, Sendai Framework and Paris Agreement. UNESCO HQ could work with a few selected countries to identify what has been achieved, where the gaps are and where it has been slowed down. This could be used as a template for how to sharpen UNESCO's strategic planning at Member State level to address some of these identified gaps.

A second step supporting MS' analytical capacity is by strengthening results reporting from the disparate efforts within the cluster or regional offices. This could be done by synthesizing the various efforts underway with its designated sites, including those of Centres and Chairs, as well as the National Commissions. The reporting of these various designated areas and networks are not well integrated at present. Synthesizing this reporting at the level of headquarters, would allow a dissemination to Member States through various knowledge products on good practice of UNESCO's climate change programming at a country and regional level. This would help build an impression of greater cohesiveness across the various actors and networks within the UNESCO family that are working towards the same C/5 Expected Results in relation to Climate Change.



## Stakeholders consulted

LAST NAME	FIRST NAME	POSITION	ORGANIZATION
<b>ANGRAENI</b>	Librian	Deputy Director of Sustainability & Stakeholder Engagement	Asia Pulp and Paper
<b>D'ADAMO</b>	Nicolino	Perth Programme Office, Pacific GOOS Coordinator	UNESCO-IOC
<b>FARHAN</b>	Farwiza	Director	HAKA
<b>GUNAWAN</b>	Zakki	National Programme Officer – Education	UNESCO
<b>KATILI</b>	Amanda	Former President's Special Envoy for Climate Change	Climate Reality Project
<b>KODIJAT</b>	Ardito	National Programme Officer, Disaster Risk Reduction and Tsunami Information Unit	UNESCO
<b>KUSUMA SETA</b>	Ananto	National Coordinator for ESD	National Commission for UNESCO, Ministry of Education and Culture
<b>NUGROO</b>	Hari	Member	MAB National Committee
<b>PURWANTO</b>	Yohannes	Executive Director	MAB National Committee
<b>RACHMANIA</b>	Siti	Senior Programme Assistant	UNESCO
<b>REKAVAS</b>	Cristina	Specialist in Climate Change	UNITAR
<b>SAVITRI</b>	Yayi	Project Officer of Sustainability & Stakeholder Engagement	Asia Pulp and Paper
<b>SHAHBAZ</b>	Khan	Director	UNESCO
<b>THULSTRUP</b>	Hans	SC Senior Programme Specialist	UNESCO
<b>WARJODO</b>	Wahjudi	Senior Advisor	Ministry of environment on climate change and land use
<b>ZAKIYAH</b>	Lia	Research Associate, Institute of Sustainable Resources	University of Indonesia
<b>SANCHEZ-VEGAS</b>	Saadia	Director and Representative	UNESCO

LAST NAME	FIRST NAME	POSITION	ORGANIZATION
<b>SCRIWANEK</b>	Max	Director of National Archives of Curaçao	Caribbean Heritage Emergency Network
<b>SINGH</b>	Amrikha	Senior Programme Manager for Sustainable Development	CARICOM
<b>TJIEN FOOH</b>	Rita	Director of the National Archives of Suriname	Caribbean Heritage Emergency Network
<b>VIERA BERMUDEZ</b>	Isabel	CI Programme Specialist	UNESCO

## Appendix VII - Evaluation Team Biodata

### Dr. Eric Abitbol – Team Leader

Eric Abitbol, PhD is a Senior Consultant and Practice Leader heading Universalis's Environment, Security and Conflict Transformation (ENSECT) practice. He is a global governance, sustainability, conflict transformation, stakeholder engagement and evaluation practitioner, theorist and innovator with 25 years' experience.

Dr. Abitbol has conducted major evaluations, complex in scope, leading large teams of consultants. He has led more than 20 evaluations and participated in some 25 others, on a range of thematic issues for a diversity of organizations, largely focusing on the broad field of global environmental governance. Dr. Abitbol brings senior monitoring and evaluation expertise to all of his assignments, variably as a Team Leader, Quality Assurance Advisor and Senior Expert. Methodologically, his experience includes organizational, programme, project, strategic and systems change evaluations, organizational and network mapping, Theory of Change development and evaluation, value for money analysis, knowledge and value chain analysis, process tracing, discourse analysis, and political economy analysis. Dr. Abitbol has thematic expertise in research for development, natural resources governance, water management, climate change, food security, livelihoods, protected areas, energy, civil society, volunteer cooperation programming, and the cultivation of Communities of Practice.

### Dr. Laila Smith – Senior Consultant

Dr. Laila Smith is a leading international development professional with expertise in water and sanitation governance, integrated water resource management, urban management, evaluation capacity development, building learning organizations and monitoring and evaluation systems development. A central aspect of her work includes research design, programme management, strategic planning, enhancing organization and institutional performance, measuring the achievement of targets in projects and programs, partnership development and management. Over the past twenty years, she has served as team leader, senior researcher, senior programme manager for water and sanitation initiatives in think tanks and aid organizations where she has been prominent in designing and implementing regional programs related to water and sanitation and evaluation capacity development. She has accrued significant management experience as the Head of Policy

(water), Director of Evaluation and Research (urban management) and Director (Learning and Evaluation) posts.

Dr. Smith holds a PhD in Urban Geography from Clark University, a Master's in Environmental Studies for the University of Toronto. She has written over 20 articles on the subject of water, sanitation and urban development, as well as participated in numerous conferences and works on the same subject matter. Currently a resident in South Africa, she extremely familiar with the African context, having worked in Ghana, Malawi, Mozambique, South Africa, Uganda, Zambia, and Zimbabwe.

### Ms. Florence Allard-Buffoni - Consultant

Florence Allard-Buffoni is an Evaluation Consultant at Universalis with 7 years' experience in international development research, implementation and evaluation. She has a diversified background in terms of positions, types of organizations and geographies where she has worked. Her thematic experience includes climate finance, gender equality, aid effectiveness, biodiversity, conservation, water and sanitation, smallholder agriculture, youth participation in international development, micro-savings, and working conditions in the humanitarian sector.

## Appendix VIII - Methodology

## Appendix IX - Evaluation Matrix

## Appendix X - SACC Theory of Change

## Appendix XI - Interview Protocols

## Appendix XII - Aggregated Survey Responses



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