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UNESCO Field Offices in Action for Gender Equality

Evaluation of the Global Priority Gender Equality

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Abstract and Acknowledgements

Abstract

IOS carried out an Evaluation of the UNESCO Global Priority Gender Equality, which assessed implementation at Field Office level. The Evaluation concludes that much has been achieved through gender mainstreaming and gender-specific programming. In order to improve future results, UNESCO should invest in more consistent reporting tools for gender equality, particularly at the Field Office level given their key role as drivers and implementers of the Global Priority Gender Equality. The evaluation also recommends clearly communicating UNESCO's strategic vision around gender equality as a global priority in order to further leverage strategic partnerships and act as a convener and knowledge broker in the national/regional contexts on gender issues.

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Acronyms

CAB/GE	Division for Gender Equality	ROSA	Regional Office of Southern Africa
CI	Communications and Information Sector	SC	Natural Sciences Sector
CLT	Culture Sector	SDG	Sustainable Development Goals
CSE	Comprehensive Sexual Education	SHS	Social and Human Sciences Sector
ED	Education Sector	SISTER	System of Information on Strategies Tasks and the Evaluation of Results
ED/IGE	Section of Education for Inclusion and Gender Equality	SRGBV	School-related Gender-based Violence
EMIS	Education Management of Information Systems	SRH	Sexual and Reproductive Health
ESA	Eastern and Southern Africa	TOR	Terms of Reference
GBV	Gender-based violence	TVET	Technical and Vocational Education and Training
GEAP	Gender Equality Action Plan	UNPRPD	United Nations Partnership on the Rights for Persons with Disabilities
GEEW	Gender Equality and the Empowerment of Women		
GEM	Gender Equality Marker		
GFP	Gender Focal Point		
GPGE	Global Priority Gender Equality		
GREP	Girls' Right to Education Programme		
GRES	Gender Results Effectiveness Scale		
HQ	Headquarters		
IOS	Division of UNESCO Internal Oversight Services		
MoU	Memorandum of Understanding		
MPTF	Multi Partner Trust Fund		
NGO	Non-governmental Organisation		
O3	Our Rights, Our Lives, Our Future		

Executive Summary

Background

1. Gender equality has been a global priority for UNESCO since 2008 and is being implemented through a dual approach of gender-mainstreaming in all programmes and activities, and gender-specific programming. Contributing to Sustainable Development Goal (SDG) 5 to achieve gender equality and empower all women and girls, UNESCO's Global Priority Gender Equality (GPGE) is also informed by the pledge by United Nations Member States in the Agenda 2030 to 'leave no one behind', including from a gender equality perspective.

Object and purpose of the evaluation

2. In 2007, UNESCO made a commitment to designate "Gender Equality" as a global priority for the 2008-2013 period. In October 2020, the UNESCO Evaluation Office, located within the Division of Internal Oversight Services (IOS), published an evaluation of the Global Priority Gender Equality as the Gender Equality Action Plan II for 2014-2021 was coming to a close. The purpose of the initial evaluation aimed to serve both learning and accountability purposes. The evaluation examined past performance to identify best practices and possible improvements. Additionally, the evaluation included a prospective orientation to inform strategic positioning, policy development and programme design and delivery in the future, under UNESCO's Theory of Change (captured in the GEAP, UNESCO's Medium-Term Strategies, Programmes and Budgets, and other internal human resources policies on gender equality in the workplace). At that time, due to the COVID-19 pandemic, the evaluation was unable to capture and properly validate gender results generated by Field Offices due to restricted travel. The second part of the evaluation thus re-focused on institutional architecture, tools and capacity for gender equality within UNESCO, both in relation to its mainstreaming and gender-specific programming, and in UNESCO as a workplace. The work of field offices is crucial in implementing GPGE, as field offices are the drivers of results, coordinating gender equality objectives of the Organization through strategies, programming, and activities.
3. The Evaluation Office therefore set out to complete the remaining dimensions of the evaluation of Global Priority Gender Equality in this second phase of the evaluation

with a distinct focus on **gender results from a Field Office perspective**. The aim was to look at country and sector portfolios in sampled counties to document what results have emerged from gender-responsive and gender-transformative projects and programmes, and what enabled such results in terms of institutional mechanisms and partnerships. The time span under consideration was 2014-2021, with emphasis on more recent initiatives.

4. The intended audience is therefore members of governing bodies, management and staff of UNESCO, as well as interested colleagues in other UN agencies or international development cooperation.

Approach and methodology

5. The evaluation was conducted between April 2021 and May 2022. It followed United Nations Evaluation Group (UNEG) evaluation norms and standards and ethical guidelines. The evaluation benefited from an Evaluation Reference Group which supported the process, and reviewed and provided comments to the deliverables, including the draft evaluation report. The evaluation used a mixed-methods approach. In-person data collection during field missions were undertaken for three country cases (India, Tanzania and Zimbabwe), with remote stakeholder interviews and document reviews for the remaining countries in the sample (Pakistan, Jordan, Senegal, Jamaica and Cuba). It drew on multiple data collection strands, including document review and analysis, key informant interviews with a broad range of stakeholders, including programme staff, partners and beneficiaries of sampled programmes.
6. The evaluation relied primarily on Outcome Harvesting¹ as a method to capture gender results, with a focus on changes in behaviour, relationships, and practices that influence gender equality outcomes in different contexts and at different levels (for individual women and girls, in the institutional/enabling environment, or at societal

1 [Utilization-Focused Evaluation](#), the approach seeks to identify demonstrated, verifiable changes in behaviour influenced by an intervention and how a project, programme or initiative plausibly contributed to them. Outcomes are defined as changes in behaviour of societal actors as a result of activities, relationships, policies or practices.

level including through shifting social norms). Each identified result was validated with relevant stakeholder groups as to their level of significance. The Gender Results Effectiveness Scale (GRES)² was also applied to illustrate whether results were gender targeted, responsive or transformative in nature.

7. Sampling was made based on projects assigned Gender Equality Markers (GEM). The GEM system is an internal tracking mechanism across the UN that allow for system-wide reporting on allocations and expenditures for gender equality and women's and girls' empowerment.

Table 1. Gender equality markers (GEM) at UNESCO

GEM 0: The workplan makes no contribution. It does not acknowledge nor address gender inequalities. It is gender unaware. This corresponds to a budget range between 0 and 10%
GEM 1: The workplan is gender sensitive. It identifies and acknowledges the existing differences and inequalities between women and men. This corresponds to a budget range between 10 and 30%.
GEM 2: The workplan is gender responsive. It identifies and acknowledges the existing differences and inequalities between women and men AND articulates policies and initiatives which address the different needs, aspirations, capacities and contributions of women and men. This corresponds to a budget between 30 and 50%.
GEM 3: The workplan is gender transformative. It implements actions and initiatives that challenge existing discriminatory policies and/or practices and carries out changes for the betterment of quality of life for all. This corresponds to a budget range between 50 and 100%.

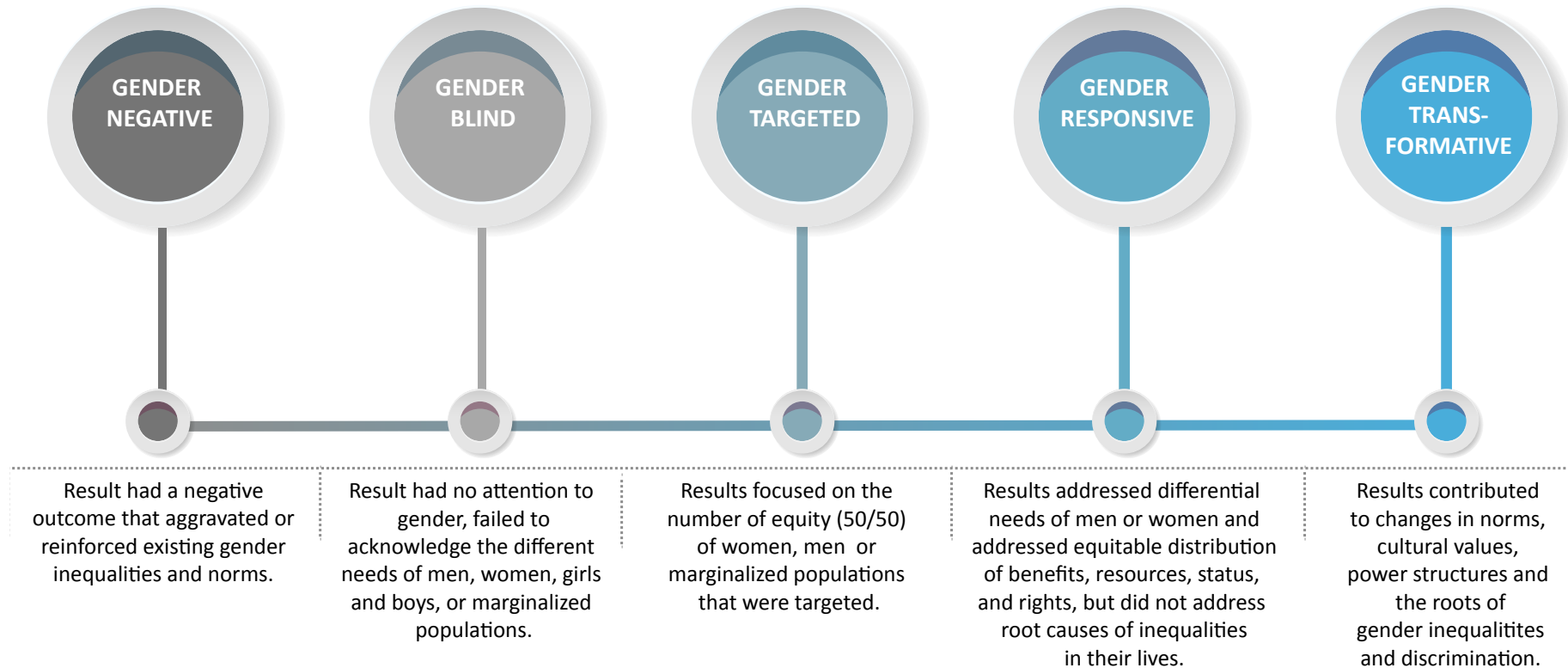
Key findings

8. **Gender-related results on the ground tend to be positive.** Most Field Offices showed improvements in filling GEM scores over the evaluation period across their country portfolios (all projects). Looking at gender results emerging from sampled projects (GEM 2 or GEM 3 levels), there was a high degree of contribution to gender transformative results (over a quarter of the harvested results) and almost half of the identified results could be deemed gender responsive. These results were assessed using the Gender Results Effectiveness Scale (GRES) focusing on gender results (*Figure 1*).

² The approach was first introduced by UNDP in their 2015 corporate gender evaluation and is also reflective in the way the GEM marker is being used. The definitions have been updated here to reflect intersectionality issues and include non-binary gender issues. See: <http://web.undp.org/evaluation/evaluations/thematic/gender.shtml>

9. **Many results were considered 'bold in context' when it came to addressing gender norms or institutionalizing ways to raise societal awareness on gender issues.** Adopting carefully tailored approaches that are sensitive to the cultural context was seen as key from a field office perspective. UNESCO was found to be effectively using its mandate and cross-sectoral expertise to raise awareness on gender discriminatory practices and norms in culturally acceptable ways. This was possible when in-country partnerships were long-standing and built on a high degree of trust. The evaluation sought to differentiate between gender results that were: i) emanating from a standard approach, i.e. not pursuing new ways of framing or addressing gender issues in the context, ii) considered externally bold in a context but not new to UNESCO, iii) internally bold for UNESCO but common in a given context, and iv) ground-breaking, i.e. new or considered innovative or audacious both in the external operating context and for UNESCO as an organization. The evaluation found that ground-breaking and externally bold results accounted for nearly a third of the results harvested while applying a 'standard approach' to gender issues only represented 15% of the results. The Social and Human Sciences (SHS) and the Education (ED) Sectors had most results considered bold (externally or internally) overall in terms of promoting gender equality at the country level, with examples including work on masculinities and introducing comprehensive sexual education (including gender components) as a part of the standard school curriculum across several the sampled countries.
10. **A number of Field Offices actively drive UNESCO's Global Priority Gender Equality.** Internal work culture in Field Offices, and the fact that gender equality was prioritized by the office leadership, served as enablers for being agile in implementing gender responsive/transformative programmes. This was done by making gender issues part of the work culture while adopting an opportunistic approach for developing new strategic partnerships (with UN and non-UN agencies). However, even in offices that demonstrated a high degree of commitment to gender equality issues, a large majority said that they would benefit from more training and guidance.
11. **Beyond externally funded special programmes, there are limited human and financial resources to implement the GPGE or conduct staff training at Field Office level.** Across Field Offices, obtaining necessary funding for gender equality presents challenges. In most of the sampled Field Offices, there was no specific budget line for gender mainstreaming or sourcing outside gender expertise as needed. Nearly all funding therefore had to come from externally funded programmes. While all Field Offices have an assigned Gender Focal Point (GFP), sometimes supported by an alternate GFP, not all GFPs receive adequate guidance and support in fulfilling their mandate, as the first evaluation report of the Global Priority Gender Equality also highlighted.

Figure 1. Gender Results Effectiveness Scale, GRES. (Source: UNDP Gender Evaluation, 2015)



12. **There is a lack of institutional mechanisms, action plan and concrete guidance to support and implement the GPGE across Field Offices. Conversely, the role of Field Offices in implementing and driving the Global Priority is underutilized when it comes to internal learning, knowledge sharing and external communications in the country context.** Institutional priorities of UNESCO's GPGE are not clearly communicated to Field Offices including guidance for implementation. While the Global Priority clearly features in both the Medium-Term Strategy (41 C/4) and the Approved Programme and Budget (41 C/5), the onus lies on the Division for Gender Equality (CAB/GE) and respective GFPs to guide and support

the integration of gender dimensions in the programming cycle. When direct support from the Division for Gender Equality (CAB/GE) was provided, it was quoted to have had very positive effects, yet it was rare due to resource constraints. Such constraints also affected communications between HQ and Field Offices on gender issues, which were perceived to be top down rather than systematically harnessing and sharing operational lessons across different local contexts. The role of Field Offices as being at the forefront of implementing the GPGE was not clearly communicated internally or externally.

13. **There are no formal requirements for Field Offices to report on gender-related results and progress on implementing the GPGE.** The evaluation found a disconnect between the institutional aspirations around gender as a global priority in UNESCO and how it is operationalized, tracked and implemented at Field Office level due to the lack of formal reporting mechanisms on gender-related programmes and initiatives. While Field Offices and Headquarters are required to report on flagship initiatives to feed into the Report by the Director-General on UNESCO's actions promoting women's empowerment and gender equality to the General Conference, there is no system in place to assess the progress of UNESCO's performance against clear organizational goals in relation to its Global Priority Gender Equality.
14. **UNESCO has been able to effectively form new strategic partnerships and/or use its long-standing and trusted relations with national stakeholders to manifest its role as knowledge broker and convener on gender issues in areas where UNESCO has a long track record and expertise.** This was found notably in the Education Sector, enabled by a high degree of trust expressed by national counterparts such as Ministries of Education and related government agencies. This enabled, for instance, the introduction of comprehensive sexual education into the school curriculum, where gender issues, including gender-based violence and discriminatory gender stereotypes were being addressed age-appropriately. Furthermore, UNESCO was often seen by national counterparts and other UN agencies as being able to act as a knowledge broker and convener rather than pushing its own agenda, being referred to as a "listening" partner and one that could bring in external knowledge through its links with academia. Trustful partner relations also enabled UNESCO to be agile during the COVID-19 crisis, particularly using community radio to secure girls continued access to education. While partnerships with the private sector were found to have expanded visibility and reach in some gender-oriented initiatives, difficulties were noted in relation to balancing corporate agendas and interests with UNESCO's own programme objectives and image as trusted and neutral partner in the country context.
15. **UNESCO is often engaged in joint programming with other UN agencies, but coordination is impaired by a lack of dedicated gender expertise in UNESCO Field Offices.** UNESCO was found to be active in joint programming on gender issues with other UN agencies. Given the lack of funds to be part of scoping and programme formulation on gender issues, UNESCO often joined later in the programming cycle, thereby missing out on the possibility to feed into the design. The lack of dedicated in-house expertise was seen as limiting by other UN agencies, with GFPs often most active on gender issues in their own Sectors.

Conclusions and recommendations

Conclusions:

Conclusion 1: The evaluation found a broad variety of gender results at the country level, many which were found to be **innovative in the operating context** or had the potential to create transformative results. Standard reporting on gender **does not, however, reflect the different gender equality results** that emerge out of UNESCO's work at Field Office level. Country level achievements and operational lessons therefore often go by unnoticed with no mechanism to track progress against corporate objectives for the GPGE over time.

Conclusion 2: Sectors with the most transformative results also typically had **most institutional support** on how to work with and mainstream gender in that Sector. GFPs are often (though not exclusively) sourced from staff in these Sectors (notably the Education Sector and the Social and Human Sciences Sector).

Conclusion 3: There is overall a **high level of awareness and interest** among UNESCO staff to work with gender equality issues, yet internal human and financial resources for providing guidance and knowledge sharing on gender is thin to drive the gender equality agenda at Field Office level.

Conclusion 4: UNESCO is **not visible enough** on its contributions to gender equality in the country context and there is insufficient operational guidance based on lessons for Field Offices in relation to implementation of the GPGE.

Conclusion 5: UNESCO was able to **pivot many of its existing programmes to respond effectively to gender issues** that emerged during the COVID-19 crisis, largely thanks to its long-standing and trustful relations with partners in-country.

Conclusion 6: UNESCO has been able to effectively form new **strategic partnerships**, or use its existing ones, to manifest its role as **knowledge broker and convener on gender issues** in areas where UNESCO has a long track record and expertise or where there are apparent gaps in the country context. Yet some partnerships could benefit from more regular engagements and follow-up.

Recommendations:

The **first phase** of the evaluation of the UNESCO Global Priority Gender Equality (published in 2020 and delivered to the 210th session of the Executive Board) set out nine recommendations which were accepted in the Management Response. These recommendations, which concerned primarily institutional dimensions of the implementation of GPGE, were found to still be valid. This evaluation therefore makes **two additional** recommendations:

Recommendation 1: UNESCO Field Offices need to be encouraged by Headquarters (the Gender Division and BSP) to **systematically track, report and communicate progress on gender equality outcomes across sectors** as a distinct reporting area for the GPGE (in addition to sector-specific reporting). There should be clear guidance standardized across UNESCO. In addition to assigning GEMs at the outset of programmes, institutional mechanisms should be put in place to assess and report on gender results, including any operational lessons or obstacles faced during implementation. In doing so, particular attention should be paid to **innovative practice and 'boldness in context'** to illustrate the relevance of the work carried out even when there are fewer tangible results up front, particularly when it comes to UNESCO's role in normative dialogue, and in influencing social norms via strategic partnerships.

Recommendation 2: UNESCO Field Offices should **leverage their role as knowledge broker and convener** on gender issues in areas where they have track record and expertise in the country context. This means strengthening their **visibility** on gender equality so that **strategic partnerships** can be formed and maintained, and so that UNESCO can play an active role in UN coordination and implementation. This may include drawing up a visibility strategy for **more clearly communicating UNESCO's corporate objectives for the GPGE and what it means in the country/regional context**, so that the Global Priority can be used as a **leverage tool for advocacy and dialogue** on gender equality issues with partners.

Management Response

Recommendations	Management response
<p>Recommendation 1:</p> <p>UNESCO Field Offices should be incentivized by Headquarters to systematically track, report and communicate progress on gender equality outcomes across sectors as a distinct reporting area for the GPGE (in addition to sector-specific reporting), with clear guidance and reporting requirements on how to do so. This will mean that, in addition to assigning GEMs at the outset of programmes, institutional mechanisms will be put in place to assess and report on gender results, including any operational lessons or obstacles faced during implementation. In doing so, particular attention should be paid to innovative practice and ‘boldness in context’ to illustrate the relevance of the work carried out even when there are fewer tangible results up front, particularly when it comes to UNESCO’s role in normative dialogue, and in influencing social norms via strategic partnerships.</p> <p>Addressed to:</p> <p><i>The Division for Gender Equality</i></p> <p>By December 2024</p>	<p>Accepted</p> <p>CAB/GE worked with BSP, BFM and DBS throughout 2021 to adapt the current internal planning; monitoring and reporting system, SISTER, to better reflect the achievements towards global priority gender equality. The new SISTER template now requires colleagues to assign a “Gender Equality Marker” and provide qualitative evidence-based information on its alignment with the strategic priorities of the Organisation. The revised SISTER template implemented for the programmatic period 2022-2025 requires reporting at the HQ and FO level to provide, every six months, a specific progress assessment on actions planned and implemented to address global priority gender equality, aligned with the Medium-Term Strategy 2022-2029. Guidance on how to prepare “gender transformative” work plans was included in the instructions provided by BSP to Sectors in Spring 2022. The ‘boldness in context’ methodology proposed by this IOS evaluation shall inform CAB/GE’s guidance notes to both HQ and FOs in future.</p>
<p>Recommendation 2:</p> <p>UNESCO Field Offices should leverage their role as knowledge broker and convener on gender issues in areas where they have track record and expertise in the country context. This means strengthening their visibility on gender equality so that strategic partnerships can be formed and maintained, and so that UNESCO can play an active role in UN coordination and implementation. This may include drawing up a strategy for more clearly communicating UNESCO’s corporate objectives for the GPGE and what it means in the country/regional context, so that the Global Priority can be used as a leverage tool for advocacy and dialogue on gender equality issues with partners.</p> <p>Addressed to:</p> <p><i>UNESCO field offices in cooperation with the Division for Gender Equality</i></p> <p>By December 2024</p>	<p>Accepted</p> <p>CAB/GE has reached out to an equal number of HQ and FO colleagues from each major programme sector to scale up selected workplans to become GEM 3 or gender transformative actions. It is expected that at the end of the Biennium, they will be featured as “models” for the future of UNESCO’s programming for Global Priority Gender Equality. Becoming a gender transformative workplan means that the implementation strategy 1) acknowledges the gender inequalities within a specific country/regional context, 2) explicitly identifies the root or structural causes of gender inequalities and provides an evidence-based gender analysis that also figures in the “theory of change” and 3) proposes specific policy or programme action that will be carried out during the programme/project period to overcome these inequalities that are specific to the country/regional context. The colleagues will meet regularly in a peer-to-peer learning environment where they can also share information, knowledge, experience on how to communicate UNESCO’s corporate objectives for global priority gender equality. This should be greatly facilitated by the structure and approach to gender equality that is aligned with the four strategic objectives of UNESCO for the next eight years.</p>

1. Introduction

1.1 BACKGROUND, OBJECTIVES AND SCOPE

1. Gender equality has been a global priority for UNESCO since 2008. The Global Priority is implemented through a dual approach of gender-mainstreaming in all programmes and activities, and gender-specific programming. For the period spanning 2014-2021, Global Priority Gender Equality was guided by the Gender Equality Action Plan (GEAP), which outlined the twin-track approach to advancing gender equality at UNESCO as well as roles and responsibilities. In addition, some Programme Sectors and central services have established their own strategies, e.g. Education and HRM.
2. UNESCO's vision of gender equality is in line with international instruments such as the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) and the Beijing Declaration and Platform for Action. It is also informed by the reflections concerning the post-2015 development framework, and in particular the 2030 development agenda and its Sustainable Development Goals (SDGs), in which UNESCO has taken the lead on coordinating SDG 4 (inclusive and equitable quality education for all). Whereas all SDGs reinforce each other, SDG 5 (gender equality) is of crucial importance for achieving all other goals.
3. To implement its Global Priority, UNESCO relies on its Headquarters, its network of 53 Field Offices (Regional and National Offices) as well as Category 1 and 2 Institutes and centers. In this framework, the Organization's strategic partnerships and networks, its capacity to generate and share knowledge, its experience in advancing norms and standards and its operationalization, its convening power and its capacity building work, position UNESCO as an important contributor to the promotion of girls' and women's rights, girls' and women's empowerment and gender equality.
4. In this context, UNESCO's Division of Internal Oversight Services (IOS) undertook an evaluation with an audit component of the implementation of the UNESCO Global Priority Gender Equality in 2019. The Evaluation Report was published in October 2020, and its main findings and recommendations were presented in an Evaluation Newsletter and in a series of presentations for different stakeholders. The onset of the COVID-19 crisis meant that travel plans to visit field offices had to be cancelled and the evaluation (Phase 1) therefore re-focused on institutional architecture, tools and capacity for gender equality within UNESCO, both in relation to its mainstreaming and gender-specific programming, and in UNESCO as a workplace. IOS then

decided to cover the remaining parts of the original TOR, namely an assessment of programmatic results at country level – focusing on the field office perspective -- in a second evaluation conducted in 2021-22. The second phase of the evaluation of UNESCO's Global Priority Gender Equality (GPGE) is an analysis of information from across sampled field countries, highlighting both patterns across countries through selecting samples of gender-specific and gender-mainstreamed programmes for all Field Offices' portfolios under review, and country-specific examples.

5. The **objective and scope** of the evaluation, and how this second part complements Part 1, is summarized in the below figure (*Figure 2*). The aim was to look at country and Sector portfolios in sampled counties to document what results have emerged from gender-responsive and gender-transformative projects and programmes and what enabled such results in terms of partnerships, frameworks processes and tools. The time span under consideration was 2014-2021, with emphasis on more recent initiatives.

Figure 2. Focus and scope of the UNESCO GPGE Evaluation.

Part 1:

Focus on architecture, frameworks, processes and tools that **enable the implementation of UNESCO Global Priority Gender Equality.**



Part 2:

Focus on programmatic **results** and how these were facilitated by frameworks, processes, partnerships & tools and how they link back to field offices, sectors and the Global Priority.

Three perspectives



- Field offices
- Partners
- Beneficiaries

Three dimensions



- Results
- Frameworks, processes, tools
- Partnerships

Scope



- Five sectors
- Four regions
- Seven countries

1.2 APPROACH AND METHODOLOGY

- The methodological framework of this evaluation is multifaceted and sought to answer evaluation questions outlined in the evaluation matrix (Annex I).

Box 1. Evidence base for the evaluation

The evidence-base:

- 8 UNESCO Field Offices: 3 National Offices, 3 Regional Offices, 2 Cluster Offices
 - 103 semi-structured interviews: 141 interviewees (internal, external), of whom 85 women and 56 men
 - 2 staff surveys at Field Office level
 - 54 harvested gender results from 47 sampled projects (GEM 2, GEM 3)
 - Approximately 200 project documents, reports and evaluations reviewed
- As outlined in Box 1, data collection consisted in desk research, semi-structured interviews and focus group discussions as well as staff surveys delivered to two Field Offices. The evaluation process followed a human rights-based approach³ through ensuring that principles such as inclusion were upheld. In Field Offices where programming permitted, the evaluation team focused on collecting data on gender as linked to other types of vulnerabilities such as disabilities and economic and health-related marginalization by undertaking desk research on such programmes and interviewing individuals and organisations working on the area of inclusion. This allowed for devising an intersectional⁴ analysis of Field Offices' portfolios.
 - In terms of project document review and harvested gender results, the evaluation team began with an analysis of Gender Equality Marker (GEM) scores from results uploaded to SISTER by country. GEM scores are applied to all regular programme

³ In accordance with the [UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation](#)

⁴ The concept of intersectionality purports that oppressions related to several types of vulnerabilities such as race, gender and class are linked and cannot be thought separately. The American lawyer and scholar Kimberlé Crenshaw created this concept in 1989 in her seminal article "Mapping the margins: intersectionality, identity politics, and violence against women of color".

activities and extra-budgetary activities and constitute UNESCO's primary system for measuring gender equality focused results. As GEM scores are budget-based and inconsistently used within SISTER uploads, this evaluation's methodology combined additional layers of analysis to evaluate gender equality outcomes.

- The second branch of the methodology extends to clustering results and analyzing outcomes using the Gender Results Effectiveness Scale (GRES) through the Outcome Harvesting approach. Whereas GEM scores focus on budget targeting, the GRES analysis is in-depth in its consideration of identified outcomes, different needs of beneficiaries, and shifts in norms and power dynamics.
- Additionally, this evaluation includes a novel measurement (devised by the evaluation team) seen in the "Boldness Index" which aims to assess the extent to which UNESCO actions in a particular context are characterized by boldness, ambitiousness, innovation and risk-taking in challenging existing boundaries to how gender equality is being framed or addressed in a given context. It reflects two main variables: the extent to which the work of UNESCO is bold and innovative (challenging norms and/or ways of doing business) internally, and the extent to which a particular initiative is new and challenging in a particular external context.
- The evaluation used a **country sample frame**, as it was considered too difficult to validate some of the regional programme results during country field missions. That meant that even if the field office was a regional or cluster office, only projects from the sampled country were selected for review. The sampled countries, which had been selected in the previous phase to cover all 5 main Programme Sectors and 4 regions were: India, Pakistan, Jordan, Tanzania, Kenya, Cuba, and Jamaica. Upon consultations with the Directors of the relevant Field Offices, combined with project reviews, the evaluation team made the decision to focus on the portfolio of the Regional Office of Southern Africa (ROSA) rather than that of as was initially planned. This allowed for, amongst others, a comparison between different regions of implementation of the same programme such as the O3 Programme, common to Zimbabwe, Tanzania and Senegal. Additionally, responding to a demand from the Division for Gender Equality, Senegal was added.
- Of these, it was possible for the evaluation to do field visits in 3 countries despite remaining travel restrictions from the COVID pandemic. These were: **India, Tanzania, and Zimbabwe**, which were covered more in-depth including project visits and interviews with partners and beneficiaries. The other countries were covered remotely and relied on the information made available by the country offices in addition to

remote interviews with the Field Office Director, Gender Focal Point (GFP), relevant Sector personnel and if possible, a couple of key partners.

13. For a few countries, namely **Senegal, Jamaica and Cuba**, the selected projects were either in very early phases of implementation – and thus had not yet produced tangible results at outcome level – or information and/or personnel were unavailable at the time of data collection. In Jamaica and Cuba, it also proved difficult to identify gender results in the country context without conducting field visits since most programmes (and available documentation) referred to regional initiatives and results that fell beyond the country-focused sampling frame. The evaluation therefore covered the sampled countries in three tiers in terms of the level of information gathered (*Table 2*).

Table 2. Tiers of field office sampling and coverage

Level of review	Sample country	Data gathering conducted
Tier 1: In-country	India, Tanzania, Zimbabwe	Field visits, interviews at Field Offices, with partners and beneficiaries, portfolio analysis.
Tier 2: Remote with country portfolio analysis	Pakistan, Jordan	Remote interviews with Field Office Director, GFP, relevant Sector heads and literature review of provided documentation, portfolio analysis.
Tier 3: Remote looking at selected examples	Senegal, Jamaica, Cuba	Remote interviews with Field Office Director, GFP, Sector heads as/if possible and review of selected programme documentation (ongoing and/or regional programmes only).

14. In terms of the selected projects sampled in each country, the evaluation used **purposive sampling** by identifying projects and initiatives with a high gender equality marker (GEM 2 or GEM 3) in order to ‘harvest’ results from these using the Outcome Harvesting methodology. Outcome Harvesting is an evidence-focused approach that examines documented changes and then works backwards to arrive

at how an organization achieved said changes. The Outcome Harvesting approach relied on a combination of quantitative and qualitative data gathered from SISTER, beneficiary, and field office perspectives. Outcome Harvesting has a strong utilization focus and was selected to put Field Offices, and Field Office perspectives, at the center of data gathering. An initial identification of projects was based on information available through SISTER. The selection was then discussed and occasionally modified based on Field Office feedback, resulting in a total of 47 reviewed projects (19 for in-depth analysis, 28 for light-touch review based on documentation and 1-2 partner interviews), which gave rise to an analysis of 54 results. The discrepancy between the number of projects and the number of results can be explained by the fact that some projects had not achieved results yet and others had more than one result at outcome level. The selected projects, and the degree to which they were covered, are listed in Annex III.

15. The **Outcome Harvesting methodology** sought to capture outcome-level results where stakeholders—programme officers, beneficiaries, and external partners — could clearly identify changes in behaviour, relationships and practices that influenced gender equality, and why this was perceived to be significant to different stakeholder groups. For many of the projects reviewed (of which some were fairly new, ongoing, or where the evaluation team had to rely on project documentation only), this was not possible as there were only outputs or activities to be reported on at the stage of the evaluation data gathering. The evaluation therefore included **all reported results including activities and outputs** with the possibility to filter by type of result in the analysis.
16. For each noted result, data collection also recorded the extent to which the result was considered **significant or potentially significant** (based on interview feedback); the internally assigned Gender Equality Marker (GEM) of the project or initiative; the level of validation (by one or several sources); the type of change observed and the level at which the change occurred – at individual change through the empowerment of women and girls, structurally within institutions or the operating context for an enabling environment, or societal change including actions targeting social norms or gender awareness. Additionally, a score was assigned to each noted result based on the **Gender Results Effectiveness Scale (GRES)** which specifically looks at any result produced at output, outcome or impact levels – in other words, the GRES was used to assess what the assigned GEM actually produced in terms of tangible results or shifts in attitude or behaviour (*Figure 3* below).

17. Due to the purposive sampling of **gender-responsive or potentially gender transformative projects** (according to the assigned GEM), the outcome harvesting resulted, as expected, primarily in gender targeted, gender responsive and gender transformative results. In other words, projects with a low GEM were not sampled since asserting whether a project has had any gender negative effects (potentially because of its gender-blind framing) would have required further in-country validation and a smaller sample frame overall in order to cover all projects in all field offices. However, it was possible to compare the assigned GEM with the actual degree of observed change in practice (see section 2 below).
18. For initiatives that were looked at more in-depth, another level of analysis was demanded by field offices to record whether the initiative was considered **bold and audacious in a given context**. For such initiatives that were visited and validated during field office visits, the evaluation therefore clustered results into:
 - those that carried on ‘business as usual’ (not pushing any boundaries on gender equality in the context, using familiar approaches and tools), i.e. stemming from a standardized approach;
 - those who were new to UNESCO but not necessarily new in terms of working with gender equality in the given context, i.e. internally bold;
 - those that were new or considered bold in relation to gender equality in a given context but not new to UNESCO (externally bold), and
 - those that were considered ‘ground-breaking’ – i.e., new to UNESCO and new/considered innovative and audacious in a given context, pushing gender boundaries or frameworks in a given Sector or socio-cultural context.
19. As highlighted above, data collection for the first phase of the evaluation was initially partly planned around field visits to all selected Field Offices in four regions. To be able to deliver a report to the fall 2020 Executive Board and to inform the 41 C/4 Medium-Term Strategy, the work plan was adjusted in response to the COVID-19 crisis. While visits to field offices and projects had to be replaced by virtual meetings, interviews and focus group discussions during the first phase, the evaluation team was finally able to undertake field missions in the second phase of the evaluation.
20. Out of the eight selected Field Offices, the evaluation team visited three countries (India, Tanzania and Zimbabwe). The initial intent was to undertake one field mission in each of the four regions to ensure wide coverage and representativity of the sample. This was not possible as a few countries such as Jordan, Cuba and Jamaica were still under lockdown for a considerable amount of time when data gathering took place. To mitigate this, the evaluation team undertook two field visits to African countries to adequately reflect UNESCO's other global priority, Priority Africa, and relied on conducting remote desk research and interviews with the remaining Field Offices.
21. Due to the purposive sampling of GEM 2 and GEM 3 projects (those with a pronounced gender focus), projects from the education sector and SHS, followed by CI, were most often selected for in-depth study after consultation with field offices. While this was an explicit methodological choice in order to look for, and analyze, existing gender results at field office level, it may have skewed the overall picture toward results in these sectors. Nevertheless, comprehensive portfolio analyses were undertaken in order to identify where most gender results were recorded in each country (Annex V).
22. The geographic and project sampling affected the extent to which LGBTQI gender issues were covered. While LGBTQI issues were inquired into as part of the interviewing in all field countries (India, Tanzania, Zimbabwe), few explicit gender results were recorded that addressed non-binary gender issues given the sensitivity of the topic in some cultural contexts. However, the evaluation categorically included a consideration of non-binary gender issues when assessing whether gender results were responsive to different genders (not just targeting one gender), or whether sampled initiatives were applying a gender transformative approach in bold or innovative ways, e.g., by addressing systemic gender issues or discriminatory gender norms.
23. Staff surveys were used for two of the eight Field Offices, namely New Delhi and Harare. These offices were chosen due to their large size, which helped ensure a sufficiently large response rate to undertake analysis, and safeguard anonymity. These two offices also explicitly expressed a desire to undertake such staff surveys whereas this was less desirable for smaller offices.

Limitations

2. Results for Gender Equality at Country Level

2.1 Gender results

Most gender results address and respond to differential needs by different genders

24. The evaluation identified a **total of 54 gender results** across the sample (for a more in-depth review of gender country profiles, see Annex V). Of these 56% (30 out of 55) were still at the output or activity level, while 19 results (35%) were classified as outcomes and 9% (5 out of 54) at an impact level. Most results overall were found in the Education Sector, both at the outcome and impact level (16 in total), followed by the Communication and Information (CI) and Social and Human Sciences (SHS) Sectors.
25. As per the methodology applied (see Section 1.2) the Gender Results Effectiveness Scale (GRES) was used to classify results into different categories. Results spanned from being **gender targeted** (with a focus on parity and women's participation but not addressing wider gender concerns), **gender responsive** (addressing differential needs of men and women including the equitable distribution of benefits) and **gender transformative** (addressing power structures, norms, cultural values and the roots of gender inequalities). While the GRES sought to assess the results harvested (and validated), the analysis also included looking at the assigned gender equality markers (GEMs).
26. Roughly, half of the 54 gender results identified (46%) were labelled as gender responsive, 28% as transformative and 26% as targeted. In terms of Sectors, Education is by far the Sector with the highest number (and proportion) of transformative results, followed by the Social and Human Sciences (SHS) Sector. It indicates that most of

the identified gender results were generated by applying a holistic gender approach, where the different needs of men, women, girls and boys and/or non-binary genders were taken into account, and where the equitable distribution of benefits is recorded. This is present in gender responsive results, but is also a pre-condition for transforming ingrained norms or structures at a more systemic level for results considered to be transformative in nature.

Figure 3. Scores based on total

GRES total

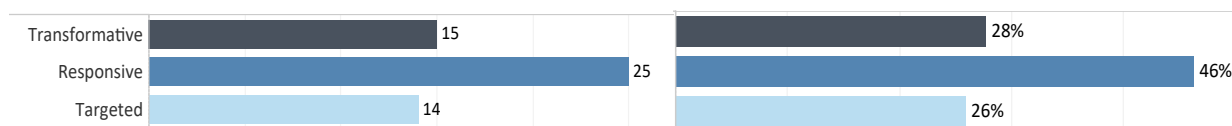
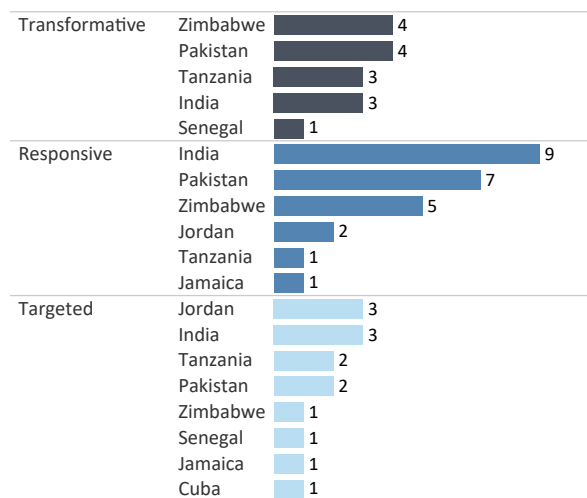
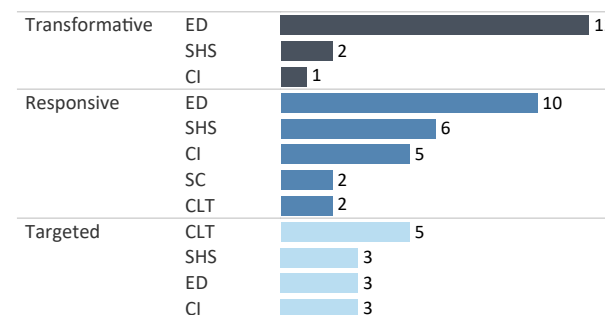


Figure 4. GRES score per country and Programme Sector

GRES score per country



GRES score per sector



Budget allocations for gender typically align with generated gender results, but there are variations

27. GEMs (assigned during the programme formulation phase) correspond roughly with the GRES scale when it comes to gender responsive or transformative ambitions of an initiative (the overall level of alignment between GEM and GRES scores is illustrated in table 3 below). GRES, however, adds a little more nuance in assessing results as it differentiates between results which only focuses on increased participation through targeting, and those that apply a broader gender lens to respond to different needs and shift norms and power. A fairly large level of alignment was expected to be found between GEM 2 (in terms of being gender responsive) and GEM 3 initiatives (transformative) and the GRES score assigned by the evaluation team based on validation and feedback.

Table 3. GEM-GRES level of alignment

GEM	GRES Score			Total general
	Targeted	Responsive	Transformative	
No data	2	6		8
GEM 1	2	1	2	5
GEM 2	6	10	2	18
GEM 3	4	8	11	23
Total general	14	25	15	54

28. **In total, nearly half of the results aligned with their assigned GEM.** However, notably two GEM 1 and 2 GEM 2 initiatives were found to have gender transformative qualities when assessed. Conversely, some initiatives that were expected to be transformative had not managed to go beyond targeting women (3 initiatives).

Table 4. Initiatives that 'outperform' their assigned GEM based on evaluation findings

Sector	Country	Name	GEM level	GRES score
ED	Pakistan	Girls' Right to Education Programme in Pakistan	GEM 2	Transformative
ED	India	"Keep Girls in School" an initiative by P&G - Whisper and UNESCO New Delhi Cluster	GEM 2	Transformative
CI	Tanzania	UNDAP II Women's Political Participation and Leadership	GEM 1	Transformative
ED	Tanzania	Tanzania - Enhancing Adolescent girls' performance and retention at ordinary secondary school level in Tanzania (Malala Fund)	GEM 1	Transformative

29. Of all the results reviewed 85% were assigned a GEM marker. Most were either GEM2 (34%) or GEM3 (43%) which was in line with the purposive sampling and selection of projects. No GEM marker was identified for 8 of the identified results (15% of the total). The disaggregation by country shows that roughly half of the results identified in Tanzania and India fall within the highest category (GEM 3). Zimbabwe is the country with the highest number of GEM 3 results (8). Again, the Education Sector stands out in the number and proportion of GEM 3 results, since half of all Education Sector results fall under this category.

Box 2. From gender-inclusive education to creating an environment for women and girls' leadership: The Girls' Right to Education Programme (GREP) in Pakistan

In the remote areas that GREP targets, the socio-cultural dynamics can serve as a strong disincentive for girls' schooling, and drop-out rates are still high, particularly in the transition from elementary to secondary school. In line with UNESCO's mandate, GREP therefore focused on creating pathways for keeping girls in schools, ensuring that female leaders in their immediate environment were involved in decision-making at school and community levels. Applying a holistic and participatory community approach, multiple stakeholders were involved, including political and religious leaders, using Islamic perspectives of girls' education – specifically referring to Quranic verses and Hadiths supportive of girls' education to create a supportive environment at the community level. This was coupled with the formation of girls' clubs at school, school-based mentors, and an art competition at district level gave girls an opportunity to experience different settings and contexts outside their home community while featuring their work. For some, this was their first time travelling to another part of the country. Exposure and peer exchange helped boost morale and opened up for exchange on what is possible if they continue to pursue their education. The project approach was found to be transformative as it addressed both barriers (socio-cultural norms) and created incentives at multiple levels to connect education to future leadership roles for women and girls.

2.1.1 'Boldness' in context and level of significance

30. In countries where on-site visits took place by the evaluation, or where sufficient document review and remote interviewing were undertaken, it was possible to add a contextual analysis as to whether gender results were **pushing the boundaries** on gender equality in the given context (e.g., work on masculinities or non-binary gender issues in an operating environment where that is not commonly talked about). Such pushing of boundaries on the way issues were framed or addressed were either internal within UNESCO, or in the external operating context. This observation emerged in the Field Office context given UNESCO's mandate to work on culture, information and education – all strongly associated with the formation of social norms which is both integral to the formation of gender concepts and gendered social constructs, and possibly seen as more sensitive than e.g., working on more technical service delivery issues. Being bold on gender issues was therefore considered important by field offices in relation to **addressing underlying barriers of social norms**. It was noted, however, that being audacious on pushing the boundaries on social norms around gender has to be **closely related to trust between UNESCO and its national counterparts** with strategic partnerships playing a key role.
31. It was also noted by field office staff that some of the more 'boundary pushing' gender work, e.g., on social norm change on domestic or school-based violence or issues around masculinity, may likely generate fewer concrete results in the **immediate or even intermediate term** and may even have a bigger risk for initial pushback or resistance before positive change is seen. There should however still be ways

Figure 5. Level of assessed 'boldness in context'

Level of Boldness total

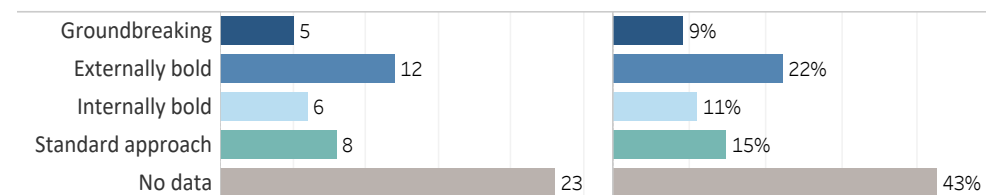
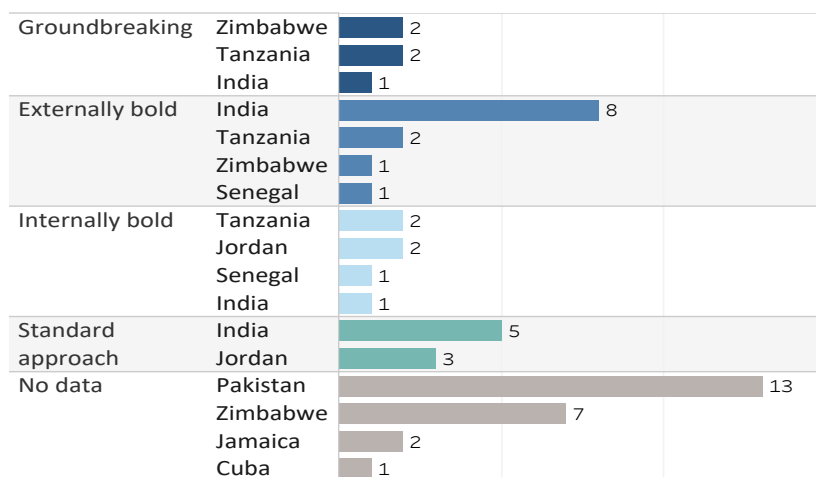
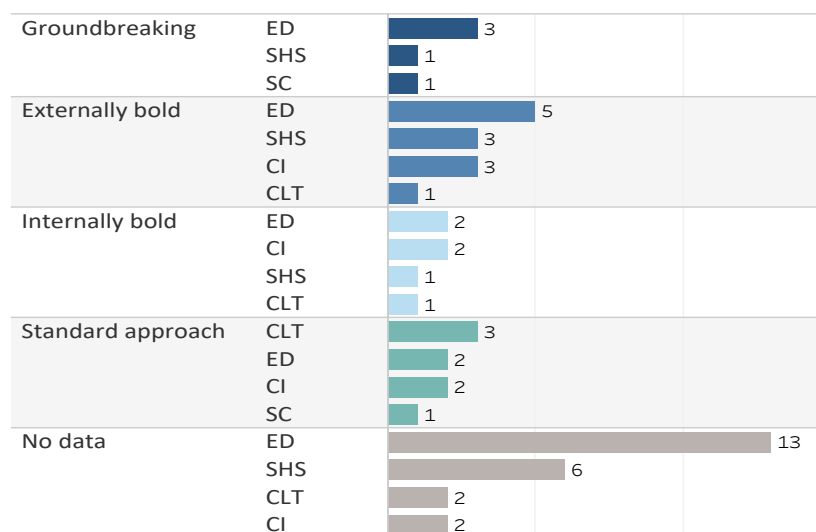


Figure 6. Perceived level of significance of all harvested gender results by Sector and country.

Level of Boldness per country



Level of Boldness per sector



to incentivize such programming as it may prove significant in the longer term. Further, and as described in the Methodology section of this report, the analysis was disaggregated into four main categories aimed at identifying whether a programmatic result stemmed from i) a standardized approach, ii) was externally or iii) internally bold or whether it presented iv) ground-breaking elements.

UNESCO plays an important role in how gender issues are framed or talked about – being ‘audacious’ in context

32. The Social and Human Sciences (SHS) Sector and the Education (ED) Sector had most results considered bold (externally or internally) overall in terms of promoting gender equality at the country level. In fact, applying a ‘standard approach’ to gender issues only represented 15% of the results, whereas **ground-breaking and externally bold results accounted for nearly a third** of the results harvested.
33. Most of the results/initiatives that were considered bold in the given context (by staff and triangulated with partners or beneficiaries) were found in **India** where there was also a high degree of awareness among staff and partners about gender equality as a priority for UNESCO’s work, and where the issue of gender equality across UNESCO’s programming was seen to be prioritized by the field office leadership.
34. Some of the results considered to be bold in context had not yet generated results at higher levels (beyond activities or outputs) since many were new. The level of significance (potentially significant, significant or highly significant) was therefore assigned based on the evaluation assessment of internal/external stakeholder feedback. ‘Potentially significant’ was used to indicate projects **transformative potential** at an early stage of implementation. An example is the initiative to address violence as a social phenomenon in **Cuba** where UNESCO has worked closely with the Ministry of Education to provide extensive guidance and training to teachers on violence prevention, including gender-based violence, linked to a dominant culture around masculinity.⁵ The UNESCO initiative on addressing violence as a social phenomenon via the education system was considered bold as it seeks to address socially embedded gender norms in an environment where gender equality is not necessarily seen as an issue or priority. It was categorized as ‘potentially significant’ since the effects (at outcome of impact level) have not yet been assessed (Figures 5, 6 and 7).

⁵ UN Women Data Hub. [Country Fact Sheet | UN Women Data Hub](#)

2.1.2 Examples of results at outcome and impact level

35. The evaluation found a total of 24 results at the outcome and impact levels. Of these, a majority (13) of results were considered **gender transformative**.

Trustful partnerships and track record enable more transformative gender results

36. Most gender transformative results were found in the **education sector**, for example using UNESCO's long-standing and trustful partnerships with national counterparts to introduce and institutionalize comprehensive sexuality education (CSE) as part of the national curriculum.
37. As part of the **Our Rights, Our Lives, Our Future (O3) programme in Tanzania**, the Teacher Training Manual and Guidelines for integrating concepts of life skills, sexual and reproductive health, HIV, and gender-based violence (GBV) into the pre-primary and primary education curricula in Zanzibar were developed, as well as a facilitator's guide to support the delivery of comprehensive sexual education (CSE) in higher learning institutions. This enabled access to quality and age-appropriate sexuality education, including on GBV, to learners in 475 schools with 1,210 trained teachers. Zanzibar ministry officials also improved the monitoring of the school-based sexuality education programme and engaged in policy dialogue to inform their policy on re-entry. This was the first time an assessment of knowledge, attitudes and practice regarding HIV and CSE for basic education was undertaken, which was considered integral for introducing gender awareness as part of the regular school curriculum. Likewise, the O3 programme was found to have been transformative in relation to gender equality in **Senegal** where it addressed gender issues such as school-related gender-based violence (SRGBV), early marriage, early pregnancy, and HIV. Also in Senegal, the curriculum was institutionalized as part of the education curriculum and supported by the training of teachers, thus having systemic effects on how these issues are being addressed as part of the regular education. This was also the case in **Zimbabwe** where the O3 initiative targeted root causes behind GBV and sought to address the lack of sexual health awareness through the education system. In addition to supporting curriculum development and teacher training, UNESCO led a series of consultations with representatives from government, religious leaders, media practitioners, CSOs and UN, to disseminate evaluation findings of the commitment of ministers of health and education from 20 Eastern and Southern Africa (ESA) to scaling up comprehensive sexual education and youth-friendly sexual

and reproductive health services for children and young people in the region (the ESA Commitment), and secure support for the renewal of the Commitment.

38. Also considered to be a transformative achievement, UNESCO played a **key brokering role between different stakeholders and contributed significantly to movement building** by bridging the women's rights movement and the movement of Organizations for People with Disabilities in the initiative Advancing the Rights of Women and Girls with Disabilities in **Zimbabwe**. This led to the signing of a memorandum of understanding (MoU) between the two movements, with key guiding principles and outlined areas for joint action to facilitate collaboration going forward. The initiative was undertaken as a joint UN programme under the United Nations Partnership on the Rights for Persons with Disabilities (UNPRPD) with UNESCO as the lead agency, and in collaboration with the UN Country Resident's Office. Additionally, UNESCO engaged in policy brokering between UN Heads, legislators and stakeholder in relation to the Government of Zimbabwe National Disability Policy and supported the involvement of organizations for persons with disabilities, including women representatives, in consultations around the Disability Bill. The initiative also led to bringing in a stronger intersectional angle around women with disabilities in the joint UN Spotlight Initiative aimed at advancing the elimination of sexual and gender-based violence and harmful practices. Even though the initial phase had a fairly short duration and limited budget (\$400,000 over 24 months), it was considered transformative at impact level as it had impacts both at policy level, created a niche for UNESCO as the lead UN agency on disability and gender, and influenced how key actors and stakeholders can collaborate on the issue. The process of trust-building and formalizing an agreement between the different social movements was also considered important for sustaining results in a next phase.

"After the interventions by Deaf Women Included, the way I view disability has changed. At one point I was surprised to see a woman with a disability pregnant, but now I have been equipped with the knowledge that persons with disabilities are also sexual and also need sexual and reproductive health services." (Community leader, quoted in the publication A Spotlight on Women and Girls with Disabilities, UNESCO, 2021)

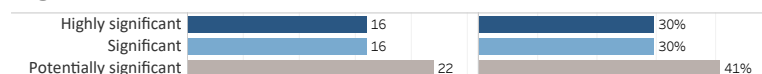
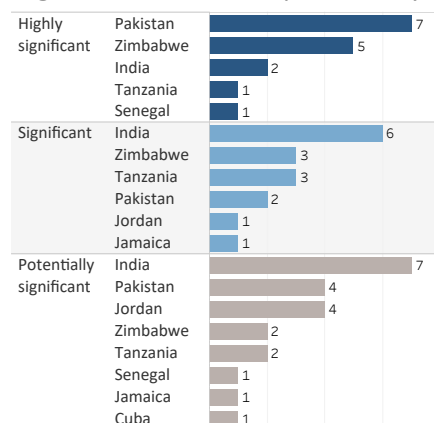
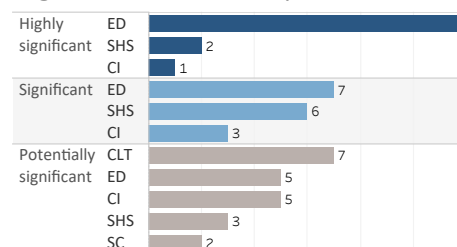
Being agile in pivoting the focus and content of community radio during the COVID pandemic ensured more gender inclusive education

39. Gender responsive results at outcome and impact levels were found in India, Pakistan, Jordan and Tanzania. Of these, most (7 out of 9) were considered to be significant during the evaluation assessment with two being categorized as potentially significant from a gender perspective (i.e., they appeared as significant but lacked proper validation or had not yet produced tangible results). Most were found in the **Education Sector**, with a couple in the CI Sector.
40. For instance, in **India** UNESCO was agile in pivoting radio funding towards a COVID response programme in partnership with SMART/Radio Mewat. This collaboration produced 300 episodes of COVID bulletin and built capacities for women beneficiaries to produce and sell face masks, providing income for their families when men had lost jobs or saw income decrease. As a consequence, women reported feeling their status in the family change and 19 out of 23 women interviewed by the evaluation reported opening bank accounts, where many had none before. The COVID mask programme, in coordination with radio broadcasts on domestic violence (72 programs) was also reported to have helped broaden discussions on domestic violence in the home and in the community thanks to gender-mixed listening groups. Radio programs on women's nutrition (36 episodes) also increased knowledge on themes such as breastfeeding, immunity, vitamin rich food, sanitation, hygiene, and COVID-safe behaviour. Finally, the SMART/Radio Mewat provided skills development for women to run small businesses with over 300 women registered, focusing on trades like mask stitching, beauty parlour, flour mills, dari weaving, embroidery and small grocery shops. While it was possible to establish and validate that this initiative was both timely and relevant, clearly responding to women's needs in the existing socio-cultural context, the initiative did not to the same extent target challenge prevailing gender stereotypes, and only involved men to a limited extent in the listening groups.
41. Community radio, as a part of SAUTI YETU!, was also used to train female and male journalists in **Tanzania** where radio programming was created to address the root causes of girls' school dropout. Over 300 journalists (50.2% female) were trained in applying best techniques on editorial programming and monitoring for information service delivery. The programme led to the creation of a website and online platform, where 34 radio stations joined as members, increasing accessibility to information on important local issues. Community radio was also found to play a significant role in **Pakistan** in an effort to keep girls in school despite school closures during the COVID-19

pandemic. Radio programs in 18 isolated locations across the 5 districts selected for the Girls' Lower Secondary Education Programme in Pakistan allowed for children to follow their education via radio. Orientation sessions were also undertaken for UNESCO staff and local partners on the prevention of sexual exploitation, particularly in view of a rise in domestic violence due to school closures during the pandemic.

Targeting or one-off activities can create impact or have a 'trigger effect' in a specific context, but would ideally go hand in hand with a more comprehensive gender approach

42. Examples of **gender-targeted results** from the Culture (CLT) and Communication and Information (CI) Sectors were found in **Jordan**. On the GRES scale, this indicates a lower level of documented gender transformative change, typically since the needs of all genders were not responded to, or results did not address underlying causes of gender inequalities. Even so, some results were found to be impactful for those women who were targeted. For instance, in relation to the joint programme at the archaeological site Umm el-Jimal, the final evaluation of the project found it to be highly relevant to the local context and national priorities when it came to women's access to the labour market, poverty reduction, tourism development, mitigating the large influx of Syrian refugees as well as utilizing efficiently both UN agencies' specific mandates and areas of expertise. Transformative aspects were however not well documented, and it was unclear whether and how a more comprehensive gender analysis of root causes was undertaken to inform the approach. Another example of a gender targeted result was found in the CI sector in Jordan where an initiative around Media and Information Literacy targeted women and youth in terms of navigating digital media and information flows, particularly during the COVID-19 pandemic.
43. Of the 54 identified gender results, 30 were recorded to be **one-off activities or results at the output levels**. Of these, the Education Sector and SHS had most recorded outputs/activities followed by CLT, CI and SC Sectors.
44. Even at output level, however, two of the identified results in **India** were still found to be transformative in nature. These were generated by two education sector programmes. One of these was geared at mainstreaming comprehensive health education, including a gender and sexual rights and health component, into the national curriculum. As a part of this programme on Comprehensive Health Education, Health and Wellness Ambassadors were placed in 1250 schools in the Gujarat region and 40,000 teachers from 20,000 schools received training on promoting the health

Figure 7. Level of contribution to change at country and Sector levels**Significance total****Significance of results per country****Significance of results per sector**

and wellbeing of adolescents. The programme also benefitted 145 women and 40 adolescent girls on the prevention of HIV and cervical cancer. The other sought to raise awareness and educate girls on menstrual health and hygiene management which is a cause of girls' dropouts from school (the "Keep Girls in School" initiative in partnership with private Sector partners P&G and Whisper). The initiative developed five teacher training modules on menstrual health and hygiene and created a dictionary of terms related to menstruation to both destigmatize and inform about periods.

2.1.3 Level of contribution to change

45. The Outcome Harvesting sought to determine at what level results contributed to change:
- at the **individual level** for beneficiaries,
 - at the **structural and institutional level** that help create an enabling environment for a gender equal response and distribution of benefits, and/or
 - at the **societal level** typically addressing underlying root causes and social norms (sometimes formalized in legislation, national policy, or other types of normative frameworks).

Transformative gender results typically contributed to a shift in norms and practices at multiple levels of change

46. Several results contributed to one or several of levels of change (individual, structural and/or societal levels). In fact, most of the responsive and transformative results harvested were considered significant (or potentially significant) particularly because they contributed to a shift in norms and practices at **multiple levels of change**. Around half of the recorded results contributed to the structural level of creating an enabling environment for gender equality gains (in relation to policies, institutional support, support to governments or other types of decision-making bodies). Likewise, around half contributed to individual and societal/normative change. Only four identified results were considered to contribute to **all levels of change** – two in Zimbabwe and two in India. The **Education Sector has the largest number of recorded results at a societal level (social norms)** as many of the sampled projects looked at mainstreaming and institutionalizing comprehensive sexual education in school curricula. This is also the Sector where UNESCO typically has a long-standing partnership with relevant government ministries (Ministries of Education), which was found to facilitate **relations of trust** and **normative dialogue**.

2.2 Institutional dimensions of implementation

2.2.1. Policies, frameworks and incentives

There is a lack of institutional mechanisms, action plan and concrete guidance to support and implement the GPGE

47. Following up on the first part of the evaluation of the UNESCO Global Priority Gender Equality,⁶ the Gender Equality Action Plan (GEAP) 2014-2021 came to a close in 2021 and the Priority was integrated into the Medium-Term Strategy for 2022-2029 (41 C/4) and the Approved Programme and Budget (41 C/5). This decision was taken to reflect the centrality of Global Priority Gender Equality to UNESCO's programmes, activities and initiatives across all Programme Sectors by mainstreaming gender in its foundational guiding documents. While the Global Priority clearly features in both documents, the onus lies on the Division for Gender Equality (CAB/GE) and respective gender focal points (GFPs) to guide and support both Field Office and Headquarters staff in integrating gender dimensions in the programming cycle; both which are heavily under resourced. Despite the existence of the C/4 and C/5 documents, as well as that of Sector-specific gender strategies, such as the Education Sector's gender strategy⁷ and its associated communication strategy,⁸ guidance documents or peer learning mechanisms that could prove useful to staff in terms of devising and implementing gender-specific programming and gender mainstreaming exist to a limited extent only.

6 UNESCO, From Ambition to Action: Evaluation of the UNESCO Global Priority Gender Equality, 2020, para. 267, p. 62

7 UNESCO, From access to empowerment: UNESCO strategy for gender equality in and through education 2019-2025, 2019.

8 UNESCO, Communication strategy: UNESCO guidance on communicating on gender equality in and through education, 2022.

48. Several Field Offices brought up the issue of not receiving enough support from Headquarters (HQ) in the form of concrete guidance documents to orient their work on gender. However, when direct support from the Division for Gender Equality (CAB/GE) was provided, it was quoted to have had very positive effects. For instance, on the initiative of the former Regional Director for ROSA in Zimbabwe, the Division for Gender Equality provided a one-week long training to staff across all Sectors in the office – possibly contributing to the high GEM markers assigned to projects at the time. These effects were said to diminish over time, however, with more continuous support, dialogue, and peer learning on gender across the region identified by staff as needed.

There are no formal requirements for Field Offices to report on gender-related results and progress on implementing the GPGE; Operational lessons and innovative practices in different country contexts are not systematically reported on

49. The evaluation found a disconnect between the institutional aspirations around gender as a global priority in UNESCO and how it is operationalized, tracked and implemented at Field Office level. An example of this is the fact that there are no formal requirements for Field Offices to report on gender-related results across programmes in the country (or regional) portfolio, and no formal guidance as to how to do it. That means that gender mainstreaming results or innovative practices often go by unnoticed. Field Offices, as well as Headquarters, are required to report on flagship initiatives, outlining highlights and key achievements, to feed into the Report by the Director-General on UNESCO's actions promoting women's empowerment and gender equality to the General Conference every two years.⁹ There is also a biannual report entitled "UNESCO in action for gender equality", which collates relevant information and showcases UNESCO's good practices and contributions towards achieving gender equality in its areas of competence. While highlighting good practices, these publications nevertheless do not systematically assess the progress of UNESCO's performance against clear corporate goals in relation to its Global Priority Gender Equality, and often miss smaller innovative operational lessons and practices.

9 As per Decision 179 EX/Decision 12 (Part II) of the Executive Board.

50. Further, and as the first evaluation report of the Global Priority Gender Equality already underscored, gender equality markers (GEMs) are often used inconsistently or are sometimes subject to misattribution in terms of the level assigned to a specific programme.¹⁰ While GEMs are indicative of the level of gender focus in a given programme, they do not say anything about actual results achieved. This makes it difficult to extract relevant information from the System of Information on Strategies, Tasks and the Evaluation of Results (SISTER), UNESCO's internal programming, monitoring and knowledge management tool. Inputs to the system may be different depending on who and what Sector uploads information. In addition, while project documents and other relevant documentation can be retrieved from SISTER, monitoring information is less frequently uploaded. Thus, SISTER does not consistently contribute to establishing a solid evidence-base for how UNESCO progresses in its efforts to operationalize the GPGE.

Communications on how UNESCO works with gender equality, building on evidence and lessons from field operations is lacking; This is true for both internal and external communications

51. While the evaluation found innovative examples and practices on gender equality across all Field Offices, with a relatively big proportion considered to be gender transformative, internal and external communication on gender equality does not reflect this. Communication at Headquarters, between Headquarters and Field Offices and from Field Office to Field Office is impaired by, amongst other things, unsystematized reporting and information gaps on SISTER, and a lack of support, budgets or incentives to engage in internal knowledge management and sharing of insights between offices on how to implement GPGE. Communication between Headquarters and Field Offices on gender-related activities is often the product of individual initiatives and is not systematized. When it is, such as by the Section of Education for Inclusion and Gender Equality (ED/IGE) which regularly liaises with designated Education officers in Field Offices to share relevant communications and retrieve information from the field, this clearly seems to have beneficial effects. Learning and knowledge exchange on gender equality was also considered to be mostly encouraged from the top down, rather than through mechanisms that are more horizontal in nature between peers. It is exemplified by the fact that GFPs were

considered to play the role of being “an information dissemination channel for the Gender Division”¹¹ rather than being supported to take on and act as change agents on gender (with an associated budget) in the country context.

52. The lack of internal knowledge sharing, coupled with siloed reporting by Sector, and no formal reporting requirements for the Global Priorities, contributes to the fact that UNESCO's contributions to gender equality receives very little visibility in the field and among country partners. During meetings with relevant stakeholders during field missions in India, Tanzania and Zimbabwe, partners frequently voiced the fact that they were not aware that UNESCO had a Global Priority Gender Equality or that the organization extensively worked on gender. This is due to a number of reasons, including how UNESCO is perceived in terms of its profile and added value compared to other UN agencies. It is exemplified by the following quote from a partner in India: “No, I was not aware of UNESCO's work on gender equality. UNESCO's brand is still seen as dealing with global heritage and cultural sites. I did not even know about education related work.” Likewise in Zimbabwe, a partner indicated that “UNESCO found us, we would never have approached them about our work on gender equality and young people because we didn't know they worked on that.”

53. Even when reviewing some of the annual reports from field offices (such as the Annual Report for ROSA, 2021), its groundbreaking intersectional work on gender and disability was not featured strongly (instead focusing mostly on the disability angle in line with UNPRPD), and there was no special heading under which gender results was reported on in relation to implementing UNESCO's Global Priority Gender Equality across Sectors. Instead, external communications and reporting tend to be Sector specific. While flagship initiatives (special programmes) on gender are featured, efforts to gender mainstream across programmes, and how lessons are applied in the national context, is not reported on clearly in one place. An innovative practice in ROSA was to compile yearly briefs on gender results for internal use, and to be shared with the Division for Gender Equality. However, as in other offices, compiling such information relies on individual efforts by GFPs and the willingness of Sector heads to volunteer information, rather than on institutionalized practice and a more rigorous monitoring of the Field Office performance on implementing GPGE overall.

¹⁰ UNESCO, From Ambition to Action, para. 255, p. 61.

¹¹ Quote from interviewee.

“UNESCO needs to define itself better in terms of what arts and culture mean for younger generations, especially young women. Younger generations do not even know about UNESCO, much less about their mandate in the area of gender equality.” (Partner, Zimbabwe)

54. Further, UNESCO is seen as less vocal on gender equality than other partners in-country, possibly due to the competing priorities faced by staff (notably GFPs) as well as limited in-house gender expertise. This results in ad hoc dissemination of information to partners. In Tanzania, a non-governmental organisation (NGO) partner voiced the following concern: *“In meetings on education, UNESCO is not really vocal in general and not on gender equality. UNESCO does not show it works on gender equality through its actions either.”* Partners at different levels (civil society organisations, NGOs, UN Agencies, etc.) have concurred that UNESCO could dedicate more efforts to raising its profile on gender equality through implementing additional programmes with a gender component and communicating with partners about such programmes and initiatives more effectively.

2.2.2 Capabilities, enablers, and barriers

Beyond externally funded special programmes, there are limited human and financial resources to implement the GPGE or conduct staff training at Field Office level

55. Across offices, obtaining necessary funding for gender equality presents challenges. In Cuba and Jamaica, there is no specific budget line for gender, and all funding comes from programmes. A similar situation was found in other field offices. In ROSA (Zimbabwe), a workplan exists for GFP-specific activities. However, this workplan does not reflect GFP time spent on supporting programmes and does not include any allocated budgets or specific activities on gender that are undertaken by Sector programmes
56. which makes it difficult to track how inputs (in terms of both staff time and resources) are used to implement gender priorities. Yet, the GFP workplan has a small annual budget of \$1000 (typically for training or internal seminars), which is more than most Field Offices have set aside to support the GFP function. Since each programme

manages its own gender initiatives and any budget allocations set aside e.g., for sourcing outside gender expertise, it is difficult to assess how resources are allocated and used to advance gender across a field office portfolio. It also makes it difficult to see how the time spent by GFPs in support of other programmes and Sectors than their own is used and internally accounted for. This was noted across offices to make the incentive structure weak for taking on the GFP role. The first part of the evaluation (2020) also highlighted this issue as in-depth interviews with GFPs across a number of field offices illustrated a lack of training opportunities (tailored for GFPs) coupled with weak formal internal recognition of time spent advising other programmes. The GFP function was therefore not seen to serve as a merit in relation to future career opportunities within UNESCO.¹²

57. Kingston and Havana are both cluster offices where colleagues juggle responsibilities across several member states. There is limited human resources capacity for properly analyzing and addressing gender issues in each specific country context. Instead, the approach has been to try to link gender issues across each respective region. Cuba and Jamaica both welcomed more support from HQ, particularly in the form of trainings on gender equality. However, it was pointed out that partners also contribute substantially to building internal gender capacities – including partners in academia.¹³ Proper financing of the implementation of GPGE, it was suggested, could go partially to taking centrally developed guidelines and working with partners and Sector-specific gender specialists to see how they could be adapted to better fit the local context. This was seen as particularly important in Cuba since they need to translate centrally disseminated materials into Spanish.

“In some sector projects it is not obvious how to incorporate a gender angle that is transformative or that at least goes beyond just promoting the participation of more women. As a GFP, it would be good to be able to commission a study or draw on external expertise in-country even during the project formulation phase.”
{GFP feedback}

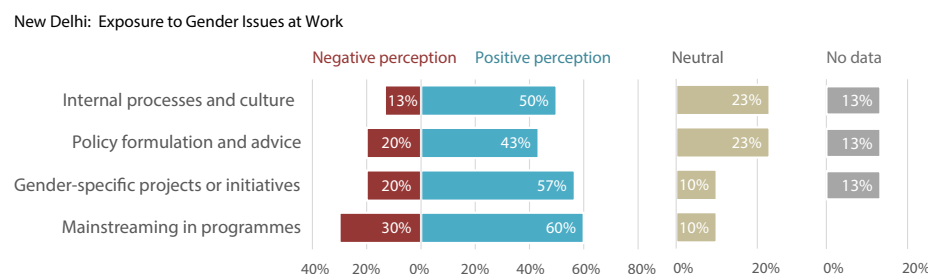
¹² From Ambition to Action: Evaluation of the UNESCO Global Priority Gender Equality, IOS, 2020

¹³ Notably the Institute for Gender and Development Studies – Regional Coordination Office, University of the West Indies.

Field office staff were generally positive about working on gender issues; Internal work culture, and the fact that gender equality was prioritized by the office leadership served as enablers for being agile in implementing gender responsive/transformational programmes

58. To assess internal capabilities and to what extent gender programming has affected the knowledge, attitudes, and behaviors of Field Office colleagues, the evaluation relied on two surveys distributed to the Harare and New Delhi offices. The surveys were anonymous and conducted through Microsoft Teams. These offices were chosen because they are large and could provide an adequate sample size of respondents, combined with the fact that the leadership in these two offices specifically welcomed better understanding feedback from staff on the topic.
59. UNESCO New Delhi colleagues reported positive attitudes towards gender equality in the office. Nearly all (97%) of respondents said the New Delhi office is committed or very committed to improving gender equality. Yet, 76% of respondents said they would benefit from more gender equality training.

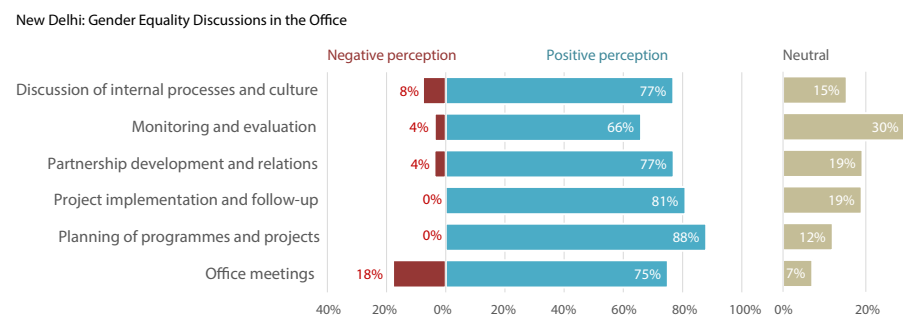
Figure 8. New Delhi: Staff involvement in different types of gender work



60. Most New Delhi respondents reported that gender equality is either frequently or very frequently discussed in situations such as project implementation, partnership development and relations, as well as in monitoring and evaluation, with a fairly even distribution of answers across the different phases project planning and implementation, as well as in their internal processes, discussions and work culture (Figure 10). Survey results indicate that New Delhi office staff see gender equality as

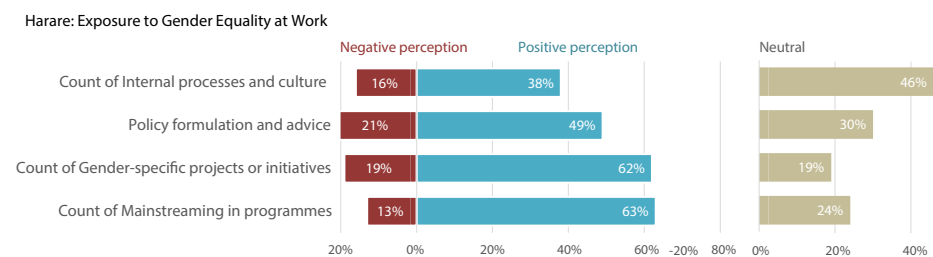
integral to their work. The results mirror information obtained from interviews, which found a high degree of knowledge of gender equality and positive attitudes among staff towards incorporating gender equality in various aspects of work.

Figure 9. New Delhi: Gender issues in different phases of project implementation and work processes



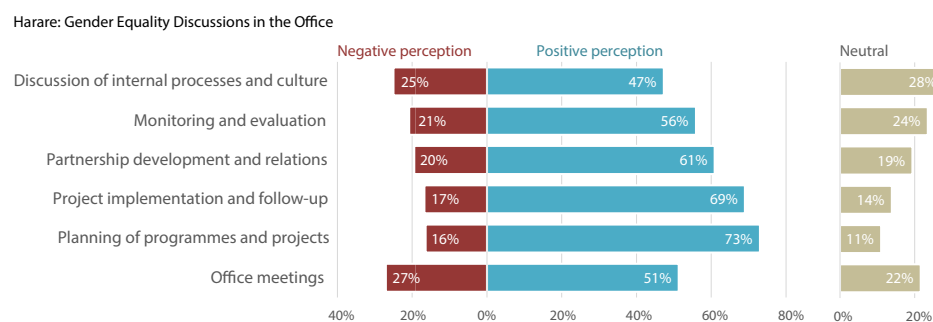
61. In Harare, 74% of survey respondents (n=38) reported that their office promotes gender equality well or very well. The majority have participated in gender training, either internally or externally, but 84% felt they would benefit from more training. A large majority, 73% of respondents, said that the Harare office is committed or very committed to improving gender knowledge among staff.

Figure 10. Harare: Gender issues in different phases of project implementation and work processes



62. Most respondents found gender to be frequently, or very frequently discussed in programme planning, implementation and follow-up, partnership development and M&E. However, responses diverged regarding discussions in office meetings and in relation to internal processes and culture, where many found gender to be discussed somewhat, rarely or not at all in the Harare office (*Figure 11*).

Figure 11. Harare: Staff involvement in different types of gender work.



63. The survey results from both countries, in combination with interviews on the ground provide insight into the type of institutionalized culture that fosters staff capabilities in relation to gender equality. Interviews highlighted that in both offices, there is a strong willingness to work with gender issues, and to work with GFPs to incorporate gender issues into programmes. Yet, with limited GFP capacity, and no dedicated gender expertise in-house, there is a need to better systematize lessons and make them more explicitly talked about as part of regular office meetings and follow-up. This could be further reinforced by additional, tailored training opportunities for staff. For instance, the in-country and in-person training conducted by the Division for Gender Equality in Zimbabwe (pre-pandemic in 2018) was often quoted as having drastically altered staff perceptions about gender, with increased capacity to relate it to the Zimbabwean and regional context.
64. In addition to the role of GFPs, leadership was mentioned as being important when it comes to the extent to which gender issues are being prioritized in the country context. In addition to affecting the work culture it was seen as essential in creating the operating space for pursuing certain gender issues in contexts where it could be seen as culturally sensitive. Office leadership was also considered important in creating trustful relationships with the necessary country counterparts. A positive

operating space (internally, in partnerships) was also seen as an important in order for UNESCO to better profile itself in a certain role (coordination, brokering) on gender issues alongside other UN agencies.

2.3 The role of partnerships

UNESCO has been able to effectively form new strategic partnerships and/or use its long-standing and trusted relations with national stakeholders to manifest its role as knowledge broker and convener on gender issues in areas where UNESCO has a long track record and expertise

65. Across all field countries, partnerships played a key role in advancing gender equality in UNESCO's work. Partnerships were used to bring in external gender expertise and conduct research (e.g., in relation to MENTalities in India, Sheroes initiative in Jamaica), to bridge movements (e.g., between the women's movement and the disability movement in Zimbabwe), and to expand the scope and reach of work in areas where there is a clear gap or need (e.g., working with private sector partners on menstrual health and hygiene in India).
66. Of particular importance was how UNESCO has been able to **use its long-standing partnerships**, notably in the Education Sector, and its **high degree of trust** with key Ministries of Education and other national stakeholders to introduce comprehensive sexual education (with strong SRH and gender components) as part of the school curriculum in a number of the field countries – often pushing the boundaries of what is being taught in this area in age-appropriate ways and in ways that is acceptable to stakeholders. This was possible by working closely with national partners, bringing them onboard, often acting as a facilitator and knowledge broker rather than (or in addition to) being a funder.
67. In **India**, the trusting relationship between UNESCO and the Indian Government has proved instrumental in forming partnerships between UNESCO and governmental agencies. For example, the Ministry of Education's long-standing relationship with UNESCO has led to the successful implementation of the flagship program 'Keeping Girls in School' (about menstrual health and hygiene) which can be seen as culturally sensitive in certain parts of the country. Given the geographical scope and decentralized structure of India, civil society partnerships are also essential in

achieving results on the ground and were used effectively in UNESCO's work with community radio and research on masculinities. UNESCO New Delhi also has close working ties with UNESCO Chairs in Academia. Within SHS, collaboration with renown academics led to a regional research project on masculinities in India. Similarly, in CI, the office worked with academia to develop a toolkit which enabled community radio stations to make self-assessments of where they stand on community media standards, including parameters of gender equality.

68. In **Zimbabwe** UNESCO partners with the Ministry of Primary and Secondary Education around the O3 programme in the areas of curriculum development, incorporating lessons on gender stereotypes into the framework and mainstreaming gender sensitive approaches to learning. UNESCO also played a role in the development of the School Health Policy, again bringing in a gender dimension to health. UNESCO also assisted in integrating gender mainstreaming into the Education Management of Information Systems (EMIS) to ensure that data is gender disaggregated.
69. Across countries where field work was conducted, partners appreciated UNESCO as being **responsive to national stakeholder concerns**, acting more as a convener and knowledge broker than a funder. Some civil society partners also highlighted the validation and legitimacy that came from having a partnership with UNESCO in an area that might otherwise be considered sensitive, such as challenging established gender norms. A civil society partner who also provides an online space for non-binary and LGBTQ people noted that on a positive note, *“you can do something small and quite experimental together which still could have great significance given UNESCO's name and track record”*¹⁴. The fact that the funding envelope for CSO partners was not big was not considered a problem. However, it was pointed out that with strategic partners like UNESCO -- while there was less expectations on levels of sustained funding -- there were higher expectations on more **ongoing engagement and sustained contact** *“even outside of the funding cycle.”*¹⁵ This was found to be lacking given staff constraints, particularly when it comes to working on gender issues within the UNESCO Field Office.
70. In **Tanzania**, UNESCO was considered by partners as being well-versed in undertaking legislative reviews and leveraging connections across different ministries in sectoral reform efforts, e.g. a UNESCO-led review was included in the Education Act that tackled issues around the legal age of marriage. On the other hand, as UNESCO does

not have specific gender expertise within its office in Dar es Salaam, gender issues often get allocated exclusively to UN Women in the country context, and UNESCO is less 'known' among both other UN agencies and among its government counterparts for its gender work. For instance, few in-country partners were aware that UNESCO had a Global Priority Gender Equality.

UNESCO is often engaged in joint programming with other UN agencies and is appreciated for its niched expertise in certain sectors; However, coordination is impaired by a lack of dedicated gender expertise in UNESCO Field Offices

71. Evidence from across the Field Offices demonstrated that UNESCO typically is active in Joint Programming with other UN agencies. However, UNESCO's participation in coordination and in new programme development is often hindered by lack of dedicated gender expertise, and the fact that the GFP *“can only attend when he/she has the time given other duties.”*¹⁶ It was also noted that UNESCO GFPs sometimes have a poor understanding of gender issues in Sectors other than their own when attending UN coordination meetings on gender – i.e., when the GFP is from the Education Sector, there seems to be more sharing and cross-collaboration with other agencies in the Education Sector. This was confirmed by some GFPs who felt less well equipped to represent the agency on gender programming in Sectors other than their own, particularly since they would not necessarily have access to relevant and up-to-date information on gender initiatives from other Sectors.
72. In **India**, there is little joint fundraising across UN agencies for gender related programming. Though there is some collaboration on awareness and outreach campaigns, the work of each UN agency is largely compartmentalized. In contrast, there is a high degree of coordination in **Zimbabwe**, which was enabled by UNESCO's role of bringing in an intersectional dimension on gender and disability. In UN coordination on gender in Zimbabwe, partners meet to discuss interventions as a technical team, and UNESCO was appreciated for bringing its specialties in teaching, training, and connection with academia to the table.

¹⁴ Direct quote from national implementing organization.

¹⁵ Ibid.

¹⁶ Quote by interviewee, UN agency.

“UNESCO brings strong conceptual and analytical capabilities into the partnership by bridging practical delivery with academia and knowledge, for instance in relation to how gender intersects with other dimensions of exclusion such as disability. They should use this comparative advantage more in influencing the design and direction of programmes.” (Interviewee, UN agency)

“Compared to other partners, I would say UNESCO is a listening partner. They do not tell us what to do. Through the Spotlight Initiative and UNPRPD, they listened to what we had to say, and our messages helped raise awareness on women and girls living with disabilities, and on harmful practices and GBV which disproportionately affects women and girls to men and boys living with disabilities.” (Female focus group participant, CSO for People with Disabilities)

73. Likewise, in Tanzania, the Joint Programme on Empowering Adolescent Girls and Young Women through Education was a collaboration between UNESCO, UNFPA and UN Women which implementers and beneficiaries considered positive. At the planning stage of the programme, several consultations were initiated between UNESCO, UNFPA, and UN Women to identify the comparative strengths of each UN agency and how these could be leveraged in programme implementation. However, UN partners acknowledged that corporate strategies should be in place to foster such collaborations so that it does not have to rely exclusively on individuals’ initiative going forward.

Partnerships with the private sector have expanded visibility and scope in some initiatives, but programme objectives can be difficult to balance with corporate agendas and interests

74. UNESCO has engaged in a number of **innovative private partner collaborations** in the field of gender equality at country level. These were found to have contributed needed funding and outreach possibilities. At the same time, ensuring that program objectives are **in line with corporate agendas**, while at the same time safeguarding the legitimacy of UNESCO’s own corporate brand, standards and objectives, was found to have been difficult. While on the one hand, the corporate partnerships led to programming in an area that were considered bold and new for UNESCO (e.g., on menstrual hygiene that keep some girls out of school, and the cultural aspects of stigma around menstruation), UNESCO was faced with the challenge of determining how much a project can be adjusted so that a private partner is willing to collaborate on an initiative while still achieving overall objectives. For multi-country and global partnerships (e.g., with L’Oréal), it was also noted that many Field Offices were not meaningfully involved or consulted, and approaches were not well integrated with the rest of the country portfolio. The New Delhi office, for instance, expressed minimal involvement or consultations regarding the L’Oréal-UNESCO for Women in Science initiative.

Box 3. ‘Keep Girls in School’ – a private sector collaboration around menstrual hygiene

UNESCO New Delhi collaborated with Proctor & Gamble (producers of leading menstrual hygiene brand Whisper) to educate and raise awareness on menstrual hygiene and health through a flagship programme #KeepGirlsInSchool. Lack of access to menstrual products is a leading cause of girls’ dropout from school. The programme involved key stakeholders of the Ministry of Education, the Ministry of Women and Child Welfare and the Ministry of Health to incorporate an education module on menstrual health and hygiene into school curricula. Both national and state education ministries were involved with training teachers on how to incorporate the learning modules into their curricula. The programme also included a dictionary of period terms to both educate and decrease stigma against speaking about menstruation as a part of the school health education.

3. Conclusions and Recommendations

Conclusions

Conclusion 1: Standard reporting on gender, including the information available at HQ level (via SISTER) does **not reflect the different gender equality results that emerge out of UNESCO's work at Field Office level, of which many are considered innovative and transformative in nature.** GEMs, though indicative of intentions to allocate budget to mainstreaming gender, also say little about gender results. Country level achievements and operational lessons therefore often go by unnoticed with no mechanism to track progress against corporate objectives for the GPGE over time.

Conclusion 2: Sectors with the **most transformative results** (ED, followed by SHS) also typically had **most institutional support** on how to work with and mainstream gender. GFPs are often (though not exclusively) sourced from staff in these Sectors, and the Education Sector also has its own gender and inclusion unit at HQ level to provide regular communications and guidance with Education Sector officers at Field Country level. This underscores the call for more training, guidance and Sector/context-adapted support for how to implement the GPGE. However, even in these Sectors, peer-learning across offices on how to operationalize a gender transformative agenda was found to be missing or happening only at random around specific flagship initiatives. While the Education Sector and SHS have most flagship programmes in the area of gender equality, it is unclear how lessons from these flow into other Sectors in the country context – particularly if gender issues are not frequently featuring as part of office discussions or work culture.

Conclusion 3: There is overall a **high level of awareness and interest** among UNESCO staff to work with gender equality issues, yet the **internal resources (human and financial) for providing guidance and knowledge sharing on gender is thin**, relying heavily on the Division for Gender Equality and GFPs, who already have high workloads, to drive the gender equality agenda at Field Office level. Having a Global Priority on gender equality without sufficient funds for implementation as well as continuous field office monitoring, learning and tailoring of country-specific gender materials and communications was noted to be paradoxical. Without access to tailored and continuous training, and a clear mandate for coordination across Sectors/programmes, GFPs are often seen as distributors of gender related information from the HQ instead of being used as advisers on gender (across Sectors) by Field Office staff or by HQ units.

Conclusion 4: UNESCO is **not visible enough on its contributions to gender equality** in the country context, evidenced by the fact that many partners were not aware of gender being a global priority for the organisation, or how UNESCO uses its mandate in different Sectors to advance gender equality. At HQ level, while achievements from gender flagship programmes from Field Offices are regularly collected and highlighted, with Programme Sectors putting forward examples of good practices and achievements, these do not necessarily provide a solid evidence base on progress over time and do not provide operational guidance based on lessons for Field Offices in relation to implementation of the GPGE.

Conclusion 5: UNESCO was able to pivot many of its existing programmes to respond effectively to gender issues that emerged during the COVID-19 crisis, largely thanks to its **long-standing and trustful relations with partners in-country.** For instance, UNESCO was in a good place to take on a leading role in making sure girls had access to education in the face of extensive school closures due to the pandemic e.g., via community radio – drawing on UNESCO's expertise across Sectors (CI, culture, education). Community radio was also used to raise awareness on more sensitive issues such as gender-based domestic violence during the crisis.

Conclusion 6: UNESCO has been able to effectively form new strategic partnerships, or use its existing ones, to manifest its role as **knowledge broker and convener** on gender issues in areas where UNESCO has a long track record and expertise (e.g., in relation to influencing social norms via culture and the arts, introducing comprehensive sexual education as part of the mainstream education curriculum) or where there are apparent gaps (e.g. in relation to the intersectionality of gender and disability). In joint UN partnerships, UNESCO has been able to leverage its **ability to be agile and engage in normative dialogue** in Sectors where it has credibility, with notable results in the area of institutionalizing comprehensive sexual education in the education curriculum. Strategic partnerships were used to bring in external gender expertise and conduct research, to bridge movements, and/or to expand the scope and reach of work in areas where there is a clear gap or need. Yet some partnerships could benefit from more regular engagements and follow-up – something which was lacking due to limited dedicated gender expertise in Field Offices.

Table 5. Recommendations from the first phase of the Evaluation of UNESCO GPGE (2020)

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

Recommendations

The **first phase** of this evaluation of the UNESCO Global Priority Gender Equality (published in 2020), laid out 9 recommendations which were all accepted in the Management Response (Table 5). These recommendations were found to still be valid, supported by Field Office level findings and results harvested as part of this evaluation exercise. This evaluation therefore makes **two recommendations** that are specific to the scope and focus on Field Office perspectives during this phase:

Recommendation 1: UNESCO Field Offices need to be encouraged by Headquarters (the Gender Division and BSP) to **systematically track, report and communicate** progress on gender equality outcomes across sectors as a distinct reporting area for the GPGE (in addition to sector-specific reporting). There should be **clear guidance and standardized ways of reporting** across UNESCO. In addition to assigning GEMs at the outset of programmes, institutional mechanisms should be put in place to assess and report on **gender results**, including any operational lessons or obstacles faced during implementation. In doing so, particular attention should be paid to innovative practice and 'boldness in context' to illustrate the relevance of the work carried out, even when there are fewer tangible results up front, particularly when it comes to UNESCO's role in normative dialogue, and in influencing social norms via strategic partnerships.

Recommendation 2: UNESCO Field Offices should **leverage their role as knowledge broker and convener** on gender issues in areas where they have track record and expertise in the country context. This means strengthening their **visibility** on gender equality so that **strategic partnerships** can be formed and maintained, and so that UNESCO can play an active role in UN coordination and implementation. This may include drawing up a strategy for **more clearly communicating UNESCO's corporate objectives for the GPGE and what it means in the country/regional context**, so that the Global Priority can be used as a **leverage tool for advocacy and dialogue** on gender equality issues with partners.

Annexes

Annex I: Evaluation Matrix

DIMENSION	QUESTION	Sub-questions	Methods	Perspectives/Key informants
1. Results	<p>1. How successful has UNESCO implemented the global priority gender equality in terms of results achieved?</p> <p>Key concept: Programmatic goals achieved at different levels and through different approaches.</p>	<p>1.1 Across the five Sectors / main programmes and IOC, disaggregating by gender and non-gender specific initiatives.</p> <p>1.2 In field offices and country portfolios, disaggregating by gender and non-gender specific initiatives.</p>	<p>1.1/1.2</p> <p>Desk review</p> <p>Interviews</p> <p>Survey</p> <p>Outcome Harvesting</p> <p>Most Significant Change (MSC)</p>	<p>1. Field Office</p> <p>2. Partners</p> <p>3. Beneficiaries</p>
1. Results	<p>2. To what extent have gender-mainstreaming and gender-specific projects had an effect on knowledge, attitude and behaviours in the units, institutes, country or regional offices involved in their implementation?</p> <p>Key concept: Effect of GPGE on staff knowledge, attitude and behaviours. Staff ownership of the GPGE.</p>	<p>2.1 Effect achieved through gender-specific interventions.</p> <p>2.2 Effect achieved through non-gender specific interventions.</p> <p>2.3 Level of engagement/ownership of staff toward the implementation of the GPGE.</p>	<p>2.1/2.2</p> <p>Desk Review</p> <p>Interviews</p> <p>FGD</p> <p>Outcome Harvesting</p> <p>2.3</p> <p>Interviews</p> <p>Survey</p>	<p>1. Field Office</p> <p>2. Partners</p>
1. Results	<p>3. To what extent have, in line with the 2030 agenda, UNESCO's projects and programmes reached the most disadvantaged or most vulnerable groups?</p> <p>Key concept: GPGE success on reaching the most vulnerable groups identified.</p>	<p>3.1 Through gender-specific interventions.</p> <p>3.2 Through non-gender specific interventions.</p>	<p>Desk Review</p> <p>Interviews</p>	<p>1. Field Office</p> <p>2. Partners</p> <p>3. Beneficiaries</p>

DIMENSION	QUESTION	Sub-questions	Methods	Perspectives/Key informants
2. Frameworks, structure and tools	<p>4. Are the current frameworks, structures and tools adequately designed to deliver the Global Priority and inform decision-making?</p> <p>Key concept: Adequacy of the design of Frameworks and tools for the implementation of the GEAP II.</p>	<p>4.1 Framework design, including ToC and results frameworks, for gender and non-gender specific interventions.</p> <p>4.2 M&E systems design for decision making.</p>	<p>4.1/4.2</p> <p>Desk Review</p> <p>Interviews</p> <p>Rating system based on the GRES scale for goals/ results and/or indicators of a sample of interventions.</p>	<p>1. Field Office</p> <p>2. Partners</p>
2. Frameworks, structure and tools	<p>5. Are the current frameworks, structures and tools adequately equipped to deliver the GEAP goals and inform decision-making?</p> <p>Key concept: Availability of resources for the implementation of the GEAP II.</p>	<p>5.1 Human resources.</p> <p>5.2 Financial resources.</p> <p>5.3 Material resources.</p>	<p>5.1/5.2/5.3</p> <p>Desk review</p> <p>Interviews</p> <p>Survey</p>	<p>1. Field Office</p> <p>2. Partners</p>
2. Frameworks, structure and tools	<p>6. Are the current frameworks, structures and tools adequately implemented, followed up and evaluated to deliver the GEAP goals and inform decision-making?</p> <p>Key concept: Implementation of the frameworks and tools toward achievement of GEAP II goals.</p>	<p>6.1 M&E data gathering, aggregation, analysis and reporting for decision making, differentiating between gender and non-gender specific interventions.</p> <p>6.2 Evaluation results/Meta-evaluations?</p>	<p>6.1/6.2</p> <p>Desk Review</p> <p>Interviews</p> <p>FGD</p>	<p>1. Field Office</p> <p>2. Partners</p>
3. Partnerships	<p>7. How well has UNESCO worked with partners within and outside the UN system to advance gender equality?</p> <p>Key concept: External partnerships (UN system and beyond).</p>	<p>7.1 Added value of UNESCO as a partner to advance GEEW and fit into the system-wide contribution to this area of work and related SDG.</p> <p>7.2 Contribution and added value of partnerships toward advancing the GEAP II.</p> <p>2.4 Impact of the SWAP on the work of UNESCO</p>	<p>7.1/7.2</p> <p>Desk review</p> <p>Interviews</p> <p>Outcome Harvesting</p>	<p>2. Partners</p>

DIMENSION	QUESTION	Sub-questions	Methods	Perspectives/Key informants
3. Partnerships	<p>8. How well has UNESCO created synergies between programmes and global priorities to deliver GE results?</p> <p>Key concept: Internal partnerships. Programmatic and between global priorities.</p>	<p>8.1 Level of coordination and/or cross fertilization between the two global priorities, Gender Equality and Africa, as well as other prioritized areas like SIDS and Youth to deliver GEAP goals. Identification of most successful partnerships.</p> <p>8.2 Level of coordination between programmes and units to deliver GEAP goals. Identification of most successful partnerships.</p>	<p>Desk Review</p> <p>Interviews</p> <p>FGD</p>	<p>1. Field Office</p> <p>2. Partners</p>
3. Partnerships	<p>9. Are the current internal capacities and structures adequate to ensure meaningful and effective partnerships?</p> <p>Key concept: Capacities and structures available to carry out internal and external partnerships.</p>	<p>9.1 Capacities and structures to deliver internal partnerships.</p> <p>9.2 Capacities and structures to deliver external partnerships.</p>	<p>Desk Review</p> <p>Interviews</p> <p>FGD</p> <p>Survey</p>	<p>1. Field Office</p> <p>2. Partners</p>

Annex II: List of Key Stakeholders

Key Stakeholders

Field Office Directors

Eric Falt, New Delhi: Regional Director and Representative

Tirso Dos Santos, Dar-es-Salaam: Head of Office

Dimitri Sanga, Dakar: Regional Director and Representative

Lidia Arthur Brito, Harare: Regional Director and Representative

Anne Lemaistre, Havana: Director and Representative of the Regional Office for Culture in Latin America and the Caribbean

Patricia McPhillip, Islamabad: Director of Office and UNESCO Representative

Min Jeong Kim, Amman: Head of Office and Representative

External Partners

Proctor & Gamble, India

SMART, India

Malala Fund, Pakistan

Federation of Disabled People, Zimbabwe

Deaf Women Included, Zimbabwe

FAWEZI, Zimbabwe

Kati FM, Tanzania

Haki Elimu, Tanzania

Key Stakeholders

Government Agencies

Zimbabwe

- Department of Disability, Ministry of Public Service, Labour and Social Welfare
- Department of Learner Welfare, Psychological Services and Special Needs Education Department, Ministry of Primary and Secondary Education
- Ministry of Higher and Tertiary Education, Science and Technology Development
- Ministry of Women Affairs, Community, Small and Medium Enterprise Development

Tanzania

- Ministry of Education and Vocational Training

India

- Ministry of Education
- Ministry of Health
- Ministry of Women and Child Welfare

Jordan

- NORCAP
- Ministry of Education

UN Agency Partners

UN Women

UNPRDP

UNFPA

Annex III: List of interviewees

Country	Interviewee	Title	Female	Male
Jordan	Shereen Eldaly	ED Project Officer	1	
Jordan	Giorgia Cesaro	CLT Senior Project Officer	1	
Jordan	Ikhlas Aal Khawaldh	CI National Programme Officer	1	
Jordan	Ola Alhaddad	NORCAP deployee to MoE	1	
Jordan	Sina Hartmann	UN Women Gender and Education Consultant	1	
Jordan	Rawan Husseini	UN Women Consultant	1	
Pakistan	Patricia McPhillips	Representative & Director	1	
Pakistan	Zafar Hayat Malik	ED Sector Head		1
Pakistan	Alima Bibi	ED Sector/GFP	1	
Pakistan	Dung Doan Thi	Finance and Administrative Officer, Admin Unit	1	
Pakistan	Syed Raza Shah	SC National Professional Officer		1
Pakistan	Jawad Aziz	CLT National Professional Officer		1
Pakistan	Hamza Swati	CI National Professional Officer		1
India virtual	Huma Masood	ED Sector/GFP	1	
India mission	Nicole Bella	Former GFP	1	
India mission	Prashant Yadav	ED Sector		1

Country	Interviewee	Title	Female	Male
India mission	Manish Joshi	ED Sector		1
India mission	Abhinav Kumar	ED Sector		1
India mission	Karan Dutta	ED Sector		1
India virtual	Hezekiel Dlamini	CI Sector Head		1
India mission	Ashita Singh	CI Sector	1	
India mission	Rama Dwivedi	CI Sector	1	
India virtual	Sarita Jadav	ED National Program Officer	1	
India virtual	Juan Pablo Ramirez-Miranda	Former SHS Sector Head		1
India mission	Namita Pandey	SC Sector	1	
India mission	Pyae-mon Naing	SC Sector	1	
India mission	Neha Midha	SC Sector	1	
India virtual/mission	Benno Boer	SC Sector Head		1
India mission	Prof. Kanchan Malik	University of Hyderabad UNESCO Chair on Community Media	1	
India mission	Ruchita Kothari	Proctor & Gamble	1	
India mission	Radhika Mathur	UN Coordination on Gender and Youth	1	

Country	Interviewee	Title	Female	Male
India mission	Prof. Bhavani Rao	Amrita Vishwa Vidyapeetham (University) UNESCO Chair on Women's Empowerment	1	
India mission	Shruti Sharma	RMO	1	
India mission	Susan Ferguson	UN Women Representative	1	
India mission	Radio Mewat employees	Radio Mewat	1	1
India mission	Radio Mewat beneficiaries	Radio Mewat	1	
India mission	Kabelia Dancers	CLT program beneficiaries	1	1
India mission	Madhav Rathore	TAJ Hotel Partnership		1
India mission	Juhni Han	CLT Head	1	
India mission	Neha Dewan	CLT Sector	1	
Zimbabwe virtual	Hubert Gijzen	Former Director		1
Zimbabwe mission	Madgeline Madibela	Advisor for Gender and Disability, Resident Coordinator	1	
Zimbabwe mission	Mickelle Hughes	Partnership Advisor, Resident Coordinator	1	
Zimbabwe mission	Pat Made	Team Leader, Spotlight Initiative Technical Team	1	

Country	Interviewee	Title	Female	Male
Zimbabwe mission	Loveness Makonese	Gender Specialist, UNFPA	1	
Zimbabwe mission	Tendai Mujaji	Teacher, Seke 7 Primary School, Chitungwiza	1	
Zimbabwe mission	Everflorencia Muchinapo	Teacher, Allan Wilson High School, Harare	1	
Zimbabwe mission	Evelyn Chenai Chiweshe	Mount Pleasant High School, Harare	1	
Zimbabwe mission	Rose Kutuywayo	Mbare High School, Harare	1	
Zimbabwe mission	Dr. Christine Peta	Director of Disability Affairs, Department of Disability, Ministry of Public Service, Labour and Social Welfare	1	
Zimbabwe mission	Ms Nyanungo	Chief Director, Department of Learner Welfare, Psychological Services and Special Needs Education Department, Ministry of Primary and Secondary Education	1	
Zimbabwe mission	Memory Zulu	UNPRDP Coordinator, UNESCO ROSA	1	
Zimbabwe mission	Kudzai Chokumanya-ra	Junior Programme Assistant for Spotlight Initiative, UNESCO ROSA	1	

Country	Interviewee	Title	Female	Male
Zimbabwe mission	Lilian Gwanyanya	Director, Centre for Children with Disabilities	1	
Zimbabwe mission	Samantha Sibanda	Disabled Women Support Organization	1	
Zimbabwe mission	Agness Chindimba	Deaf Women Included	1	
Zimbabwe mission	Elise Ravengai	Federation of Disabled People in Zimbabwe	1	
Zimbabwe mission	Leonard Marange	National Director, Federation of Disabled People in Zimbabwe		1
Zimbabwe mission	Henry Masaya	Acting Director, NASCO		1
Zimbabwe mission	Lydia Madyirapanze	National Coordinator, African Women Educationalists Zimbabwe Chapter (FAWEZI)	1	
Zimbabwe mission	Margaret Chirapa	Secretary General, Ministry of Higher and Tertiary Education, Science and Technology Development	1	
Zimbabwe mission	Fridah Manenji	Assistant to the Director, Gender Focal Point, UNESCO ROSA	1	
Zimbabwe mission	Phinith Chanthalangsy	Head of SHS Unit, Gender Focal Point, UNESCO ROSA		1

Country	Interviewee	Title	Female	Male
Zimbabwe mission	Ms Chipepera	Director of Community Development; Ministry of Women Affairs, Community, Small and Medium Enterprise Development	1	
Zimbabwe mission	Pamela Mhlanga	Independent Gender and Development Consultant/ Former Deputy Country Representative, UN Women	1	
Senegal	Guiomar Alonso	CLT Sector Head	1	
Senegal	Anthony Maduekwe	SC Sector Head		1
Senegal	Lucie Schneider	CLT	1	
Senegal	Mouhamed Ahmed Badji	SHS		1
Senegal	Xavier Hospital	Regional health ED advisor and GFP for ED		1
Tanzania mission	Dr. Lydia Akinyi	The Open University of Tanzania, Gender Focal Point and Deputy Head of Gender Unit	1	
Tanzania mission	Ali Vuai Kombo	Director Kati FM		1

Country	Interviewee	Title	Female	Male
Tanzania mission	Hassan Vuai	Manager Kati FM		1
Tanzania mission	Ali M Makame	Journalist Kati FM		1
Tanzania mission	Shida Hussein	District Information Officer Kati FM	1	
Tanzania mission	Amour Yussuf Rashid	Work & Trust Officer Kati FM		1
Tanzania mission	Fatma Sheha Makame	Public Relations Officer	1	
Tanzania mission	Omar Khamis Omar	District Youth Council		1
Tanzania mission	Radio employees	Kati FM	1	4
Tanzania mission	Radio listeners	Kati FM	7	13
Tanzania mission	Elisante Kitulo	Haki Elimu (Tanzanian NGO)	1	
Tanzania mission	Godfrey Boniventura	Haki Elimu (Tanzanian NGO)		1
Tanzania mission	Salma Rajabu	Program Officer ZAPHA	1	
Tanzania mission	Maryam Charles	Youth Reporter Supervisor ZAPHA	1	
Tanzania mission	Lutfia	Teacher, Kiembe Samaki secondary school	1	
Tanzania mission	Abdalla Mussa	Curriculum Unit MoEVT (Zanzibar)		1

Country	Interviewee	Title	Female	Male
Tanzania mission	Mchanga Saleh	Zanzibar Institute of Education MoEVT	1	
Tanzania mission	Riziki Mohammed Juma	IE and life skills Unit MoEVT	1	
Tanzania mission	Masoud Omar Masoud	Statistics MoEVT		1
Tanzania mission	Othman Omar Othman	Head of the Policy Division MoEVT		1
Tanzania mission	Khalid Wazir	Director of the Department of Policy, Planning and Research MoEVT		1
Tanzania mission	Ali Khamis Juma	Permanent Secretary MoEVT		1
Tanzania mission	Prof. Elifas Bisanda	Vice-Chancellor, The Open University of Tanzania (OUT)		1
Tanzania mission	Paula Engwall	First Secretaries, Education Programme	1	
Tanzania mission	Grimur Magnusson	First Secretaries, Education Programme		1
Tanzania mission	Dr. Joyce Kahembe	Acting Director of Curriculum, Tanzania Institute for Education	1	
Tanzania mission	Sheikh Babu	Religious leader, madrasa, Stone Town, Zanzibar City		1
Tanzania mission	Hodan Addou	UN Women, Country Representative	1	

Country	Interviewee	Title	Female	Male
Tanzania mission	Elaine Maro	Monitoring & Reporting Analyst	1	
Tanzania mission	Rachael Boma	Programme Specialist for Access to Justice for Women Programme	1	
Tanzania mission	Lilian Mwamdanga	Programme Specialist for Women's Economic Empowerment (& girls)	1	
Tanzania mission/virtual	Tirso Dos Santos	Director		1
Tanzania mission	Hasina Bukheti	ED Sector	1	
Tanzania mission	Jennifer Alima Kotta	ED Sector	1	
Tanzania mission	Adam Chacha	ED Sector		1
Tanzania mission	Winnie Mutungi	ED Sector	1	
Tanzania mission	Hamidun Imran Kweka	ED Sector		
Tanzania mission	Faith Shayo	ED Sector	1	
Tanzania mission	Jennifer Alima Kotta	ED Sector	1	
Tanzania virtual	Gabriella Lucas Urassa	ED Sector	1	

Country	Interviewee	Title	Female	Male
Tanzania virtual	Basilina Levira	ED Sector	1	
Tanzania virtual	Mathias Herman	ED Sector		1
Tanzania virtual	Nancy Mwaisaka	CLT Sector	1	
Tanzania mission	Daniel Baheta	Head of ED Sector		1
Jamaica	Paula Isturiz Cavero	GFP/Global project coordinator SHS	1	
Jamaica	Saadia Beatriz Sanchez-Vegas	Director	1	
Cuba	Elena Nápoles Rodríguez	GFP/National Programme Officer	1	
Total			85	56

Annex IV: Sampled projects for in-depth analysis and light-touch review

Country	Projects for in-depth analysis	Projects for light-touch review
India	<p>ED: "Keep Girls in School" (2020-2022)</p> <p>SHS: Transforming MENTalities (2019-2021)</p> <p>CI: Awareness raising and capacity building on domestic violence during COVID-19 pandemic, Partnership with SMART and Radio Mewat (2020-ongoing)</p> <p>CLT: Promoting Intangible Cultural Heritage and Developing Cultural Tourism in Jodhpur, Barmer, Jaisalmer and Bikaner districts in Rajasthan (2020-ongoing)</p>	<p>ED: INDIA (UNAIDS Country Envelope 2020-2021) - Animation videos on health and well-being</p> <p>ED: Wiki4Womxn initiative (2019-2020)</p> <p>ED: Work with network of HIV positive girls and women (2019-2022)</p> <p>SHS: Listen to Her (2019-2021)</p> <p>SHS: Advocacy and Youth-Led Action for Engaging Men and Boys for Gender Equality (2020-2021)</p> <p>CI: Strengthening Freedom of Expression, Safety of Journalists and the Right to Access Information Online and Offline in South Asia (2019-2020)</p> <p>CI: MAAR - Building a gendered media which contributes to diversity, youth empowerment and emergency and disaster response in South Asia (2019-2020)</p> <p>SC: Women in Sciences in South Asia</p>
Tanzania	<p>ED: Empowering Adolescent Girls and Young Women through Education in Tanzania [JP]</p> <p>ED: Enhancing Adolescent girls' performance and retention at ordinary secondary school level in Tanzania (Malala Fund)</p> <p>ED: O3 Programme</p>	<p>CI: Empowering Local Radios with ICTs for the Promotion of Rural Citizens' Participation in Democratic Discourse and Development</p> <p>CI: Sauti Yetu</p> <p>CI: UNDAF II</p>
Zimbabwe	<p>ED: O3 (2017-2022)</p> <p>SHS/ED: Spotlight Initiative (2017-2022)</p> <p>SHS: UN Partnership on the Rights of Persons with Disabilities Multi-Partner Trust Fund (UNPRPD MPTF)</p>	<p>ED: O3 Plus (2020-2025)</p> <p>SC: Joint SDG Fund to Catalyze Investment into Renewable Energy for the Acceleration of the Attainment of the SDGs in Zimbabwe (Zim-REF – Zimbabwe Renewable Energy Fund), (GEM2) (Proposal development phase completed. Implementation to begin 2022-2026)</p> <p>CLT: Resiliart (2020-2021)</p>

Country	Projects for in-depth analysis	Projects for light-touch review
Jordan		<p>ED: System Strengthening Partnership with Jordan's Ministry of Education</p> <p>ED: Provision of TVET, On-the-Job Training and Entrepreneurship Education to Youth Affected by the Syria Crisis in Jordan</p> <p>ED: Empowering women and increasing resilience in the Jordan Valley</p> <p>ED: Empowering rural women in Mafraq Governorate through the management and preservation of the Umm el-Jimal's archeological site in Jordan as income-generating activities</p> <p>ED: Support the designing or re-designing of policies which reflect the core goals of the 2005 Convention in a gender-responsive manner in Jordan</p> <p>ED: Youth Empowerment: Media and Information Literacy as a response to prevent hate and violent extremism</p> <p>ED: Enhance the image of women in the film industry in Algeria, Jordan, Lebanon, Libya, Morocco, and Tunisia</p> <p>CLT: Empowering rural women in Mafraq Governorate through the management and preservation of the Umm el-Jimal's archeological site in Jordan as income-generating activities</p> <p>CLT: Empowering women and increasing resilience in the Jordan Valley</p> <p>CI: Combatting disinformation and misinformation through MIL with a special focus on youth and women</p>
Pakistan	<p>ED: Girls' Lower Secondary Education Programme (GLSEP)</p> <p>ED: Girls' Right to Education Programme (GREP)</p>	<p>ED: Malala Fund: Support to National Capacity Building to Realize Girls' Right to Education in Gilgit-Baltistan (2017-21)</p> <p>ED: Support to Girls' Right to Education and Safeguarding Cultural Heritage in Pakistan (2017-20)</p> <p>ED: UNAIDS Country Envelope, 2020 (ongoing)</p> <p>CLT: Protection and Promotion of Cultural Heritage of Punjab for Sustainable Tourism and Economic Growth (2018-21)</p> <p>CLT: Enhancing the Institutional capacity for effective conservation and management of the World Heritage for sustainable development</p> <p>CI: For a balanced, strong, and gender-responsive media environment in Pakistan</p> <p>CI: Promoting Freedom of Expression and Access to Information in Pakistan (2018-2020)</p>
Senegal		<p>ED: O3 Programme</p> <p>CLT: 2021-2022 : Sénégal Talent Campus, un BTS 100% féminin</p>
Jamaica		SHS: The Caribbean Sheroes Initiative (2021) - <i>regional</i>
Cuba		ED: Violence as a Social Phenomenon
TOTAL	19 projects	28 projects

Annex V: Country gender profiles

Country gender profiles

This section puts forward country gender profiles for 5 Field Offices' portfolios (India, Tanzania, Zimbabwe, Pakistan and Jordan), i.e. for Tier 1 and 2 of the sampled countries. As the Field Offices, the country gender profiles zoom in on the specificities of each Field Office and record these Offices' basic size, budget and staff capacity as well as geographic location and reach.

In addition, two levels of analysis were included in these country gender profiles based on the data collection: the assigned **GEM and the GRES scores**. The GRES scores assigned by the evaluation (and validated as significant by interviewed stakeholders) were used to highlight how many relevant gender results were identified per country, as well as the level of contribution to different types of change (individual, structural, societal) at the outcome level.

GEM data by country was gathered from SISTER uploads and partly used to select programmes and projects to be reviewed for the purpose of this evaluation. The data was segmented by biennia 39 C/5, 40 C/5 and 41 C/5, and then analyzed across Sectors. The Gender Equality and Empowerment of Women (GEEW) diagrams per country in the graphics below (produced by the evaluation team) depict a flow between the number of UNESCO programmes by GEM, Sector, and biennium. The width of each path is proportional to the number of programmes. With the exception of Zimbabwe and Jamaica, **field offices showed improvements in filling GEM scores over time**. There was a general decrease in the number of programmes without GEM. The trends in percentages of GEM 0, GEM 1, GEM 2 and GEM 3 varied across countries over time.

India

UNESCO New Delhi is a large cluster office covering six countries in South Asia with 49 in-country staff at the time of the evaluation and a budget of \$347 million for its current strategy across the countries it covers. In terms of assigned gender markers, GEM 0 programmes decreased from 6 % in 39 C/5 to 4% in 40 C/5, but then increased to 22% in 41 C/5. GEM 1, GEM 2, and GEM 3 percentages decreased across biennia, potentially as a result of the portfolio size decreasing.

A staff survey, conducted for this evaluation, showed that UNESCO's New Delhi Field Office has had remarkable progress in terms of gender sensitisation among staff during the evaluation period, making it a top priority for staff and leadership alike. Combined with nurturing a trustful relationship with government partners over time, this has made it possible for the office to advance on gender objectives in areas that could otherwise be considered sensitive or where UNESCO traditionally has been less active in pursuing gender transformative strategies. in a number of areas (see Section 2.2 below).

This is also reflected in the number of validated gender responsive and gender transformative results recorded and the level of contribution assigned to each result, of which several target women and girls both at an individual level and in relation to creating an enabling environment and/or shift gender social norms.

Tanzania

Tanzania is a medium sized national office with \$309 million for the current strategy. Amongst its staff of 25 staff, it has two gender focal points with gender expertise. Among the four projects reviewed during the field mission, six relevant results were identified using the GRES scale. It is notable that half of these were considered **gender transformative**: two in the Education Sector related to empowering adolescent girls and young women through education and enhancing adolescent girls' performance and retention at ordinary secondary school level, and one in the Communication and Information Sector related to women's political participation and leadership. Common across these projects is that they sought to influence societal normative shifts that were considered significant in the current country context.

In terms of assigned gender equality markers across projects, it is possible to note that GEM 3 assigned projects (aiming to have a transformative outcome) increased across the biennia. At the same time, GEM 0 assigned projects went from 0% to 8% in 40 C/5 and then back to 0% in 41 C/5. GEM 1 decreased from 53% to 31% from the 39 C/5 to the 40 C/5 and then increased to 55% in the 41 C/5, while GEM 2 increased from 39 C/5 to 40 C/5 and then decreased to 0% in 41 C/5. Programmes with no GEM decreased from 7% in 39 C/5 to 0% in 40 C/5 and 41 C/5.

Zimbabwe

Zimbabwe is covered by the Regional Office for Southern Africa (ROSA), which is a large office with around 60 in-country staff, including 2 gender focal points (one main focal point, one deputy). However, just like in other sampled offices, the Gender Focal Point function is in addition to the normal duties and functions of a full-time staff. Of the 10 identified gender results in Zimbabwe four were considered transformative in nature when applying the GRES score based on in-country field consultations. The relatively **high number of results considered to be gender transformative** is attributable to the unique position and niche that UNESCO has created for itself in relation to how gender equality issues intersect with disability across two of the programmes looked at in-depth, and the meaningful partnerships and brokering function UNESCO has been able to play both in relation to other UN agencies and in movement building, liaising with civil society and government partners.

On the other hand, Zimbabwe has a significant number of programmes without any GEM listed. Over 10% of each biennium's portfolio consists of unmarked programmes. GEM 0 also increased slightly across biennia (from 0% to 2%), with a slight increase also in GEM1 in 41 C/5 with GEM 3 decreasing from 20% to 11% in 41 C/5. GEM 2 decreased from 34% to 29% from 39 C/5 to 40 C/5 and then increased to 39% in 41 C/5.

Jordan

The Amman Office is a medium-sized Field Office with \$353 million for the current strategy/biennium. It has one gender focal point among its 23 staff. Among the five projects reviewed remotely, five relevant results were identified using the GRES scale, among which two were considered gender transformative (one in Education aimed at supporting the TVET reform in Jordan and one in Culture towards empowering women and increasing resilience in the Jordan Valley), with types of changes envisioned at

the individual or structural level. In addition, three projects were considered gender responsive, two of which (a CI and a CLT projects) aimed at inducing social norms changes and one (in ED) at producing an enabling environment.

As regards GEM levels assigned to projects, projects marked GEM 3 (gender transformative) increased across the 39 C/5 and the 41 C/5 biennia, from 17% to 20%. Interestingly GEM 0 assigned projects went from 3% (39 C/5) to 0% (40 C/5) and culminated at 20% in the 41 C/5 biennium. GEM 1 decreased from 20% to 15% and then to 7% in 41 C/5, while GEM 2 remained stable, between 57% (39 C/5) to 53% (41 C/5). Programmes with no GEM decreased to 0% in the 41 C/5, possibly indicating stronger awareness and internal capabilities in programme gender mainstreaming and on the use of the gender equality marker in SISTER.

Pakistan

Pakistan is a medium sized national office with a budget of \$715 million for the current strategy. Of its 29 in-country staff, one person is assigned GFP while also working in the **Education Sector – the area with the most prominent gender-specific programming**, promoting girls education in elementary and secondary schools. Common for these programmes is the strong emphasis on creating an enabling environment for gender transformative norms to take root in the school environment, and in the support systems available to girls in their different levels of schooling and beyond in their professional careers. This is an area where UNESCO was seen, across projects, to have an added advantage and niche compared to other UN agencies, with innovative examples and scope for collaboration across Sectors.

In terms of assigned GEM scores, GEM 1 increased across biennia while GEM 2 remained roughly at 58%. GEM 3 increased from 39 C/5 to 40 C/5 but decreased again in the latest biennium. However, Pakistan had a relatively low percentage of programmes with no GEM assigned, with none in the latest two biennia.

Figure 12. Country portfolio: India

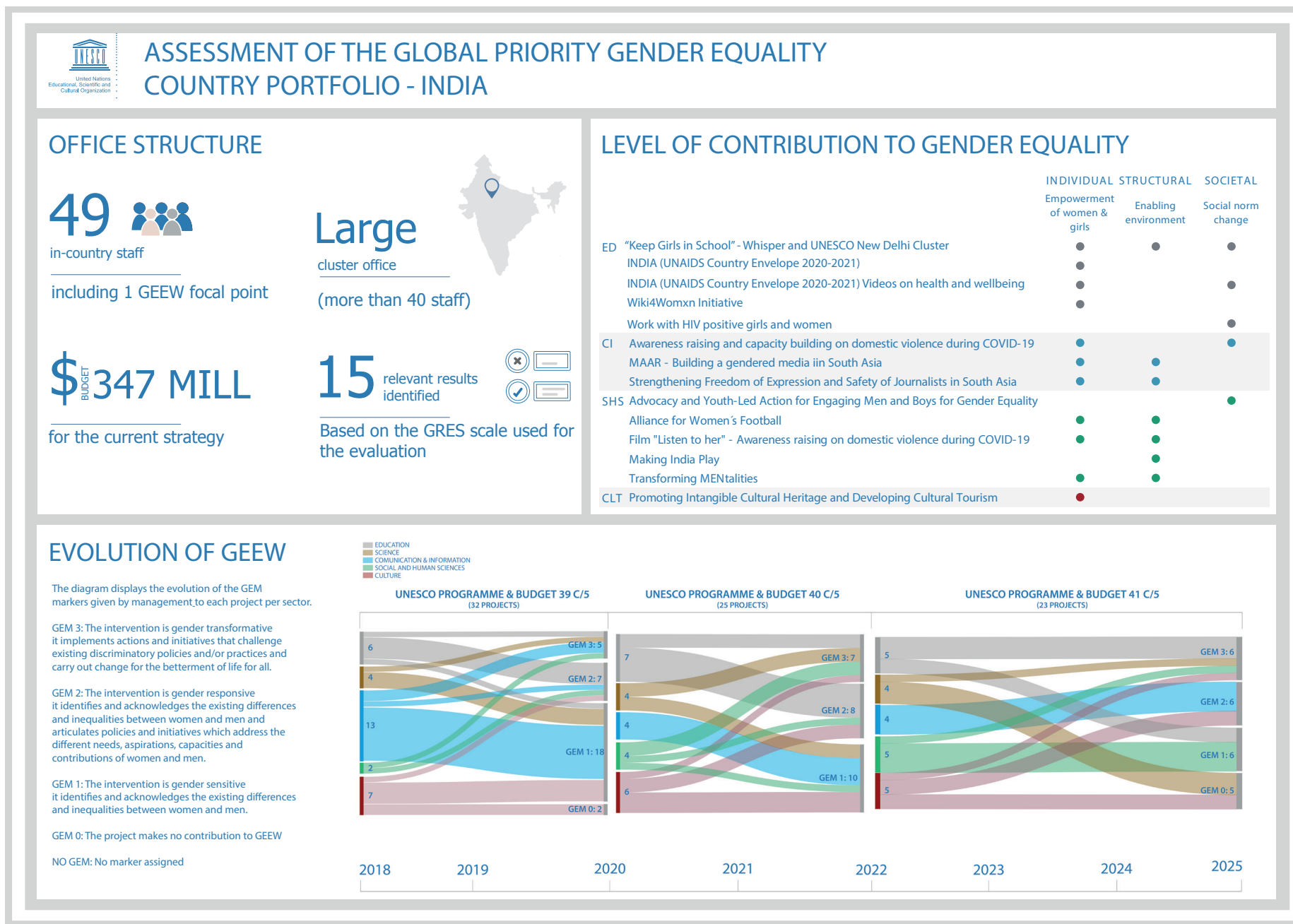


Figure 13. Country portfolio: Tanzania

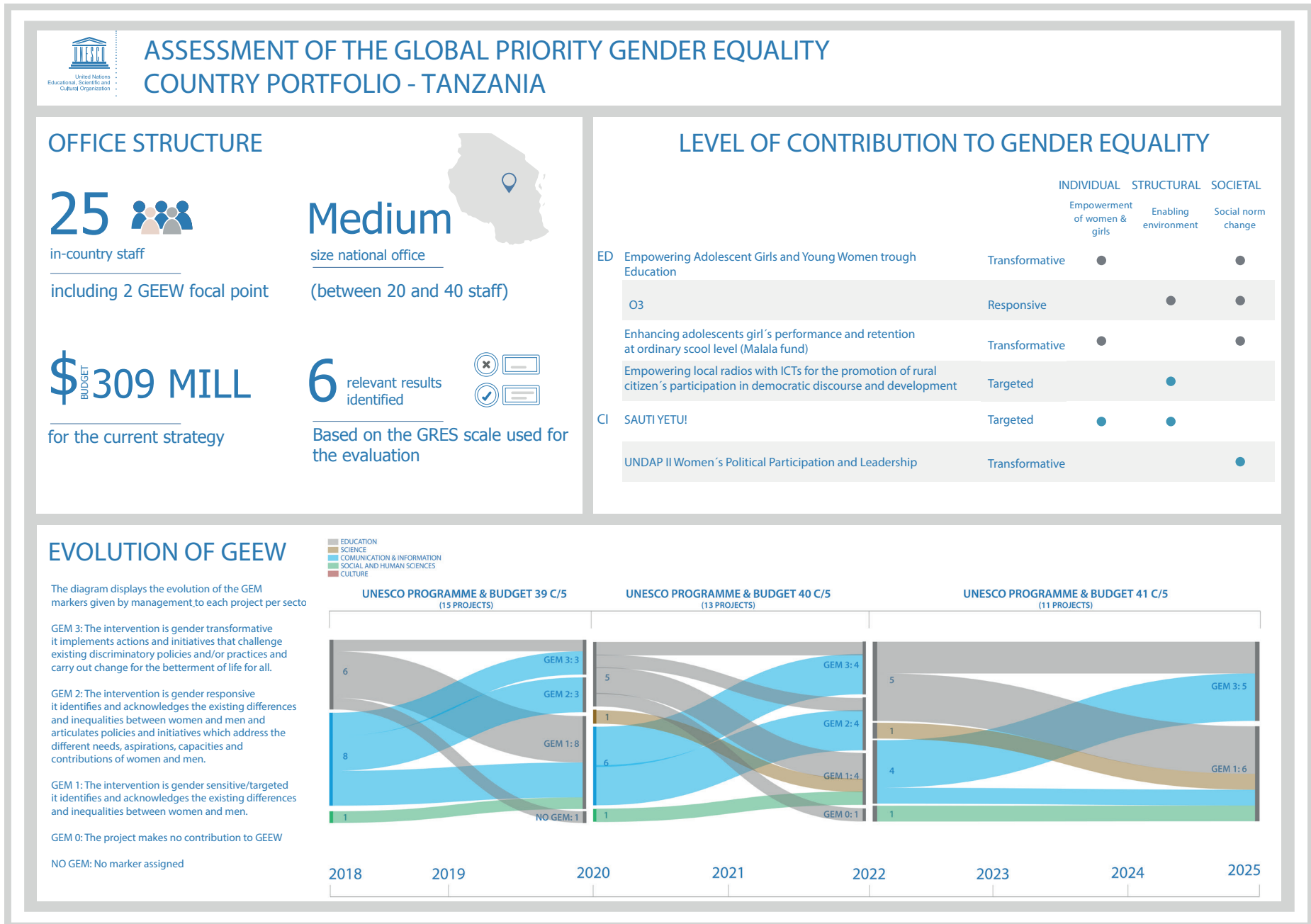


Figure 14. Country portfolio: Zimbabwe

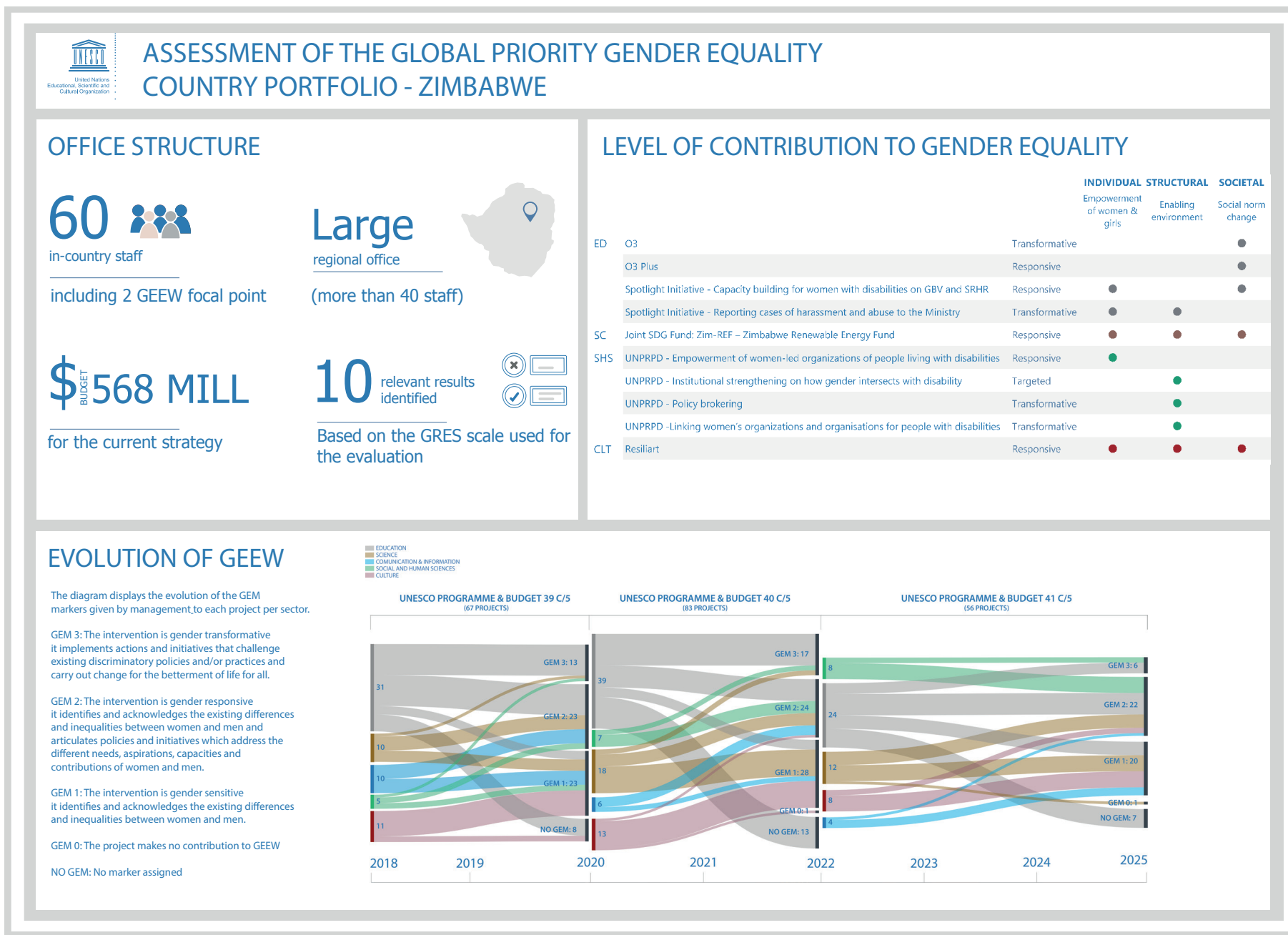


Figure 15. Country portfolio: Jordan

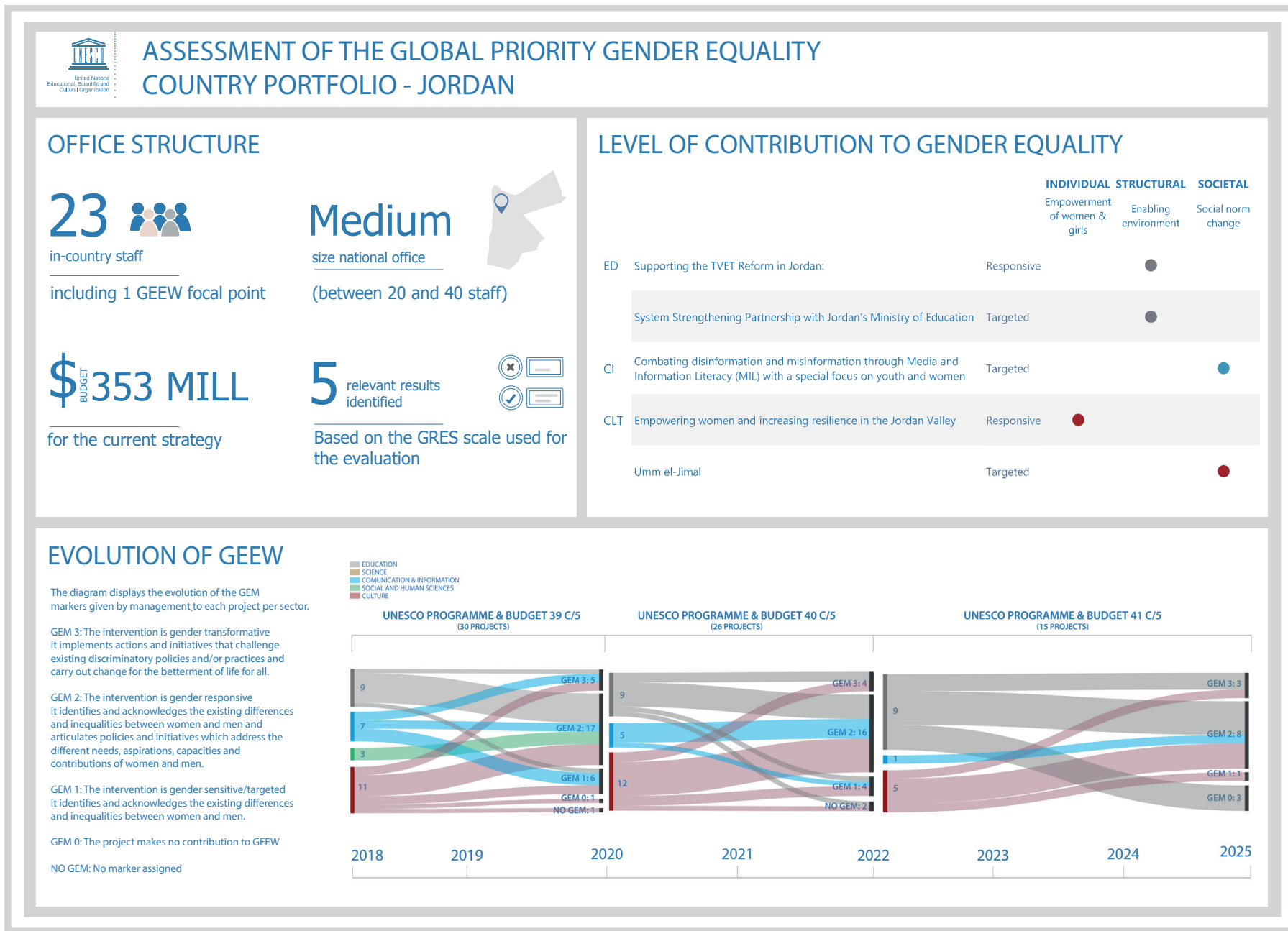
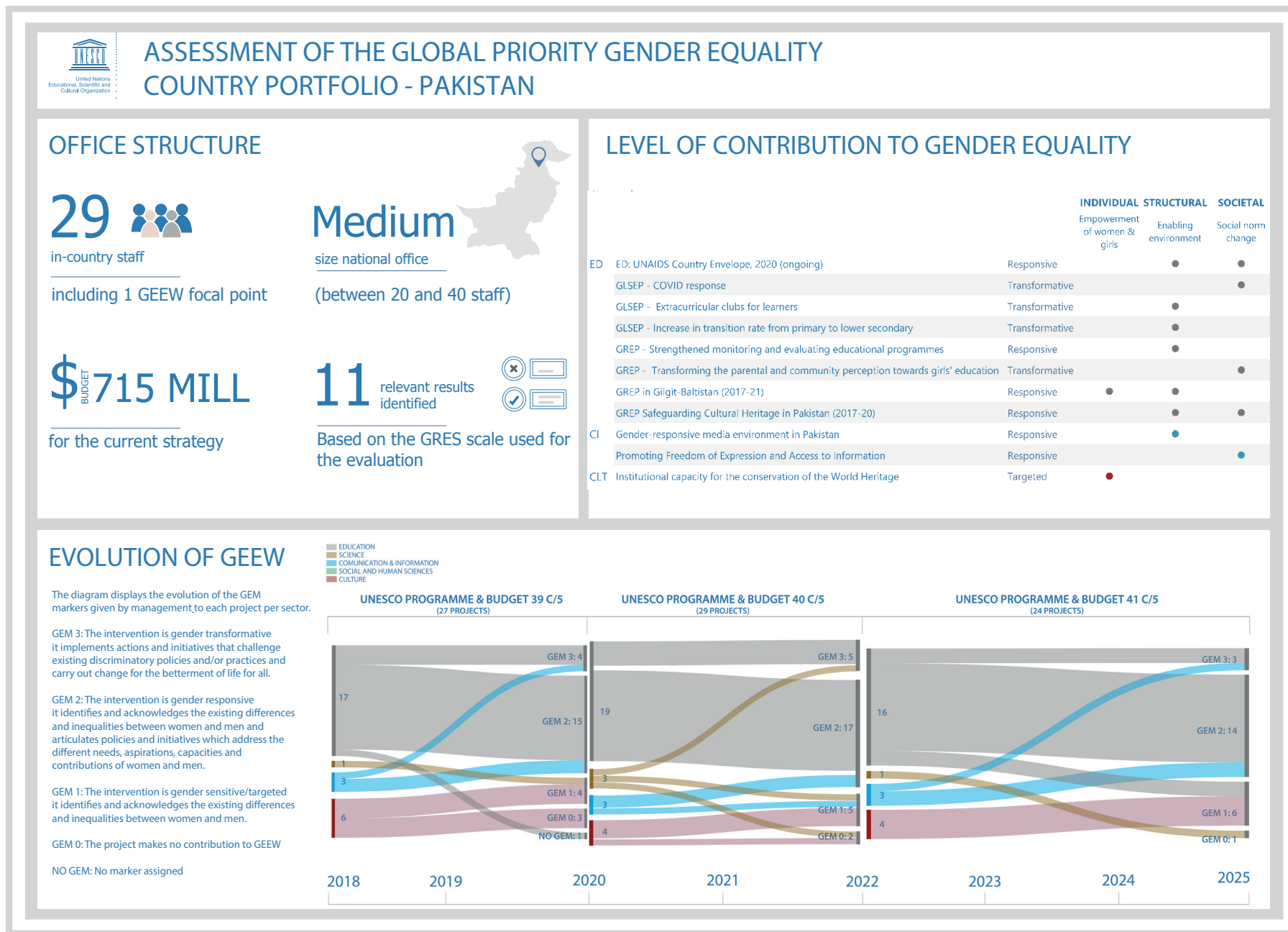


Figure 16. Country portfolio: Pakistan



Jamaica, Cuba, Senegal

Jamaica: The Kingston office is a cluster office serving 13 member states and 7 associate Member States with many cross-country programmes. A recently launched regional initiative (2021) – the **Sheroes Initiative** – also covering Jamaica, has so far provided scholarships to 30 young women who receive training in gender equality and advocacy. While it was not possible to assess outcome level results as this point, this first output seems promising as it addresses ingrained gender stereotypes across the region and works at multiple levels, and across multiple stakeholder groups to seek to address them. In the current biennium, no projects are assigned GEM 0 in Jamaica. However, there was an increase in GEM 1 initiatives, which went from 58% to 77% across biennia during the evaluation period. There are also no GEM 3 initiatives in the current biennium, with GEM 2 initiatives fluctuating across the period. Additionally, there is a relatively large percentage (14%) of programmes without any GEM assigned to them.

Cuba: The Havana office is a Cluster Office for the Latin Caribbean and a Regional Office for Culture. In similarity with the Kingston field office, the Havana office coordinates programmes across many Caribbean countries with few country-specific interventions. Nevertheless, the specific and somewhat different country context in Cuba – where formal policies and laws for gender equality is comparatively more advanced than in other countries in the region – also calls for specific and targeted initiatives as needed. For instance, the UNESCO office in Havana has worked in close collaboration with the Ministry of Education to produce a publication on **Violence as a Social Phenomenon**, targeted primarily at teachers to increase awareness about school-based violence, including the underlying, and highly gendered, culture of violence that prevails. As a natural continuation of the office's engagement on masculinities, the publication targeted violence, with special attention on gender-based violence, during the Covid-19 crisis. The document was distributed to teachers and parents to raise awareness about both school-based violence and domestic violence. In terms of GEMs across the Cuba portfolio, GEM 0 is still at 8% of the portfolio, with a high number of GEM 1 – fluctuating from 57%, 47% and 67% respectively across biennia. GEM 2 went from just above 30% to 25% across biennia with no GEM 3 at present (down from 31% of the portfolio in 39 C/5).

Senegal: The Dakar Office is the Regional Office for West Africa that covers seven countries. The Regional Office coordinates programmes and activities across UNESCO's five Programme Sectors. The Dakar Office has launched **flagship initiatives such as the Our Rights, Our Lives, Our Future (O3) Programme**, a regional programme also implemented in Senegal. As part of the O3 Programme, youth and teachers have been trained on the nature of school-related gender-based violence (SRGBV) and ways to address this issue. A number of studies, factsheets and infographics have also been devised to raise awareness and communicate information about themes such as comprehensive sexuality education, SRGBV and gender disparities in education. Further, the Culture Sector has launched the Senegal Talent Campus initiative as part of its programme aimed at supporting creativity and fundamental freedoms in West Africa/Sahel aimed at offering new technical and professional training that aligns with the needs of a burgeoning cultural labour market in the cultural sector. In terms of GEMs, programmes marked with GEM 1 represent the majority of GEMs in the Dakar Office's portfolio, standing at 33% in the 40 C/5 and 41 C/5, followed by GEM 2 and GEM 0 programmes (24% respectively in the 41 C/5). Regarding the highest level, i.e., GEM 3, it increased slightly from 19% in the 39 C/5 to 22% in the 40 C/5 and decreased to 17% in the 41 C/5 biennium.

Annex VI: Assessed Level of Boldness

Figure 17. List of initiatives that were found to be pushing the boundaries on gender quality in a given context along with their GRES score and perceived level of significance based on stakeholder feedback

Boldness list					Significance	
Country	Case	Name	Boldness	GRES score		
Cuba	ED24	Violence as a Social Phenomenon	No data	Targeted		■
India	CI1	Strengthening Freedom of Expression, Safety of Journalists and the Right t..	Standard approach	Responsive		■
	CI2	MAAR - Building a gendered media which contributes to diversity, youth e..	Externally bold	Responsive		■
	CI3	Awareness raising and capacity building on domestic violence during COVI..	Externally bold	Responsive		■
	CLT1	Promoting Intangible Cultural Heritage and Developing Cultural Tourism in ..	Standard approach	Targeted		■
	ED1	INDIA (UNAIDS Country Envelope 2020-2021)	Externally bold	Transformative		■
	ED2	"Keep Girls in School"- Whisper and UNESCO New Delhi Cluster	Externally bold	Transformative		■
	ED3	INDIA (UNAIDS Country Envelope 2020-2021) - Animation videos on health..	Standard approach	Responsive		■
	ED4	Wiki4Womxn initiative	Standard approach	Targeted		■
	ED5	Work with HIV positive girls and women	Externally bold	Transformative		■
	SC1	Women in Sciences in South Asia	Standard approach	Responsive		■
	SHS1	Alliance for Women's Football	Externally bold	Responsive		■
	SHS2	Making India Play	Externally bold	Targeted		■
	SHS3	Transforming MENTALities	Externally bold	Responsive		■
	SHS4	Film "Listen to her" - Awareness raising and capacity building on domestic ..	Internally bold	Responsive		■
	SHS5	Advocacy and Youth-Led Action for Engaging Men and Boys for Gender Eq..	Groundbreaking	Responsive		■
Jamaica	SHS10	Sheroes	No data	Responsive		■
	SHS11	Knowledge Product Outputs	No data	Targeted		■
Jordan	CI4	Combating disinformation and misinformation through Media and Informa..	Standard approach	Targeted		■
	CLT2	Empowering women and increasing resilience in the Jordan Valley	Standard approach	Responsive		■
	CLT3	Umm el-Jimal	Standard approach	Targeted		■
	ED6	System Strengthening Partnership with Jordan's Ministry of Education	Internally bold	Targeted		■
	ED7	Supporting the TVET Reform in Jordan:	Internally bold	Responsive		■
Pakistan	CI7	For a balanced, strong, and gender-responsive media environment in Pakis..	No data	Responsive		■
	CI9	Promoting Freedom of Expression and Access to Information in Pakistan (2..	No data	Responsive		■
	CLT4	Protection and Promotion of Cultural Heritage of Punjab for Sustainable To..	No data	Targeted		■
	CLT5	Enhancing the Institutional capacity for effective conservation and manage..	No data	Targeted		■
	ED11	GLSEP - Increase in transition rate from primary to lower secondary	No data	Transformative		■
	ED12	GLSEP - Extracurricular clubs for learners	No data	Transformative		■
	ED13	GLSEP - COVID response	No data	Transformative		■
	ED14	GREP - Transforming the parental and community perception towards girl..	No data	Transformative		■
	ED15	GREP - Strengthened monitoring and evaluating educational programmes	No data	Responsive		■
	ED16	GREP in Gilgit-Baltistan (2017-21)	No data	Responsive		■
Senegal	ED17	GREP Safeguarding Cultural Heritage in Pakistan (2017-20)	No data	Responsive		■
	ED18	GREP Safeguarding Cultural Heritage in Pakistan (2017-20)	No data	Responsive		■
	ED19	ED: UNAIDS Country Envelope, 2020 (ongoing)	No data	Responsive		■
	CLT7	Supporting Creativity and Fundamental Freedoms in West Africa/Sahel - Se..	Internally bold	Targeted		■
Tanzania	ED25	O3	Externally bold	Transformative		■
	CI5	Empowering Local Radios with ICTs for the Promotion of Rural Citizens' Par..	Internally bold	Targeted		■
	CI6	UNDAP II Women's Political Participation and Leadership	Externally bold	Transformative		■
	CI8	SAUTI YETU!	Internally bold	Targeted		■
	ED10	O3	Groundbreaking	Responsive		■
	ED8	Empowering Adolescent Girls and Young Women through Education	Groundbreaking	Transformative		■
	ED9	Tanzania - Enhancing Adolescent girls' performance and retention at ordin..	Externally bold	Transformative		■
Zimbabwe	CLT6	Resiliart	Externally bold	Responsive		■
	ED20	O3	Groundbreaking	Transformative		■
	ED21	O3 Plus	No data	Responsive		■
	ED22	Spotlight Initiative - Capacity building for women and girls with disabilities ..	No data	Responsive		■
	ED23	Spotlight Initiative - Reporting cases of harassment and abuse to the Minis..	No data	Transformative		■
	SC2	Joint SDG Fund: Zim-REF – Zimbabwe Renewable Energy Fund	Groundbreaking	Responsive		■
	SHS6	UNPRPD - Movement building bridging women's organizations and Organi..	No data	Transformative		■
	SHS7	UNPRPD - Policy brokering	No data	Transformative		■
	SHS8	UNPRPD - Empowerment and visibility to women-led organizations of peo..	No data	Responsive		■
	SHS9	UNPRPD - Institutional strengthening across the UN agencies on how gend..	No data	Targeted		■

Annex VII: Terms of Reference (TORs)

Evaluation of the UNESCO Global Priority Gender Equality

I Background

1. In 2019-20 UNESCO's Internal Oversight Service (IOS) conducted an evaluation of the implementation of the Global Priority Gender Equality. The evaluation team was composed of IOS Evaluation Office (EVS) and Audit Office (AUD) staff and supported by external specialists. Due to COVID-19 travel restrictions, the team could not conduct fieldwork during 2020 as had been initially planned. In order to present a report to the Fall 2020 Executive Board and inform the next Medium-Term Strategy (41 C/4), the evaluation was refocused on institutional aspects, tools and capacity for gender equality, and UNESCO as a workplace^[1]. Consequently, the remaining parts of the original terms of reference (TOR) - assessment of programme results, the field office and beneficiary perspective, as well as partnerships - will be addressed in a second part of the evaluation in 2021-22.
2. Gender Equality has been a global priority for UNESCO since 2008 and features clearly in the Organization's current Medium-Term Strategy, Programme and Budget Documents. UNESCO's second Gender Equality Action Plan (GEAP II) 2014-2021 aims to operationalize this priority and is a companion document to the Medium-Term Strategy 2014-2021 (37 C/4) and the Programme and Budgets for 2018-2019 (39 C/5) and 2020-2021 (40 C/5). The 2019 revision provides an updated operational framework and guidance for how to advance gender equality both within the Secretariat and in its work with Member States. In addition, some Programme Sectors and central services have established their own strategies, e.g. [Education](#) and HRM.
3. UNESCO's vision of gender equality is in line with international instruments such as the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) and the Beijing Declaration and Platform for Action. It is also informed by the reflections concerning the post-2015 development framework, and in particular the 2030 development agenda and its Sustainable Development Goals (SDGs), in which UNESCO has taken the lead on coordinating SDG 4 (inclusive and equitable quality education for all). Whereas all SDGs reinforce each other, SDG 5 (gender equality) is of crucial importance for achieving all other goals.

4. UNESCO is a specialized UN agency with five programme areas – Education, Natural Sciences, Social and Human Sciences, Culture, and Communication and Information – and the Intergovernmental Oceanographic Commission (IOC), which all have potential for advancing the global gender equality agenda. UNESCO's field presence, Institutes together with its strategic partnerships and networks, its capacity to generate and share knowledge, its experience in advancing norms and standards and its operationalization, its convening power and its capacity building work, position UNESCO as an important contributor to the promotion of girls' and women's rights, girls' and women's empowerment and gender equality.
5. The Organization employs a dual approach for implementing gender equality: gender mainstreaming in all programmes and projects, and gender-specific programming. Mainstreaming is a strategy for making women's and men's concerns and experiences an integral part of the design, budgeting, implementation, monitoring and evaluation of policies and programmes, so that people of all genders benefit equally, and inequality is not perpetuated. Gender-specific programmes, on the other hand, aim to reduce specific inequalities faced by women or men, girls or boys, or people with other gender identities in particular situations. A third dimension of gender equality is the ongoing internal work with ensuring that UNESCO as a workplace offers equal opportunities for people of all genders.

II Purpose and use

6. As a strategically significant exercise, part 2 of the Evaluation of the UNESCO Global Priority Gender Equality will serve both learning and accountability purposes. The evaluation will be retrospective in that it will look back at past performance to identify what has worked, what has not worked and why and what lessons can be drawn from past experience.
7. The evaluation will also include a prospective orientation in that it will inform strategic positioning, policy development and programme design and implementation in the future. It shall formulate concrete recommendations for further strengthening the implementation of the UNESCO Global Priority Gender Equality at the programmatic level at both headquarters and Field Offices.
8. Intended users of the evaluation are senior management and staff across UNESCO, especially managers, programme staff and gender focal points in Field Offices, Programme Sectors and Category 1 Institutes, the Division for Gender Equality, the Bureau of Strategic Planning (BSP) and the Bureau of Human Resources Management (HRM). Partner organizations and other UN agencies, as well as delegates and advisors of Member States, are considered secondary users of the evaluation.

III Scope

9. The evaluation will analyze the implementation of the global priority across UNESCO in selected countries across all geographical regions and Programme Sectors in the past five years, i.e. since 2016. It will assess the implementation of the Global Priority Gender Equality through UNESCO's dual approach, i.e. mainstreaming and gender-specific initiatives, as well as implementing gender equality in the Organization itself.

IV Evaluation dimensions and questions

10. The evaluation will assess three main dimensions:
 - **Results** of UNESCO's two-pronged approach for advancing gender equality (gender mainstreaming and gender-specific programming) at the programmatic level
 - **Field Perspective** on the **current organizational frameworks, tools and structures** as well as **capacities** for cooperation and implementing the Global Priority Gender Equality,
 - **Partnerships** with other UN agencies, civil society and private sector organizations at country level to advance gender equality
11. The main indicative evaluation questions are as follows. These will be further refined and agreed during the inception phase in consultation with the reference group: Are the current frameworks, structures, guidance and tools for implementing the Global Priority Gender Equality a) well-designed and implemented and b) appropriately equipped for the implementation of the Global Priority Gender Equality? c) To what extent do staff and management feel ownership, responsibility for and actively engage in the implementation of the global priority? d) How helpful from a field office perspective are the results frameworks, monitoring systems, reporting and data regarding gender equality mainstreaming and specific projects? e) To what extent have gender-specific projects had an effect/contributed to knowledge, attitude and behaviours in the HQ units, institutes, country or regional offices involved in their implementation?
 - To what extent has UNESCO mainstreamed the global priority gender equality a) across the five Programme Sectors / main programmes and the IOC, b) its field offices and country portfolios, with regard to approaches and results that have been achieved?

- How well has UNESCO a) designed, implemented, followed up and evaluated gender-specific projects and programmes? b) To what extent have, in line with the 2030 agenda, gender-specific interventions targeted the most disadvantaged or most vulnerable groups, including through an intersectional approach? c) What is the level of coordination and/or cross-fertilization between the two global priorities, Gender Equality and Africa, as well as other prioritized areas like SIDS and Youth? d) Which results (intended and unintended effects) have been achieved in selected gender-specific initiatives and e) which partnerships have been most successful, for which reasons?
- How well has UNESCO a) worked with partners within and outside the UN system to advance gender equality? b) To what extent have partnerships brought value added to UNESCO's work and vice versa? c) To what extent does UNESCO's work fit into and add value to the system-wide TOC and action plan for gender - including UNESCO's contribution to the elaboration of gender-transformative UNSDFs, CCAs – as well as UNESCO's leadership/participation in the UNCT gender working groups and d) what has been the impact of the UN-SWAP and UNCT-SWAP Scorecards on the work of UNESCO?

V Methodology

12. A mixed methods approach will capture quantitative and qualitative aspects of the mainstreaming and specific programming of gender equality at UNESCO. The following and possible additional methodologies will be developed as part of the inception phase:
 - Document and data analysis of a) programme documents, budgets, monitoring reports and evaluations, and b) country portfolios. The evaluation may assess strategic and programme documents, collect and analyze data at HQ, in a selection of field offices and partner organizations and from completed and on-going projects, programmes and initiatives.
 - A survey may be used to provide additional quantitative information in order to fill potential data gaps and/or triangulate information from qualitative methods.
 - Interviews and focus group discussions with UNESCO staff and management (HQ and field), partner organizations, consultants and representatives of other UN entities.

- Country and/or thematic Case studies to allow for in-depth understanding of implementation mechanisms in projects, programs and normative work, in Sectors and field offices.
13. The aim is to cover UNESCO's work across three dimensions: geographic, sectoral and special initiatives and to visit field offices and institutes in at least three different regions, including Africa, if possible during 2021. If travel remains restricted during 2021, alternative digital data collection tools will be devised and increased involvement of national consultants will be considered. The approaches and methodologies for different scenarios will be detailed in the inception report.

VI Team, Roles and responsibilities

14. The evaluation will be led by a principal evaluator from the Internal Oversight Service (IOS). Three to four external consultants will contribute specific subject matter and evaluation expertise to all stages of the evaluation, including planning, design, sampling, data collection, analysis, case studies and drafting parts of the evaluation report. The team will be supported by a junior consultant / project assistant.
15. As in part 1 of the evaluation, a 'hybrid team' including evaluation and gender specialists from within and outside UNESCO will ensure a high level of independence, expertise, relevance and ownership throughout the evaluation process. Particular attention will be paid to ensure the selection of a gender-balanced and geographic and culturally diverse evaluation team.
16. Two to three part-time senior consultants with specific skills and experience in qualitative and quantitative evaluation methods, gender equality mainstreaming, programming and evaluation in UN organizations, gender-responsive evaluation and data visualization will work on part 2. Where possible, local teams will be established in the different field work locations, in order to support the core evaluation with the case studies.
17. The senior consultants are required to have a university degree at Masters level or equivalent in social sciences, political sciences, economics, public policy, international relations, gender studies, evaluation or a related field; at least 10 years of experience in policy and programme evaluation at the international level or in an international setting; substantive knowledge and experience related to the evaluation subject matter (gender equality, capacity building and institutional development); knowledge of UN mandates and programming in relation to the Sustainable Development

Agenda (and particularly SDG 5 on Gender Equality); professional work experience in developing countries or in a national/regional/global development context; and fluency and excellent communication and report writing skills in English and working knowledge of either French, Spanish or another language that may be helpful during field work are desirable. They must not have been involved in the planning or implementation of the projects and programmes which will be the subject of the evaluation.

18. The team leader will be responsible for recruitment and management of the team, coordination with the Division for Gender Equality and other UNESCO colleagues and stakeholders, as well as for the development and implementation of the communications strategy. A junior consultant / project assistant will support the team in the collection and analysis of documents and data, as well as with the production of communication products and logistics.
19. The evaluation team will work closely with the Division for Gender Equality, as well as with management and staff from the different Programme Sectors and Central Services, who will be responsible for ensuring access to data, stakeholders and information, in order to ensure that the evaluation produces relevant and reliable findings and actionable recommendations.
20. The reference group from part 1 will be invited to continue, with some adjustments and additions. It consists of gender focal points and programme staff from all Sectors, selected Central Services, including the Bureau of Strategic Planning (BSP), the Priority Africa and External Relations Sector (PAX), HRM as well as representatives from field offices and the Division for Gender Equality. Efforts have been made to ensure a gender-balanced reference group, including women and men, as well as staff with diverse thematic expertise, and diverse professional and regional backgrounds and experiences. The role of the reference group is twofold: support and quality assurance of the evaluation process, methodology and key deliverables during the evaluation process, and, in the follow-up phase, support and validation of the implementation of key recommendations.

VII Deliverables and schedule

21. The evaluation will start in April 2021 with an **inception phase**, which will include the compilation and analysis of existing documents and data, as well as development of the overall methodology and work plan.

22. Between June 2021 and March 2022, the **data collection and analysis phase** of the evaluation will produce a series of case studies which will help analyzing the implementation of the global priority in different programmes, projects, Sectors and field offices. Visits to a number of field offices and programmes will be undertaken if possible (see above). Deliverables are:
- An intermediary and a final stakeholder workshop for the presentation and validation of findings and preliminary conclusions and recommendations
 - The draft and final evaluation report (in line with the template and quality standards for UNESCO Evaluation Reports)
 - Communication products: strategy, briefs, presentations etc.
23. The evaluation will be completed in time to deliver main findings and recommendations for the 213th session of UNESCO's Executive Board in spring 2022.
24. Relevant standards and guidance documents for the evaluation are: the UNEG Norms and Standards, the UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluations, the UNEG Guidance on Evaluating Institutional Gender Mainstreaming and the UNEG Ethical Guidelines for Evaluation, as well as UNESCO's Evaluation Policy and UNESCO's Internal Audit Manual.

VIII References and key documents

UNESCO (2020)

[From Ambition to Action. Evaluation of the UNESCO Global Priority Gender Equality](#)

UNESCO (2019)

Priority Gender Equality Action Plan 2014-2021, [2019 Revision](#)

UNESCO (2019)

[Strategy for Gender Equality in and through Education](#) 2019-2025

UNESCO (2013)

[Review of UNESCO's Priority Gender Equality](#). Final Report April 2013

UNESCO (2014)

[UNESCO's Promise: Gender Equality – a Global Priority](#)

UNESCO (2014)

[Medium-Term Strategy 2014-2021 \(37 C/4\)](#)

UNESCO (2015)

[Evaluation Policy](#)

ILO (2012)

[Participatory Gender Audit of UNESCO](#)

MOPAN (2019)

[2017-18 Assessments: UNESCO](#)

UNEG (2017)

[Norms and Standards for Evaluation](#)

UNEG (2014)

[Integrating Human Rights and Gender Equality in Evaluations](#)

UN RIAS Gender Interest Group (2018)

[Draft MINI-GUIDE to UN-SWAP 2.0 Indicator Auditing:](#)

UNEG (2008)

[Ethical Guidelines for Evaluation](#)

Annex VIII: Staff survey questionnaire (2 field offices)

1. What is your gender?

- Female
- Male
- Other

2. What is your grade/level?

- G
- P
- D
- Consultant
- Intern

3. Are you a Gender Focal Point or a Gender Expert?

- Gender Focal Point
- Gender Expert
- Both
- Neither

4. What is your sector/area of work?

- ED
- CLT
- CI
- SHS
- SC
- Services and Support

5. How long have you been at UNESCO?

- Less than 1 year
- 1 to 3 years
- 4 to 6 years
- 7 to 9 years
- 10 or more years

6. In your opinion, overall, how well is your office promoting gender equality?

Very poorly	Poorly	Neutral	Well	Very well

7. How familiar are you with UNESCO's Priority Gender Equality?

Not at all	Somewhat familiar	Neutral	Sufficiently familiar	Very familiar

8. To what extent do you come across gender issues in your work?

	Not at all	Rarely	Somewhat	Frequently	Very frequently
Mainstreaming in programmes					
Gender-specific projects or initiatives					
Policy formulation and advice					
Internal processes and culture					
Other					

9. If you chose "other", please explain.

10. Do you think that managers in your office lead by example with regard to consistently putting gender equality on the agenda?

Not at all	To some extent	Neutral	To a large extent	Fully

11. In your unit /office, how frequently is gender equality discussed in different situations?

	Not at all	Rarely	Somewhat	Frequently	Very frequently
Unit meetings					
Planning of programmes and projects					
Project implementation and follow-up					
Partnership development and relations					
Monitoring and evaluation					
Discussion of internal processes and culture					
Other					

12. To what extent is your office committed to improving gender equality knowledge among staff?

Not at all committed	Somewhat committed	Neutral	Committed	Very committed

13. Have you received training on gender equality at UNESCO?

No

Yes, more than 3 years ago

Yes, 1-3 years ago

Yes, in the past year

I have received training outside UNESCO

14. To what extent did the training equip you for integrating gender equality in your work?

Not at all	To some extent	Neutral	To a large extent	Fully

15. Would you benefit from more training on gender equality?

Not at all	To some extent	Neutral	To a large extent	Fully

16. Does your work unit/section coordinate regularly with gender focal point(s)?

Not at all	To some extent	Neutral	To a large extent	Fully

17. Would your gender focal point have the time to advise you if needed?

Not at all	To some extent	Neutral	To a large extent	Fully	Does not apply

18. Do you think that your office would benefit from having additional GFPs?

Yes

No

19. Are all people in your office, irrespective of gender identities and sexual orientation, treated equally?

Yes

No

Annex IX: Consultants biodata

Charlotte Örnemark (Independent Consultant, Team Leader) is an international executive level gender and evaluation consultant. Charlotte has a long track record in gender equality work, both from an evaluation and organizational development perspective working with frontline activists. Her evaluation work has included leading a large-scale global evaluation of women's leadership and political participation for UN Women, a global evaluation of UNDP's contribution to gender equality, and the promotion of gender equality in Swedish international development cooperation. Charlotte holds a bachelor's degree in International Business Communication from Manhattan Marymount University and a master's degree in Applied Epidemiology and Evidence-based Planning from the University of Ottawa.

Salvador Bustamante (Independent Consultant) is an international senior evaluation consultant. Alongside his work for UNESCO, Salvador is co-founder and senior consultant at Artival Research & Evaluation. Before joining UNESCO, Salvador was an evaluation expert at the United Nations Population Fund, the European Commission, the International Labour Organization. Salvador earned a bachelor's degree in Business Administration and Economics from the University of Madrid and two master's degrees, in International Cooperation and Development and the Evaluation of Programmes and Public Policies from the University of Madrid.

Syreen Forest (Consultant, UNESCO IOS) is a consultant with UNESCO's Evaluation Office at the Division of Internal Oversight Services. Syreen has held positions as Research Associate, Fellow and Programme Coordinator at the UNICEF Regional Office for Eastern and Southern Africa in Nairobi, Columbia University's Middle East Centre in Amman and the EuroMed Foundation in Copenhagen. Her work centered on education, gender and public policies. Syreen has a bachelor's degree in History from the Sorbonne (Paris IV – Sorbonne University) and a master's degree in Political Science with a concentration on the Middle East and North Africa from the School of Oriental and African Studies (SOAS), University of London.

Savannah Saunders (Consultant, UNESCO IOS) is a consultant with UNESCO's Evaluation Office at the Division of Internal Oversight Services. Prior to joining UNESCO, Savannah held positions at the OECD and UNESCO-IIEP where her work focused on comparative education policy and gender equality in education planning. Savannah holds a bachelor's degree in Economics from Swarthmore College and a dual master's degree in Economics and Psychology from The Paris School of Economics and The Sorbonne.



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