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Review of the frequency and modalities of the UNESCO Structured Financing Dialogue

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Abstract & Acknowledgements

ABSTRACT

In response to a request from the UNESCO Executive Board in October 2017, the UNESCO Internal Oversight Service (IOS) Evaluation Office has undertaken this Review to assess and determine whether the current frequency and modalities of UNESCO's Structured Financing Dialogue (SFD) are appropriate and adequate to ensure more sustainable, flexible, predictable funding for the Organization. The Review has generated findings and lessons learned over the initial 3 years of implementation of the newly established SFD.

The Review found that while effective in conveying the financial situation of UNESCO to Member States and thus ensuring increased transparency from the Secretariat, limited time and formality of discussions mean that the annual meeting with Member States on the Structured Financing Dialogue held during the Spring session of the Executive Board is not the most appropriate forum for a true and impactful dialogue, with effective and tangible results. The other two modalities – the Partners' Forum and the decentralized and thematic SFDs – target a broader audience including both the private and public sector. The Partners' Forum confirmed UNESCO's convening power and the attractiveness of its work for potential donors. However, overall the Structured Financing Dialogue still lacks clear communication and a purposeful and structured dialogue on the Organization's financial needs. It has therefore yet to attain its full potential to attract substantial funding. As a result, the longer term effects of the Forum have not yet been felt at the programmatic level. The decentralized SFDs that are yet to take place offer an opportunity for UNESCO to leverage the momentum created at the 2018 Partners' Forum, whilst focusing on specific aspects of its work and highlighting to donors the importance of funding the Organization's work to achieve common goals.

Whilst acknowledging that the SFD is a long-term process primarily aimed at building trust with the donor base and strengthening or establishing partnerships; and considering the challenges in navigating an increasingly complex and multi-faceted donor environment, its effects may not necessarily be identified at this early stage. The Review, which was among others based on benchmarking UNESCO's SFD practices against those of four UN sister organizations, suggests building on the momentum of the Partners' Forum and establishing a comprehensive Structured Dialogue Process in which structured bilateral donor consultations are coupled with systematic and purposeful dialogues in the Partners' Forum, decentralized SFDs and multi-party donor meetings. This would ensure continuity, better complementarity and cross-fertilization between the different modalities and limit the frequency of resource-intensive global forums, thus help optimize the use of UNESCO's limited resources and avoid overwhelming donors and partners.

ACKNOWLEDGEMENTS

The Review was commissioned by the UNESCO Internal Oversight Service Evaluation Office. It was managed and quality assured by Ms Martina Rathner, Principal Evaluation Specialist, with the assistance of Ms Taipei Dlamini, Associate Evaluation Programme Coordinator from the UNESCO IOS Evaluation Office. It was conducted by an independent senior development evaluation consultant, Mr Geert Engelsman on behalf of and in cooperation with the IOS Evaluation Office. The Reference Group for the Review included representatives from BSP, the SHS Sector and from the UNESCO Regional Office for Southern Africa in Harare, who ensured the quality of the process throughout the review, as well as the quality of the deliverables, including the final review report.

The IOS Evaluation Office acknowledges and thanks all interviewees who agreed to participate in this Review and all those who provided valuable information and insights into the concept and modalities of the Structured Financing Dialogue. It would especially like to thank the representatives of the reference group and the staff in the Section for Mobilizing Government Partner Resources at the Bureau of Strategic Planning for their support and cooperation

Susanne Frueh
Director IOS

Cover page: Opening ceremony of the UNESCO Partners' Forum held at UNESCO Headquarters on 11-12 September 2018 © UNESCO/Alix

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Acronyms

AfDB	African Development Bank
CI	Communication and Information Sector
CSO	Civil Society Organizations
EU	European Union
IBF	Integrated Budget Framework
IOS	UNESCO's Internal Oversight Service
NGOs	Non-governmental Organizations
SDGs	Sustainable Development Goals
SFD	Structured Financing Dialogue
SIDS	Small Island Developing States
SWOT	Strengths, weaknesses, opportunities and threats
UN	United Nations
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNGA	United Nations General Assembly
UNICEF	United Nations Children's Fund
WHO	World Health Organization

EXECUTIVE SUMMARY

Purpose, use and methodology

1. This report documents the Review of UNESCO's Structured Financing Dialogue (SFD). The Review assessed the adequacy of the modalities and frequency of UNESCO's Structured Financing Dialogue. It will be used by UNESCO's Senior Management and the Executive Board – together with other inputs – to decide on how best to plan, organize and benefit from the Structured Financing Dialogue in the future. The Review took a mixed-method approach to data collection and analysis. All findings were triangulated between different data sources, methods and evaluators. The Review was conducted by a team of UNESCO IOS staff and an independent external evaluator.

UNESCO's Structured Financing Dialogue

2. The Structured Financing Dialogue is aimed to achieve the sustainable financing of the UNESCO C/5 Programme¹. Its expected result is to receive commitments from existing and prospective donors on more predictable medium-term cooperation and less earmarked funding. The Structured Financing Dialogue within UNESCO consists of three modalities: (i) an annual discussion amongst Member States in the Spring Session of the Executive Board; (ii) a Partners' Forum – an event open to all UNESCO's current and potential future partners from the public and private sector as well as civil society; and (iii) decentralized or thematic consultations with all relevant (public, private, civil society) partners from UNESCO around a specific theme, region or country.

Overall assessment

3. Established since 2016², the UNESCO's Structured Financing Dialogue is still work in progress. The Integrated Budget Framework offers transparency to Member States on how the C/5 Programme is resourced and which programmes receive Voluntary Contributions. The Executive Board discussion enables Member States to be informed, hold themselves and the Secretariat accountable for, and discuss the status and

opportunities for resourcing the Organization's Programme (i.e. as approved in the C/5 Programme and Budget). The Partners' Forum allows UNESCO to showcase its value-added (such as in implementing the 2030 Agenda), its results from successful partnerships and mobilize a multiplicity of (prospective and current) international, regional and local partners around the Expected Results and Main Lines of Action of the C/5 Programme and Budget. The decentralized and thematic consultations enable UNESCO to expand this outreach even further and reach out to regional (economic) organizations, line-ministries, subnational governments, foundations, private companies and civil society. The first UNESCO Partners' Forum in September 2018 demonstrated UNESCO's strong convening power and the global interests in the work of the Organization.

4. The Review found that despite overall good progress made, for now, UNESCO's Structured Financing Dialogue does not reach its full potential. In particular, it is still insufficiently embedded in a concise, understandable and evidence-based corporate narrative on how UNESCO contributes to the implementation of the 2030 Agenda. Furthermore, the three modalities are not perceived as consistently and systematically interlinked and the full potential of complementarities among the three modalities are still to be further explored.³ Indeed, they currently do not form part of a structured process in which each event logically and purposefully builds on the previous multilateral or bilateral dialogues. Some initiatives, however, point towards good practice. Although not formally part of the SFD, the bilateral and group discussions with Nordic donors in their respective annual meetings can inspire the evolving SFD, as they allow UNESCO to maintain a long-term relationship and discuss funding opportunities in between larger-scale meetings.

5. Furthermore, the implementation of the SFD still lacks a purposeful and substantive dialogue on the funding gaps⁴ of the C/5 Programme (both overall and more specifically for the Major Programmes). In its present form, the Structured Financing Dialogue is therefore unlikely to receive substantive commitments from existing and prospective

¹ It is following the United Nations General Assembly recommendations to organize “structured dialogues” (QCPR 2012) to mitigate the decline of core contributions, to reduce the imbalance between core and non-core resources and to make resources more predictable and less earmarked.

² An annual structured dialogue on financing with Member States was established since the 199th session of the Executive Board in spring 2016, and the General Conference, at its 38th session in 2016, also requested the Director-General to include an annual structured financing dialogue in the roadmap for the preparation of document 39 C/5

³ I.e. the upcoming Partners Forum in Africa organized in the context of the Pan African Forum for the Culture of Peace (Luanda, Angola) is seized as an opportunity to concretize long standing discussions with an African country on a substantial commitment for STI capacity building, by embedding a signing ceremony of the agreement in the event itself.

⁴ The part of the C/5 not yet covered through the assessed and voluntary contributions for which additional voluntary contributions must be mobilized

donors on more predictable and less earmarked funding and achieve the overall aim of more sustainable financing of the C/5 Programme. Although it may be still early to assess longer term effects, the perceptions of UNESCO management and staff did not reveal an unequivocal change to this effect. The Funding Gap for the upcoming 40 C/5 Programme is estimated to be about a-third of the integrated budget framework for the 2020-2021 biennium (i.e. the funding gap would be about USD 450 Million)⁵.

Global priorities Gender Equality and Africa

6. Priority Gender Equality and Priority Africa featured adequately content-wise in the Thematic sessions of the Partners' Forum, The priorities received however only cursory mention in the Executive Board documentation on the Structured Financing Dialogue. Furthermore, despite the efforts made in preparation of the meetings to encourage balanced gender representation in the panels⁶, in terms of actual participation, the Partners' Forum panels were male-dominated. While this may be an indicator of limited gender equality among representatives of UNESCO's partner organizations, in some cases it was a result of limited availability of suggested female representatives.

7. Amongst the UNESCO staff members selected as moderators, gender balance could have been better ensured and formal participation of the Director of the Division for Gender Equality as a moderator could have given more visibility to the priority. Limited gender balance amongst support staff providing assistance during the meetings was by many stakeholders also perceived as an area for improvement. Some interviewees, including those interviewed in the immediate evaluation of the Partners' Forum, also indicated the limited presence of African donors amongst attendees and called for UNESCO to take these more into account in future forums. In fact, Gender Equality and Africa attract specific donors. As such, they would well qualify for a decentralized or thematic Structured Financing Dialogue as well as a dedicated discussion in the Executive Board. While for Priority Africa, this is already to some extent addressed through a Partners Forum for the African Region that will take place in Luanda in September 2019, UNESCO should consider undertaking a thematic forum on issues pertaining to Priority Gender Equality. This is all the more relevant as both global

priorities are allocated a limited operational budget from UNESCO's Assessed Contributions⁷ and rely heavily on Voluntary Contributions⁸ to conduct their work.

Management and Organization

8. The objectives and expected results of the Structured Financing Dialogue are clearly stated by UNESCO but not accompanied by an explicit Results Framework⁹. This would not be difficult to do however as the Secretariat already keeps track of the relevant financial metrics. It would also allow for greater accountability on, and better management for results, as well as enable a better coordination and complementarity among the different modalities. A Results Framework with quantifiable performance indicators is however not enough. This does not allow for attribution of results to the Structured Financing Dialogue. A comprehensive Theory of Change should therefore be accompanied by a qualitative inquiry into the reasons and motivations for donors to fund (particular programmes of) UNESCO.

9. Whilst the Secretariat may be adequately staffed for organizing the Structured Financing Dialogue, it has very limited financial resources to even partly finance the costs for organizing events such as the Partners' Forum or decentralized Structured Financing Dialogues. For now, these events are primarily funded through Voluntary Contributions with a limited contribution from Regular Programme Funds dedicated to 'Support for field office resource mobilization'. With Member States approving the C/5 Programme and Budget with a Funding Gap, it would seem adequate to enable the Secretariat to close this gap by allocating appropriate budget in the C/5 from the UNESCO regular programme resources for mobilizing resources in general and organizing the Structured Financing Dialogue specifically.

Comparison with other UN organizations

10. Between 2013 and 2016, the World Health Organization (WHO) conducted a Structured Financing Dialogue *process* – an integrated series of events and activities – before the start of each biennium. In 2016, WHO discontinued the Structured Financing Dialogue in favour of a more indirect approach to resource mobilization. The new approach consists of three parts: (i) a new corporate narrative emphasizing the Organization's contribution to the 2030 Agenda; (ii) preparing the investment case for

⁵ 2018-2021 40C/5 Vol 2 – Draft Programme and Budget, Second Biennium 2020-2021 pages v, viii and xi.

⁶ For example, BSP issued instructions and guidelines to staff aiming at achieving gender balance among panelists,

⁷ This concerns the Member States' regular contributions on account of being a member of UNESCO.

⁸ These are also referred to as extrabudgetary funds.

⁹ Except for the results framework established for the Partners' Forum (see Appendix B)

individual donors; and (iii) conducting bilateral dialogues with individual donors based on donor-specific engagement plans. In April 2019, WHO organized a Partners' Forum and a meeting of the Top 30 public and private donors of WHO.

11. In contrast, the United Nations Population Fund (UNFPA), the United Nations Development Programme (UNDP) and the United Nations' Children Fund (UNICEF) only organize a Structured Financing Dialogue within the Executive Board. This Dialogue takes place each year over multiple, informal and formal, Board sessions. They are organized and conducted as information meetings in which Secretariat and Board can exchange on the budgeting principles, the financial situation (including funding gaps) and the ongoing resource mobilization efforts.

12. For now, none of the four organizations follow-up their efforts with structured actions for resource mobilization – the latter continues to take place through bilateral consultations with individual donors. Moreover, there is no obvious trend observed (yet), across these organizations that shows an improved quality of funding. All organizations recognize this is partly due to the overall tensions in the global development funding environment and as part of a long-term process. However, they are confident that the Structured Financing Dialogue is supportive of this effort, in particular because of the increased transparency and awareness of the funding gaps. Despite (or because of) these differences, UNESCO can build on these experiences and include the good practices into its own Structured Financing Dialogue.

Recommendations

13. Based on the analysis of the strengths, weaknesses, opportunities, risks and resourcing of the three modalities of UNESCO's Structured Financing Dialogue, as well as the comparison with the Structured Financing Dialogue of WHO, UNDP, UNFPA and UNICEF, this Review suggest seven recommendations for further improving the UNESCO Structured Financing Dialogue. These recommendations take into consideration that:

- The next C/5 Programme and Budget goes into effect on 1 January 2020 – just over two months after the Executive Board discusses this Review, leaving little to no time to effect changes *before* the start of the next biennium.
- The Secretariat is currently preparing the new Medium-term Strategy for the Organization which will cover the years 2022 – 2029.

- UNESCO organized an – in many respects highly successful – Partners' Forum in September 2018. It will be difficult to achieve a similar momentum and mobilize the same enthusiasm amongst partners (and staff) for the next edition if it is scheduled too soon after this event and without a new twist to the content and organization of the Forum. Accordingly, this leaves UNESCO some time for preparing and organizing a second edition.

14. The rationale for each recommendation and possible action points on how to address the suggested recommendations are discussed in Chapter 6.

1. Develop an organizational narrative for UNESCO's contribution to Agenda 2030, within the context of elaborating the new Medium-Term Strategy. This narrative is to be focused, selective and clearly lay down – in an evidence-based manner – UNESCO's comparative strengths including through its interdisciplinary approaches for the 2030 Agenda for Sustainable Development.
2. Continue to pro-actively advocate for the institution of annual bilateral strategic review meetings and/or regular consultations with all major donors of UNESCO for the joint planning, review and monitoring of collaboration.
3. Develop an overarching Theory of Change for a comprehensive Structured Financing Dialogue Process in which all component parts and modalities are interlinked and build on each other.
4. Conduct the Structured Financing Dialogue Process (including the Partners' Forum and information meetings with Member States) on a biennial basis in line with the drafting cycle of the C/5 Programme and Budget.
5. Develop a comprehensive monitoring and evaluation framework for the SFD that includes the conduct of a standardized qualitative inquiry into the reasons, motivations and challenges for Donors' Voluntary Contributions.
6. Budget for the Structured Financing Dialogue Process in the Regular Programme resources.
7. Dedicate adequate attention to the global priorities Gender Equality and Africa during the SFD with the Member States and during the Partners' Forum and consider organizing Decentralized and Thematic Structured Financing Dialogues on both priorities.

MANAGEMENT RESPONSE

Overall Management Response	
<p>The review complements the lessons learned from the first UNESCO's Partners' Forum as documented in 206 EX/5.II.B. The suggestions to organize the SFD process on a biennial basis and reinforce the interconnection among all modalities and developing a comprehensive monitoring and evaluation framework are welcome.</p> <p>Recommendation 1 on developing an organizational narrative for UNESCO's contribution to Agenda 2030, within the context of elaborating the new Medium-Term Strategy (C/4) and Recommendation 6 on budgeting for the Structured Financing Dialogue Process in the Regular Programme resources are also welcomed by the Secretariat, but can only be implemented in consultation with Member States and subject to their approval.</p>	
Recommendations	Management response
<p>Recommendation 1:</p> <p>Develop an organizational narrative for UNESCO's contribution to Agenda 2030, within the context of elaborating the new Medium-Term Strategy. This narrative is to be focused, selective and must clearly lay down – in an evidence-based manner – UNESCO's comparative strengths including through its interdisciplinary approaches for the 2030 Agenda for Sustainable Development.</p> <p><u>Addressed to:</u> BSP and UNESCO Programme Sectors.</p>	<p>Accepted</p> <p>BSP welcomes this recommendation, whilst noting that the content of the next approved C/4 will ultimately depend on consultations with Member States and within the Governing bodies. In any event, the narrative about UNESCO's contribution to the 2030 Agenda will be further strengthened within, or in connection with the next C/4.</p>
<p>Recommendation 2:</p> <p>Continue to pro-actively advocate for the institution of annual bilateral strategic review meetings and/or regular consultations with all major donors of UNESCO for the joint planning, review and monitoring of collaboration.</p> <p><u>Addressed to:</u> BSP and UNESCO Programme Sectors.</p>	<p>Accepted</p> <p>As indicated in the Comprehensive Partnership Strategy (207 EX/11) UNESCO will use the Structured Financing Dialogue principles of alignment, transparency, predictability, flexibility and donor diversification to frame its relationships with donors in general and will encourage both public and private donors to participate in annual review meetings, which offer a mutually accountable framework for the planning, review and evaluation of cooperation.</p>
<p>Recommendation 3:</p> <p>Develop an overarching Theory of Change for a comprehensive Structured Financing Dialogue Process in which all component parts and modalities are interlinked and build on each other.</p>	<p>Accepted</p> <p>An overarching Theory of Change, especially in terms of how all modalities are interlinked and build on each other, will be developed based on lessons learned from the first edition of the Partners' Forum as well as decentralised and thematic SFDs.</p>

<p><u>Addressed to:</u> BSP and UNESCO Programme Sectors</p>	
<p>Recommendation 4:</p> <p>Conduct the Structured Financing Dialogue Process (including the Partners' Forum and information meetings with Member States) on a biennial basis in line with the drafting cycle of the C/5 Programme and Budget.</p> <p><u>Addressed to:</u> BSP and UNESCO Programme Sectors</p>	<p>Accepted</p> <p>BSP agrees that part of the SFD Process i.e. the Partners' Forum any information meetings with Member States take place on a biennial basis in line with the drafting cycle of the C/5 Programme and Budget.</p> <p>Decentralised or thematic SFDs may be organized anytime during the biennium on a flexible basis taking into account emerging opportunities and needs relating to a given programme area or region.</p>
<p>Recommendation 5:</p> <p>Develop a comprehensive monitoring and evaluation framework for the SFD that includes the conduct of a standardized qualitative inquiry into the reasons for, motivations and challenges for Donors' Voluntary Contributions.</p> <p><u>Addressed to:</u> BSP and UNESCO Programme Sectors</p>	<p>Accepted</p> <p>The opportunity will be taken especially in donor review meetings to record the motivations and challenges for donors' voluntary contributions to help develop a monitoring and evaluation framework for the SFD.</p>
<p>Recommendation 6:</p> <p>Budget for the Structured Financing Dialogue Process in the Regular Programme resources.</p> <p><u>Addressed to:</u> BSP and UNESCO Programme Sectors</p>	<p>Accepted</p> <p>Noting that the final C/5 approved is decided by the Governing Bodies of UNESCO, BSP will propose that provision is made in each C/5 for the Structured Financing Dialogue process.</p>
<p>Recommendation 7:</p> <p>Dedicate adequate attention to the global priorities Gender Equality and Africa during the SFD with the Member States and during the Partners' Forum and consider organizing Decentralized and Thematic Structured Financing Dialogues on both priorities.</p> <p><u>Addressed to:</u> BSP, UNESCO Programme Sectors, Division for Gender Equality, Sector for Priority Africa and External Relations</p>	<p>Accepted</p> <p>Attention will continue to be given to the Global Priorities of Gender Equality and Africa in the planning and execution of future SFDs in consultation with relevant entities including Programme Sectors, the Division for Gender Equality, and the Sector for Priority Africa and External Relations. A series of decentralised SFDs are taking place between September and December 2019, including the Pan-African Forum for the Culture of Peace in Luanda with a focus on global priority Africa.</p>

MAIN REPORT

1. Introduction

1. This report documents the Review of UNESCO's Structured Financing Dialogue. This opening chapter (i) lays down the background, (ii) purpose and intended use of the Review; (iii) defines the main Review questions; (iv) introduces UNESCO's Structured Financing Dialogue; (v) explains the Review approach; and (v) reflects on the Review's limitations.

1.1. Background

2. The United Nations (UN) General Assembly requested the UN Funds, Programmes and Specialized Agencies in December 2012 to organize Structured Financing Dialogues on:

*'how to finance the development results agreed in the new strategic planning cycle of their respective entities, with a view to making non-core resources more predictable and less restricted/earmarked, broadening the donor base and improving the adequacy and predictability of resource flows.'*¹⁰

3. The United Nations' resolution emanated from a concern from the Group of 77 (G77)¹¹ about the lack of transparency in the funding of UN Funds, Programmes and Specialized Agencies and the influence donors exert on these organizations through conditional and tied funding. The G77's intent was to safeguard the jurisdiction of the Member States in governing the UN Funds, Programmes and Specialized Agencies.

4. UNESCO's Executive Board responded in the autumn 2015 by deciding on an annual Structured Financing Dialogue with Member States and other relevant partners. To enable this Dialogue, UNESCO prepared – for the first time – an Integrated Budget Framework for the 39 C/5 Programme and Budget. This Integrated Budget Framework shows how the C/5 is funded through assessed¹² and voluntary¹³ contributions as well as the remaining funding gap (i.e. the part of the C/5 not yet covered through the

assessed and voluntary contributions for which additional voluntary contributions must be mobilized).

5. In 2016 and 2017, UNESCO piloted the dialogue with Members States through intersessional meetings at the Executive Board Spring sessions. In 2017, at its 202nd session, the Executive Board decided to upgrade the Dialogue by making it a formal part of the Executive Board Spring session. At the time, it already foresaw that the frequency and modality of the Dialogue may need further adjustment and scheduled a formal review of the Dialogue for 2019. Concretely, the Executive Board requested:

*'the Director-General to propose an item entitled "Annual Structured Financing Dialogue" for inclusion in the agenda at each of its spring sessions in the 2018-2019 biennium; the frequency and modalities of the continued structured financing dialogue may be adjusted in accordance with the outcome of a review by the Internal Oversight Service (IOS) to be presented to the Executive Board at its 207th session.'*¹⁴

6. Since 2016, UNESCO developed the Structured Financing Dialogues in three modalities, each with its own objective and timeframe:

1. an annual Structured Financing Dialogue with *Member States* during the Spring sessions of the Executive Board,
2. a Partners' Forum, a consultation with Member States, non-Member States and partners from the private sector, civil society and international development with the first event organized in September 2018, and
3. decentralized and / or thematic consultations, focusing on a specific region, topic or group of donors to be held as of September 2019.

7. An elaborate introduction to the Structured Financing Dialogue and the features of the three modalities within UNESCO is provided in Section 1.4.

¹⁰ Resolution adopted by the United Nations General Assembly on 21 December 2012. A/RES/67/226 Quadrennial comprehensive policy review (QCPR) of operational activities for development of the United Nations system.

¹¹ The Group of 77 is a coalition of 134 developing nations, designed to promote its members' collective economic interests, enhance their negotiation position within the United Nations and promote South-South Cooperation. Source: <https://www.g77.org/doc>

¹² This concerns the Member States' regular contributions on account of being a member of UNESCO.

¹³ These are also referred to as extrabudgetary funds.

¹⁴ Decisions adopted by the Executive Board at its 202nd Session. 202 EX/Decisions. Part 5.III.C.

1.2. Purpose – intended use and users

8. The *purpose* of the Review is to assess the adequacy of the modalities and frequency of UNESCO's Structured Financing Dialogue. To that end, the Review is to:

- ascertain the strengths, weaknesses, risks and opportunities of each modality;
- assess the adequacy of the timeframe and the frequency of each modality;
- determine what modalities are most appropriate for what kind of funding, for what kind of activities, and for what kind of partners/donors;
- identify ways for further diversification of the donor base.

9. The Review is *to inform* the UNESCO Senior Management and the Executive Board. It will be *used* by the UNESCO Senior Management to identify areas of improvement and by the Executive Board – together with other inputs – to decide on how best to organize and use the Structured Financing Dialogue in the future. The operationalization of this decision lies with the Bureau of Strategic Planning, which is also preparing operational guidelines for the Structured Financing Dialogue. Moreover, responsibility for resource mobilization for specific (regional) programmes lies with the Programme Sectors and Field Offices which will consequently lead any decentralized or thematic Structured Financing Dialogue consultations. The *primary intended users* of the Review are therefore UNESCO's Executive Board, the UNESCO Senior Management, the Bureau of Strategic Planning, the Programme Sectors and Field Offices.

10. The Structured Financing Dialogue concerns all Member States and partners. Moreover, UNESCO's sister organizations within the United Nations are equally piloting and optimizing the Structured Financing Dialogue. Jointly, these form the broader audience of the Review and are considered its *secondary intended users*.

1.3. Review questions

11. Based on the above purpose statement, the Review is guided by the 13 questions listed in Table 1.

¹⁵ The Review does not address the following question from the Terms of Reference: 'the extent to which SFD can be useful for helping UNESCO to contribute to wider UN efforts to forge multi-stakeholder partnerships to achieve the SDGs'. The Reference Group concluded that this question was premature given

Table 1. Review questions ¹⁵

Modality (discussed in Chapter 2)	
1	What are the strengths, weaknesses, opportunities and risks of each of the three Structured Financing Dialogue modalities?
2	What is each modality's adequacy for attracting different kinds of funding, for different kinds of activities (normative work, policy work), for what kind of partners/donors?
3	To what extent does each modality help UNESCO achieve each of the Structured Financing Dialogue principles*?
4	To what extent are the current modalities effective in coordinating the dialogue with different types of partners and strengthening longer term strategic partnerships?
5	To what extent do the three modalities complement each other?
6	How can the Structured Financing Dialogue be embedded in other forms of engagement with donors and partners?
Global Priorities Gender Equality and Africa (discussed in Chapter 3)	
7	To what extent are UNESCO's global priorities Gender Equality and Africa, reflected in the Structured Financing Dialogue?
Comparison (discussed in Chapter 5)	
8	How does the UNESCO practice of Structured Financing Dialogue compare with those in other UN entities?
Management (discussed in Chapter 4)	
9	Are the expected results and performance indicators of the Structured Financing Dialogue appropriate?
10	Are the resources for the management and coordination of the SFDs adequate and efficiently used?
Conclusions and recommendations (discussed in Chapter 6)	
11	What is the optimal approach to and modality for the Structured Financing Dialogue with Member States and other partners, to ensure inclusivity, in-depth discussion, and addressing funding gaps?
12	What is the most adequate frequency for each modality, in view of required resources and expected outcomes, in terms of outreach and diversification of the donors' base?
13	How can lessons learned from the Structured Financing Dialogue help shape UNESCO's Comprehensive Partnership Strategy?

* These principles are set forth in the next section (1.4).

the nascent state of development of the Structured Financing Dialogue in UNESCO and – given the limited time available for the Review – would unduly burden the scarce resources of the Review.

1.4. The evaluand – UNESCO's Structured Financing Dialogue

12. **Overall objective.** The Structured Financing Dialogue *'is to achieve the sustainable financing of the programme agreed to by UNESCO's Member States, making extrabudgetary resources more predictable and less restricted or earmarked, broadening the donor base and improving the adequacy and predictability of resource flows.'*¹⁶

13. **Expected result.** *'The expectation ... is ... to receive commitments from participants on more predictable medium-term cooperation and less earmarked funding'.* Whilst, the Strategic Financing Dialogue is not intended as a pledging initiative, it is *'designed to assist potential donors to identify strategic areas for future support'*.¹⁴

14. **Results framework.** The Structured Financing Dialogue as such does not have a dedicated Results Framework. The Bureau of Strategic Planning however has prepared a specific Results Framework for the Partners' Forum (see details in Appendix B) which also refers to the decentralized and thematic SFDs.

15. **Rationale.** The objective of the Structured Financing Dialogue is *'to create a strong enabling environment to allow UNESCO Member States and partners to identify strategic opportunities for investment in UNESCO's programme and budget, and to encourage them to share information on commitments during an event itself. [It] should also illustrate UNESCO's relevance and its strength and reliability as a key partner, especially for the achievement of the SDGs. UNESCO's comparative advantage should be illustrated at global, regional and country level and vis-à-vis other members of the United Nations Development System'.* In the Partners' Forum, *'demonstrating the case for partnership with UNESCO'*¹⁴ is considered a priority.

16. **Underlying assumptions.** The SFD rests on four assumptions– it:

1. is part of a *long-term process* designed to improve the quality and sustainability of funding for UNESCO's programme;
2. builds *trust and confidence* of Member States and partners through enhanced transparency about all of UNESCO's resources;

3. allows for *more strategic and catalytic investment* of resources through better information sharing between UNESCO and donors, and amongst donors;
4. fosters *institutional commitment* to the achievement of the resource mobilization targets embedded in the programme and budget.

17. **Guiding principles.** The Structured Financing Dialogue strives for¹⁴:

- *alignment*: ensuring that resource flows correspond to Organization-wide priorities and are accompanied by effective cost-recovery frameworks to avoid subsidizing non-core resources with core resources;
- *predictability*: encouraging donors to make multi-annual commitments to reduce vulnerability and engage in stronger planning of anticipated extrabudgetary funding, and addressing volatility in year-to-year financing;
- *flexibility*: advocating for lower levels of earmarking and striving to deploy available resources to fill all funding gaps;
- *broadening the donor base*: reaching out to new donors to reduce dependency on a limited number of donors;
- *transparency*: providing the full picture of how the programme is resourced and delivered, and where funding gaps lie.

18. **Other demands.** The Structured Financing Dialogue is furthermore to be:

- *'a comprehensive, coherent and Organization-wide endeavour to ensure appropriate funding in full alignment with the activities and priorities of the C/5 document'*¹⁷
- *'open to existing and non-Member State donors'*¹⁴
- *'complement and not replace bilateral consultations with donors'*¹⁴
- *'a transparent forum for dialogue with and between donors generating information on funding projections and facilitate decision making by donors on strategic and catalytic investments'*¹⁴.

19. **Three modalities.** As noted above, UNESCO has (thus far) conducted three different Structured Financing Dialogues¹⁸:

¹⁶ Follow-up to Decisions and Resolutions adopted by the Executive Board and the General Conference at their previous sessions. Part III Management Issues. C. Structured Financing Dialogues. 202 EX/5 Part III.C

¹⁷ Executive Board 202nd Session. 202 EX/ 5 Part III.C.

¹⁸ In May 2017, UNESCO and the Nordic Member States conducted the first of a Joint Annual Review Meeting and positioned this as a pilot for the Structured Financing Dialogue (202 EX/5 INF.2). This Review looks closely into the use and value-added of both bilateral and such multi-donor consultations. In line with

1. *In the Executive Board with the objective to 'provide Member States with an update on the financial outlook for resourcing the programme and budget in 2018-2019' (UNESCO 2017a) – See Textbox 1 on the meeting's expectations.*

Textbox 1. Expectations for the SFD in the Executive Board

The Executive Board Spring session is to:

- Reflect on the work of UNESCO and the Programme Sectors on resource mobilization;
- outline progress made in filling the gaps of the 39 C/5 programme and budget;
- illustrate UNESCO's relevance and comparative advantage through experiences shared by Member States who are partnering with UNESCO;
- provide information on planned cooperation under earmarked funds-in-trust and/or to give feedback on the possible interest of new modalities to support the mobilization of unearmarked or lightly earmarked resources;
- serve to contribute ideas and best practice on how to strengthen UNESCO's resource mobilization efforts;
- improve accountability, including with reference to project design, cost recovery, risk management, contracting, performance assessment;
- provide guidance on resource mobilization and highlight areas that can be strengthened further in the future.

Source: Follow-up to Decisions and Resolutions adopted by the Executive Board and the General Conference at their previous sessions. Part III Management Issues. C. Structured Financing Dialogues. 202 EX/5 Part III.C

2. *A Partners' Forum, an annual consultation 'to focus on the resourcing of UNESCO's programme and budget as a whole [whilst] concentrating on more focused [...] consultations at the major programme level or with a thematic focus. [...] the meeting will be open to all Members States, including Permanent Delegations, sectoral ministries and/or development agencies as well as National Commissions, the European Union (EU) and other non-United Nations multilaterals, other United Nations organizations, International Financial Institutions, selected private partners, Goodwill Ambassadors and*

the Organization for Economic Cooperation and Development's Development Assistance Committee (OECD DAC)' (UNESCO 2017a).

3. *Decentralized and/or thematic consultations with partners who have a specific interest in a theme, region or subregion. (Table 2 lists the planned Dialogues.)*

Table 2. Decentralized and thematic Structured Financing Dialogues

Time	Theme	Location
September 2019	Caribbean Small Island Developing States	Kingston
September 2019	Pan-African Forum for the Culture of Peace	Luanda
September 2019	National Partners' Forum around the SDGs	Rabat
October 2019	Regional Partners Forum for Latin America	Panama
December 2019	70 Years of UNESCO in Latin-America	Montevideo

Source: UNESCO

20. Frequency. Table 3 shows the envisaged frequency of each modality.

Table 3. Frequency of each modality

Modality	Frequency
Executive Board Spring session	Annual
Partner's Forum	Annual*
Decentralized / Thematic	Opportunity-based

* First time organized in September 2018. Source: (UNESCO 2017a)

21. Resources. The organization of the Structured Financing Dialogue entails staff time, external consultancy services (e.g. a professional event manager was hired to guide the organization of the 2018 Partners' Forum) and out-of-pocket expenses (e.g. logistics, translations, communication material, etc.). Staff time is covered by the regular programme budget. However, there is no *a priori* budget for the external consultancy services and out-of-pocket expenses. UNESCO therefore needs to raise extrabudgetary funds for this.

22. The Partners' Forum was financially supported by the Government of Sweden and – for the Arabic translation – by the Sultan Bin Abdulaziz Al-Saud Foundation.¹⁹ UNESCO also used funds from the budget available for the support for Field Offices for resource mobilization. The latter will also be used to organize decentralized SFDs.

the Review's Terms of Reference, the Review does not consider these consultations to be a formal part of the Structured Financing Dialogue.

¹⁹ Follow-up to Decisions and Resolutions Adopted by the Executive Board and the General Conference at their Previous Sessions. Part III. Management Issues. 2018 EX/5.III.A.

23. **Organization.** The overall responsibility and coordination for the Structured Financing Dialogue lie with the Bureau of Strategic Planning, specifically the Section for Strategic Partnerships and Donor Relations. The organization of actual dialogues or events entails however the involvement of many UNESCO staff. The Bureau of Strategic Planning notes that over 240 staff from headquarters and field offices were actively engaged in the planning and execution of the Partners' Forum. The organization of decentralized or thematic Structured Financing Dialogues will also entail a joint effort of the Bureau of Strategic Planning and the relevant programme sectors and field offices.

24. **Brief history.** Table 4 offers a historical timeline of the Structured Financing Dialogue within UNESCO.

Table 4. Historical timeline of UNESCO's Structured Financing Dialogue

Time	Decision / event
October 2015	Executive Board decides to organize a SFD on an annual basis (starting April 2016)
April 2016	First intersessional meeting on SFD at the 199 th Executive Board Session. Executive Board effectively decides on the development of an Integrated Budget Framework (IBF) and requests for concrete proposals to further operationalize the SFD
October 2016	The Executive Board reconfirms its support to an IBF and SFD and invites the Secretariat to establish an unearmarked voluntary contribution facility UNESCO presents its 39 C/5 Major Programmes and the Intergovernmental Oceanographic Commission to Member States
April 2017	Second intersessional meeting on SFD at the 199 th Executive Board Session
October 2017	The Executive Board requests the inclusion of an annual SFD in each of its spring sessions in the 2018-2019 biennium and requests IOS to review the SFDs in 2019.
April 2018	First SFD in 204 th (Spring) session of Executive Board
September 2018	First Partners' Forum
April 2019	Second SFD in 206 th (Spring) session of Executive Board

Legend: IBF – Integrated Budget Framework; SFD – Structured Financing Dialogue; IOS UNESCO's Internal Oversight Service. Source: Interviews, 202 EX/5 Part III.C

1.5. Review approach and methodology

25. The Review builds on the **decentralized self-evaluation** and elaboration of lessons learned from the first Partners' Forum²⁰ by the Bureau of Strategic Planning. As noted above, the Forum took place in September 2018 and was evaluated immediately after. The Bureau of Strategic Planning – with support from an external consultant – conducted (i) a survey amongst participants of the Partners' Forum; (ii) 19 interviews with Permanent Delegation representatives and multilateral and private sector partners, and (iii) collected written feedback from 14 field office directors. The results of the self-evaluation, as well as the underlying data sets (for example the summary of the interviews) were shared with the Review team and used as secondary data in the Review. The Review expanded on the evaluation through a comprehensive document review and further key informant interviews, extending the scope to all Structured Financing Dialogue modalities and deepening some of the initial findings.

26. The purpose of the **document review** was twofold. First, it established the point of reference (or benchmark) against which to assess the Structured Financing Dialogue: what was its intent, and what should it accomplish? Second, the document review collected facts, observations, perspectives, stories and context on the actual conduct and results of the Structured Financing Dialogues, as well as the experiences from sister UN organizations with Structured Financing Dialogues. The document review covered (i) Executive Board documents and decisions, (ii) UNESCO's integrated budget framework, Resource Mobilization Strategy, Comprehensive Partnership Strategy and a recently conducted Study on Private Sector Fundraising; (iii) the Partners' Forum programme, presentations and evaluation outputs; and (iv) external documentation (e.g. the evaluation of the World Health Organization's (WHO) Structured Financing Dialogue). A full list of documents reviewed is included in Appendix D.

27. The purpose of the **key informant interviews** was to gain a qualitative perspective on the design, conduct, functioning, achievements, strengths, weaknesses and opportunities of the different Structured Financing Dialogue modalities. The interviews were held in Paris at UNESCO headquarters and via telephone and skype. The key groups of key informants were UNESCO management and staff (from the Bureau of Strategic Planning, the Programme Sectors and Field Offices), representatives from the Permanent Delegations and private sector partners, and SFD focal points from four UN

20 See 207 EX/5.III.C

sister organizations, namely WHO, UNDP, UNFPA and UNICEF. A full list of key informants is included in Appendix E. The applied interview guide is included in Appendix F.

28. The collected data was scrutinized through **alternative data analysis methods**. By critically and objectively interacting with the collected data common themes and patterns were identified. Such an analysis – so-called inductive analysis – takes place during and immediately after the data collection and data organization. The collected data was subsequently scrutinized on its potential answers to the review questions. This entails a deductive analysis. The Review then compared the initial findings (from the inductive and deductive analysis) with the evaluation results and experiences on Structured Financing Dialogues from sister UN organization – a so-called comparative analysis.

29. All findings were triangulated across different data sources, methods and evaluators. In other words, the Review checked the consistency of the findings between data collection methods and sources: for example, whether and to what extent are key findings supported by the document review, as well as by interviews with different key informants. Moreover, the individual review team members needed (as analysts) to distil the same findings from the data.

30. Finally, the Review engaged in-depth with the Reference Group and the Bureau of Strategic Planning on the purpose and use of the Review (during the inception phase), on their experiences with and views on the Structured Financing Dialogue also placing the Dialogue in the wider institutional context (during the implementation phase), and on the preliminary findings and draft report (during the reporting and validation phase of the Review).

1.6. Limitations

31. The Review was undertaken within a restricted period of time. This consequently limited the amount of data that could be collected and processed. As such, the Review should also be seen as a validation and targeted extension of the Partners' Forum evaluation from the Bureau of Strategic Planning. It does not constitute a fully-fledged and stand-alone external evaluation. However, such an exercise could be considered at a more advanced stage of the SFD process.

2. SFD Modalities

2.1. Introduction

32. The Structured Financing Dialogue foreseen during the Executive Board sessions was tabled at the two recent spring sessions of the Executive Board in 2018 and 2019. On both occasions, the Board only addressed the item under time pressure towards the end of the Executive board sessions. In both instances, after a brief presentation by the Secretariat, the Board adopted the recommendations without discussion.

33. As noted in Chapter 1, the Partners' Forum has been organized once: in September 2018. It demonstrated UNESCO's convening power with over 650 participants²¹ from the public and private sector, as well as civil society. A survey – conducted immediately after the Forum – showed that 82% of participants were (highly) satisfied with the meeting. It proved *'a good way to getting concrete insight into the wide range of UNESCO's programmes and partnerships ... [and] why other partners were working with UNESCO'*. It also created *'a positive buzz'* within UNESCO.²²

34. The Partners' Forum gave an impetus to several ongoing discussions with bilateral partners and regional organizations and led to new consultations with some other Member States and private companies (see Section 2.5 for details). It was not designed as a pledging conference and there was no dedicated session for the participants to learn about UNESCO's funding needs, discuss, and potentially commit to funding the gaps of the C/5 Programme.

35. According to some interviewees, the Partners' Forum may have contributed in some way establish an enabling environment for partners' decisions to (continue) funding UNESCO. Attribution is however difficult to determine, and the Secretariat has no systems in place to evaluate and capture the actual motivations, decision making criteria and causes for partners to fund UNESCO. It went beyond the scope of this Review to fill this knowledge gap – not least because measurable impacts such as on the funding structure and diversification of donors at this point in time are likely to be modest at best. Relatively few activities have been undertaken, and the timeframe since the

establishment of the SFD's is too short to identify trends so far and as some key informants put it: the Structured Financing Dialogue *'remains work in progress'*.

36. Finally, the Secretariat is yet to start a first series of decentralized and thematic Structured Financing Dialogues (as shown in Table 2 in Section 1.4). The first decentralized Dialogue will be held in conjunction with the Biennale of Luanda in September 2019.

37. Based on the above considerations, it is too early to draw firm conclusions on the relevance, effectiveness and efficiency of the Structured Financing Dialogue. There is however enough experience for a *qualitative assessment* of the adequacy and complementarity of the three modalities of the Structured Financing Dialogue²³ and answer (at least provisionally) the Review questions. This Chapter answers one-by-one the Review questions on the different modalities.

2.2. What are the strengths, weaknesses, opportunities and risks of each of the three Structured Financing Dialogue modalities?

38. This Review question is answered for each modality in turn in the next three subsections respectively. The text summarizes and emphasizes the strengths, weaknesses, opportunities and risks of each modality. The diagrams contained in each subsection offer a comprehensive overview of each modality's strengths, weaknesses, opportunities and risks.

2.2.1. The Structured Financing Dialogue in the Executive Board

39. The Structured Financing Dialogue in the Executive Board offers a means to (i) inform the Executive Board members on the available funding and the remaining funding gap for the C/5 Programme, the ongoing resource mobilization efforts, and the likely funding sources for closing the funding gap; (ii) offer full transparency to the Member States on how the C/5 Programme is resourced and which programmes receive Voluntary Contributions; and (iii) hold the Secretariat accountable for its resource mobilization efforts and results.

²¹ Excluding over UNESCO management and staff.

²² Source: Follow-up to Decisions and Resolutions Adopted by the Executive Board and the General Conference at their Previous Sessions. Part II. Management Issues. 206 EX/5.II.B.

²³ Albeit not a formal part of the Structured Financing Dialogue, UNESCO also conducts annual bilateral meetings with the France, Italy, Japan, South Korea and the Nordic countries. Some useful insights can be gleaned from these as well.

40. Its weaknesses are that – by its very constellation – it does not involve all Member States²⁴ and that it is one agenda item amongst many which – as noted above – has thus far led to the item being tabled but not discussed despite the recognition by Member States of the importance of the issue. Moreover, the Executive Board offers a highly formal setting –with time limited contributions per speaker and all spoken words being recorded – which does not form enabling environment for an open and formative discussion and dialogue.

41. The Executive Board offers the opportunity for the Member States to monitor the funding (efforts) of UNESCO and thus address the key concern voiced by the G77 that bilateral donors exert too much influence on the directions and work of UNESCO. It also allows to discuss both the Assessed and Voluntary Contributions.

42. The main risk is that Member States do not systematically follow-up on the Board meeting with discussions amongst likeminded Member States²⁵, within their own government or with domestic stakeholders to identify and mobilize additional funding for the C/5 Programme and, effectively, do not recognize a shared responsibility on the part of Member States for funds mobilization leaving it to the Secretariat to carry the full burden of mobilizing sufficient funds.

Figure 1. SWOT-analysis of the SFD in the Executive Board

<p>Strengths</p> <ul style="list-style-type: none"> – Inform Member States on: <ul style="list-style-type: none"> ▪ financial situation ▪ sources and nature/ of voluntary contribution ▪ funding gap ▪ resource mobilization efforts – Volume and nature of prospective voluntary contributions – Hold the Secretariat accountable for attracting enough high-quality²⁶ voluntary contributions to implement the C/5. 	<p>Weaknesses</p> <ul style="list-style-type: none"> – Excludes Member States not represented in the Executive Board. – Among too many priority Board items to be covered in a limited period of time which prevents (substantive) discussion / and a true dialogue. – Highly formal setting, not conducive for a true dialogue. – Not constellated as a forum where Member States can discuss and commit Voluntary Contributions. – Executive Board representatives are not budget holders and cannot commit funds.
<p>Opportunities</p> <ul style="list-style-type: none"> – For Member States to maintain insight in and control over the sources and type of funding of UNESCO. – To discuss the level of the Assessed and Voluntary Contributions of Member States. 	<p>Risks</p> <ul style="list-style-type: none"> – Not a true dialogue (with the recognition that Member States and Secretariat carry responsibility for ensuring sufficient funds) but a means for Member States to hold the Secretariat accountable for resource mobilization. – Overburdens the Secretariat with an additional level of reporting (too much time spent on reporting rather than mobilizing the resources)

2.2.2. Partners' Forum

43. The Partners' Forum brings together all the different kinds of partners that UNESCO works with and allows UNESCO – including through partners' testimonials – to showcase its value-added, results and range of different engagements with partners. It offers insight into (the scope of) UNESCO's work and the motivations why other partners are working with UNESCO. It also enabled UNESCO to showcase flagship programmes as well as highlight the interdisciplinary nature (i.e. encompassing

²⁴ The UNESCO Executive Board is composed of 58 Member States who are selected from and representing the 193 Member States and the respective regional groups of UNESCO for a four-year period.

²⁵ Exceptions are the Annual Review meetings with bilateral donors, such as those recently held with some Nordic countries.

²⁶ High-quality Voluntary Contributions are those lightly earmarked and cover multi-year periods.

multiple Programme Sectors) of much of its work (e.g. on topics such as Artificial Intelligence, ICT in education or the Prevention of Violent Extremism.

44. As one of the Partners' Forum's main weaknesses, several stakeholders perceived that it constituted a stand-alone event. Although since September 2018 a number of follow up high-level discussions with several partners have been initiated and in some cases cooperation was established or is currently being negotiated²⁷, these initiatives seem not to be embedded in an overall structured and comprehensive process. Information about these developments are not widely communicated, not least for reasons of confidentiality, and it is therefore still early to define the longer term outcomes. In the absence of a fully-fledged evaluation, the extent of the effects on partnerships and the volume and nature of voluntary contributions that is attributable to the Forum, or to which the Forum has contributed are still to be established. The Forum consciously stressed the value of UNESCO's partnerships, the Organization's comparative strengths, results achieved and future objectives, but did not particularly highlighting related future funding needs. Several participants felt that the purpose of the event was not sufficiently made clear to them. The Partners' Forum forms however part and parcel of the Structured Financing Dialogue which '*is to achieve sustainable financing*' for the C/5 Programme with the expected result '*to create a strong enabling environment for receiving commitments from participants on more predictable medium-term cooperation and less earmarked funding and to encourage existing and new partners to support and engage with UNESCO on its Programme*'.²⁸ This objective and expected result would consequently call for a dedicated follow-up to the Partners' Forum to seize the momentum and translate the evoked interest and enthusiasm for UNESCO's work also in new funding commitments. At the same time, the Review found that UNESCO did not dedicate a more extended preparatory time²⁹ before the Forum to engage existing and prospective donors on strengthening existing or establishing new partnerships which could then have resulted in deeper discussions during the Forum.³⁰)

²⁷ These include discussions /negotiations with both bilateral and multilateral partners, as well as private sector partners.

²⁸ Follow-up to Decisions and Resolutions adopted by the Executive Board and the General Conference at their previous sessions. Part III Management Issues. C. Structured Financing Dialogues. 202 EX/5 Part III.C

²⁸ Decisions adopted by the Executive Board at its 202nd Session. 202 EX/Decisions. Part 5.III.C.

²⁹ Such preparatory time failed for the Partners' Forum with it having been announced in June 2018 and held in September 2018.

45. A second important weakness of the Partners' Forum was that it could not explain to prospective new partners in clear and unequivocal terms *how* to engage with UNESCO, i.e. who to talk to and through what type of funding or partnership modality. This made follow-up on the part of Forum participants more difficult.

46. Thirdly, many stakeholders found that the Forum was too densely packed and offered too little opportunity for interaction with UNESCO staff and networking amongst participants. The organizers had attempted to dedicate time for this through a speed-dating event with UNESCO staff. However, most interviewees underlined that this was not done successfully as it did not attract the targeted donor groups (i.e. those interested in funding UNESCO) and instead drew beneficiaries (i.e. those interested in benefiting from or participating in UNESCO programmes).

47. As an open, multi-partner platform, the Forum brought together many different UNESCO partners. This offers the opportunity (i) for UNESCO to broaden its partnership and donor base; and (ii) for participants to connect amongst themselves and identify ways to complement each other's development efforts and work with UNESCO.³¹ It also offers UNESCO the opportunity to emphasize its C/5 Programme, converge its partners around the implementation of this Programme and advocate high-level, unearmarked funding of its Programme.

48. The biggest risk, however, lies in the size and scope of the event and the multiplicity of participants which hamper a constructive and formative dialogue on UNESCO's funding situation and needs.

³⁰ Similarly, some key informants note that UNESCO could request feedback from existing partners on the cooperation modalities and processes and reflect on and present during the Partner Forum improved modalities and processes.

³¹ This was also the intent of the Partners' Forum, but it is unclear to what extent this objective has been realized.

Figure 2. SWOT-analysis of the Partners' Forum

Strengths

- Platform to convey UNESCO's story, objectives, value-added, results, and range of different and successful (financial and non-financial) partnerships.
- An open, multi-actor platform, i.e. not limited to UNESCO's Member States
- The number of people and organizations that UNESCO is able to convene.
- Highlight the transversal, intersectoral nature (i.e. encompassing multiple Programme Sectors) of UNESCO's work
- Platform to give UNESCO partners visibility

Weaknesses

- Too little preparatory time to mobilize participants and discuss & negotiate cooperation and funding prior to the Forum
- Lack of an organization-wide partners database and limited research/analysis on potential partners interests (i.e. that would allow to develop a more tailored approach to promote specific topics to relevant partners,
- No or limited attention to funding needs before and during the event
- Financing objective of the conference was not made clear by UNESCO from the outset (ambiguous language)
- No clear financing dialogue
- Too little opportunity for interaction & networking – too formal a setting.
- Speed dating purpose was not seized or misunderstood
- Entry points for discussion and different modalities of engagement were not clear to partners
- No space to commit funds / enter into a new partnership
- Too little resources and efforts dedicated to follow up considering that potential donors do not commit funds based on one single event
- Did not reach all country-level stakeholders (i.e. different ministries, subnational government, private sector).

Opportunities

- To converge all partners to the C/5 Programme
- Build on the success of existing partnerships
- For UNESCO partners to forge strategic partnerships and complement each other's work
- For UNESCO staff – through the joint effort – to refine and converge around UNESCO's corporate narrative / communication
- To develop a narrative about UNESCO's interdisciplinary potential around the Agenda 2030 – open flagships programmes to other Sectors work
- Invite Champions and 'public personalities' and High Net Worth Individuals that raise the profile of the event from around the globe and attract high level participation
- Make it a 'where things happen' event, i.e. including side events, exhibitions, performances, that showcase UNESCO's mandate and programme
- Draw particular attention to funding needs for UNESCO's Global Priorities Africa and Gender Equality

Risks

- The multiplicity of participants, including many non-donors, risks putting discussions on funding and finance in second place
- Attracting the right counterparts, finding the balance among thematic experts and decision makers
- Too broad a scope and lack of depth to mobilize prospective partners and have them commit funding.
- Due to broad scope of discussions, donors and States are unsure which person would be most appropriate to attend the Forum (inadequate person may participate)
- Unbalanced geographic representation³² i.e. too limited focus on potential/emerging donors from Africa, Latin America
- Fast saturation if the Partners' Forum is conducted annually (with the same objective and agenda)
- Maintaining the momentum and attracting participants for similar future events considering participants come with higher expectations to any future event

2.2.3. Decentralized and Thematic Structured Financing Dialogues

49. As said above, as of September 2019, UNESCO is about to organize a series of decentralized Structured Financing Dialogues (often in conjunction with recurrent annual events such as the World Press Freedom Day or the Biennale of Luanda). Five have already been scheduled to take place by the end of the current biennium (see Table 2). UNESCO intends to model these Dialogues after, and incorporate the lessons

³² At the September 2018 Partners' Forum, 68% of participants came from Europe or North-America, 17% from Asia & Pacific, 7% from the Arab States, 5% from Africa and 3% from Latin-America.

learned from, the Partners’ Forum. BSP, in conjunction with the event planner that organized the 2018 Partners’ Forum is currently finalizing the draft of a Partners’ Forum Guide aimed at guiding UNESCO staff in the organization of such events. Ideally, the decentralized forums will build on the strengths of the Partners’ Forum, seizing opportunities while mitigating its weaknesses and risks. The key informants furthermore point to the following opportunities and risks specific to the decentralized and thematic nature of the envisaged Structured Financing Dialogues – see Figure 3.

50. That being said, as none have been organized at the time of the Review, the below SWOT analysis is somewhat based on expectations and assumptions, rather than on evidence. The Review team has therefore deliberately chosen to present the prospective outcomes of such an exercise as opportunities and risks as the actual strengths and weaknesses cannot yet be determined.

Figure 3. Analysis of Opportunities and Risks of the upcoming Decentralized/Thematic Structured Financing Dialogues

Opportunities	Risks
<ul style="list-style-type: none"> – Focus on a specific region or theme which will make it more palatable and interesting for a specific group of (prospective) partners and potential donors who are interesting and willing to invest in a specific region/theme – To deepen existing or create new partnerships including line-ministries, subnational governments, foundations, civil society organizations, academia, and High Net Worth Individuals in UNESCO Member State countries, as well as regional (economic) cooperation organizations. – To consciously draw on alignment between UNESCO’s C/5 Programme with evolving political priorities and on-the-ground realities, and allows increased focus on culturally sensitive aspects – allows for UNESCO to draw particular attention to its Global Priorities Africa and Gender Equality – Inter-disciplinary approaches can ensure entry points and attention to topics that are less attractive to funding and typically under-funded programmes e.g. knowledge societies – Can be organized around existing events (cost-efficiency) where the focus is on the theme and on UNESCO’s global leadership 	<ul style="list-style-type: none"> – Mobilization of earmarked funding by the very nature of the event, namely a focus on a specific region or theme – Lack of focus on ‘One-UNESCO’ i.e. UNESCO’s Programme Sectors and Field Offices to promote their own flagship programs and initiatives without sufficient coordination and focus on aspects of interdisciplinary and sharing of resources – Overburden UNESCO staff in having to organize or contribute to multiple Structured Financing Dialogues. – Lack of geographical balance – Lack of thematic balance, i.e. achieve adequate attention for important priorities that are less attractive topics for donors and usually underfunded – Determination of destination/theme may enhance donor-driven decisions (i.e. focus on topics that attract much attention and appeal to donors rather than those that require funding, even if less attractive to donors). – Thematic SFD could exacerbate competition between and within the different Programme Sectors to focus on a specific theme

2.3. What is each modality's adequacy for attracting different kinds of funding, for different kinds of activities, for what kind of partners/donors?

51. As noted in the introduction, it is not expected for Structured Financing Dialogues to have had a direct and measurable impact on the quality and quantity of funding of UNESCO yet. In any event, no hard data exists to this end. This review question can therefore not be answered based on experience, but on reasoning about its causal logic.

52. The Strategic Financing Dialogue in the Executive Board can address both the Assessed and Voluntary Contributions of Member States. The Partners' Forum and Decentralized Structured Financing Dialogues allow for discussions on Voluntary Contributions from all possible public, private and civil society partners (see Figure 4).

53. The Review found no reasons, for none of the modalities, that they can only cover funding for some type of activities. In other words, discussions on Voluntary Contributions can cover all different types of activities that UNESCO partakes in, i.e. norm-setting, policy advocacy, capacity building and on-the-ground programme implementation.

Figure 4. Each modality's adequacy for attracting different kind of donors & funds

	Executive Board SFD	Partners' Forum	Decentralized / Thematic SFD
Assessed Contributions	√		
Voluntary Contributions	√	√	√
Type of Donors	Member States	<ul style="list-style-type: none"> – Member States – Subnational governments – Regional (economic) organizations – UN agencies – International Financial Institutions – Grant-making foundations – Private companies – Well-funded NGOs and CSOs – High-Net Worth Individuals 	

2.4. To what extent does each modality help UNESCO achieve each of the Structured Financing Dialogue principles?

54. Here again, the Structured Financing Dialogues within UNESCO do not offer enough experience and evidence to answer this question. The interviews do offer indications. This sections reviews each of the five principles.

2.4.1. Alignment and flexibility

55. Alignment means that mobilized resources correspond to the priorities and actions of UNESCO's C/5 Programme. Flexibility involves lower levels of earmarking and UNESCO's ability to freely deploy resources to address funding gaps in the Programme. Most key informants recognize the importance of these two principles, but also their difficulty in guiding Voluntary Contributions.

56. Donors have their own (political) interests and priorities and are often more heterogeneous than often assumed (see Textbox 2). It is only when (i) UNESCO's and the individual donor's interests and priorities are aligned; and (ii) UNESCO has the trust of the donor to deliver on these interests and priorities within its C/5 Programme that a donor will offer untied or only lightly earmarked funding for the C/5 Programme.

Textbox 2. Donors' multiplicity

This Review (and most UNESCO documentation on resource mobilization) often refer to 'Member States' as homogenous entities which gives the impression that these are single-headed entities. They often are not. From a single Member State, Voluntary Contributions can stem from different line ministries (e.g. Finance, Foreign Affairs, Education, Culture, and Science), bilateral donor agencies and different levels of government (national, provincial and municipal).

57. There are some positive signs to this end. Most notably, the Nordic countries' funding of Sciences or Education portfolios. The Programme Sectors do however not discern – for now and at a sector-level – that there is a trend of closer alignment and greater flexibility of funding.

58. Several key informants noted that mobilizing more untied or lightly earmarked funds is a 10 – 15 year process in which donors' trust in the Organization is built through (i) a convincing narrative on UNESCO's contribution to the 2030 Agenda (see Textbox 3), (ii) evidence that UNESCO can deliver on this narrative; and (iii) responsiveness to

the reporting requirements of the donor (as shaped by their own domestic / internal accountability demands). The Partners' Forum – as the most well-developed component of the SFD – can be conceived as one step to that end (or in this journey).

Textbox 3. 2030 Agenda for Sustainable Development Goals

The convergence of the international development community to the 2030 Agenda for Sustainable Development and the associated Sustainable Development Goals is considered by most key informants as an opportunity to achieve greater alignment between the interests and priorities of UN agencies and (bilateral) donors. UNESCO is currently addressing how it can best contribute to the 2030 Agenda in the formulation of its next Medium-term Strategy (for the period 2022-2029). This strategic work may thus be as (if not more) important to promote alignment and flexibility than the Structured Financing Dialogue per se. A topic which will be further discussed in this report.

59. UNESCO staff are however critical on the extent to which the current C/5 Programme can function as a resource mobilization tool. They deem it too large in scope and too complex to read for external partners to serve as an effective guide. On the other hand, the C/5's broad scope and high-level results make it rather easy to justify Voluntary Contributions in terms of their alignment with the C/5.

60. Some UNESCO staff note that neither the C/5 nor the funding gaps currently drive the Programme Sectors' and Field Offices' resource mobilization efforts. This is much more opportunistic – responding to political developments in the field and in donor countries / organizations. This is recognized in the UNESCO Resource Mobilization Strategy which observes a tension between delivering the C/5 Programme and on-the-ground realities '*which are highly fluid, often impacted by crisis and transition situations, and the evolving policies and priorities of key partners and stakeholders*'.³³

61. In short, the Structured Financing Dialogue (and each of the three modalities) can contribute to mobilizing funds which are more aligned and flexible. This requires:

- clarity about UNESCO's interests, priorities, expected results and strategy;
- alignment between UNESCO's and donors' interests, priorities and expected results;

- evidence that UNESCO can deliver on these interests and priorities within its C/5 Programme;
- Cooperation and reporting modalities that are responsive to the partners' (reporting) needs.

62. The Secretariat is aware of these requirements and expends continuous efforts to improve the enabling environment for resource mobilization, including (amongst others):

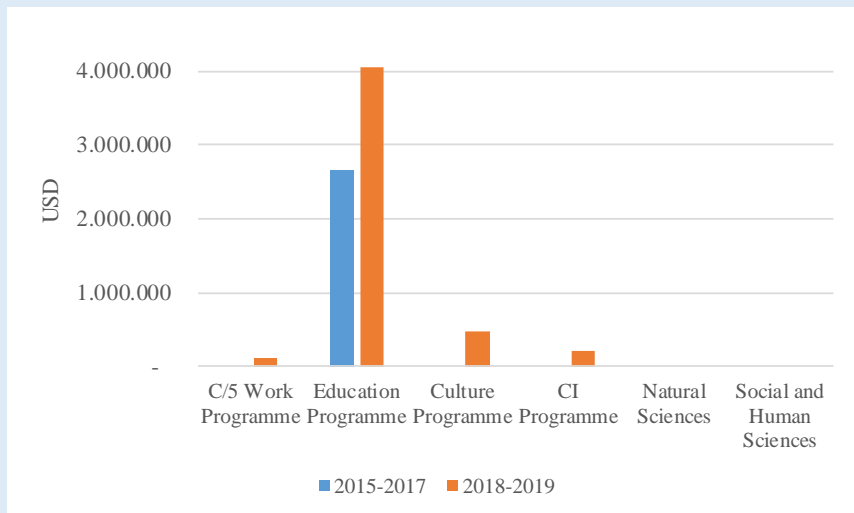
- aligning its new Medium-Term Strategy for 2022-2030 to the 2030 Agenda for Sustainable Development;
- opening special accounts for untied Voluntary Contributions either at the C/5 Programme or Major Programme level – see Textbox 4;
- simplify procedures and processes for handling Voluntary Contributions.
- promoting and resourcing³⁴ Field Office Resource Mobilization Plans;
- establishing dedicated staff positions for Resource Mobilization in the field and training of staff on resource mobilization;
- improving the Organization's financial systems to monitor funding per Expected Results, Major Programme and Field Office.

³³ Source: 202 EX/5.INF.2. Follow-up to Decisions and Resolutions adopted by the Executive Board and the General Conference at their previous sessions. Part III Management Issues. Draft Resource Mobilization Strategy for 2018-2019.

³⁴ UNESCO created a separate US\$ 4.4 million budget envelop under the C/5 Programme and Budget for support to Field Offices for resource mobilization. In addition, 5 regional resource mobilization experts are currently under recruitment and meant to help Field Offices in their resource mobilization.

Textbox 4. UNESCO special accounts for Voluntary Contributions

To enable untied or lightly earmarked contributions, UNESCO established special accounts for Voluntary Contributions to the C/5 Programme and the Major Programmes. These special accounts are starting to attract funds – but it is early in time to identify some trend in their usage.



Source: UNESCO

2.4.2. Predictability

63. Predictability entails multi-annual commitments from donors which reduces the Organization's financial vulnerability and allows UNESCO to engage in forward-planning of programs and activities. There are and, over the years, have been partners which make multi-annual commitments, including Member States such as the People's Republic of China, the United Kingdom and Sweden, and some private foundation such as the Office of Her Highness Sheikha Moza bint Naaser and the Hamdan Bin Rashid Al-Maktoum Award for Distinguished Academic Performance.

64. The discussions over the last few years around the Structured Financing Dialogue may have contributed to some of the more recent commitments. As said, given the short

³⁵ Excluding UNESCO management and staff participation

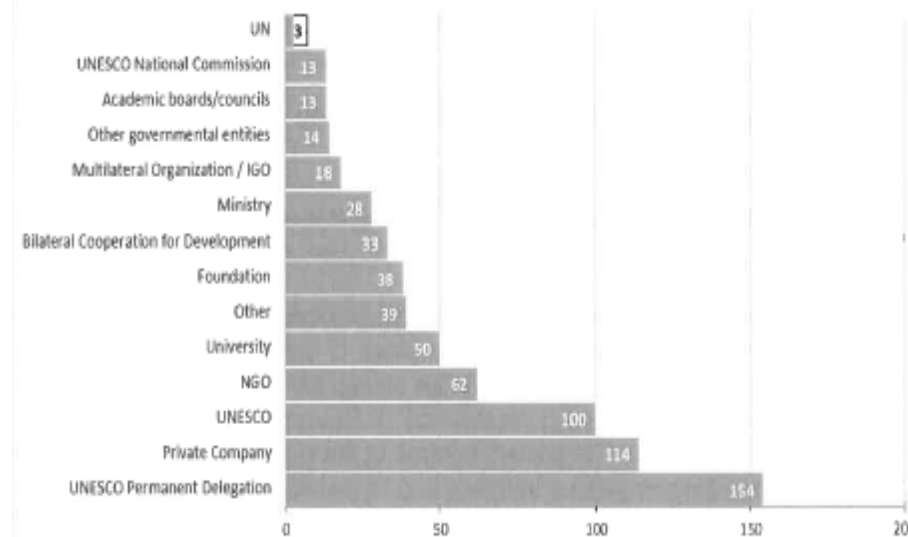
timeframe since the establishment of the SFD, the Review did not conduct a financial analysis of UNESCO's funding to ascertain whether a positive trend can be discerned in this respect. Key internal informants did not yet observe a notable change.

65. It is also not entirely in UNESCO's hands. Donors' ability to make multi-annual commitments depends – first and foremost – on their internal budgetary and political decision-making cycles which can vary from anywhere between one and four years.

2.4.3. Broadening the donor base

66. The Structured Financing Dialogue is also meant to reach out to new donors and thus reduce the Organization's dependency on a limited number of donors. The Partners' Forum 'opened up UNESCO' and brought over 650 representatives³⁵ of Member States, UNESCO National Commissions, international organizations, foundations, private companies, NGOs and academia to UNESCO (see Figure 5).

Figure 5. Estimated number of participants to the Partners' Forum by category



Source: Follow-up to Decisions and Resolutions Adopted by the Executive Board and the General Conference at their Previous Sessions. Part II. Management Issues. 206 EX/5.II.B.

67. The challenge for UNESCO is to follow-up with these participants – or at least the most likely prospective partners and/or donors – build on the success of the Forum and forge new partnerships. Key informants noted that the envisaged decentralized and thematic Structured Financing Dialogue offer good opportunities to that end as – by design – they are more focused and should provide an easier platform to forge new partnerships around specific themes or programmes. (The counterargument to this is that the decentralized and thematic Structured Financing Dialogues may attract – again by design – more targeted, earmarked, funding. UNESCO can limit this by promoting large, flagship programmes with interdisciplinary dimensions and request programme-level funding.)

68. The broadening of the donor base remains work in progress. Several key informants noted that a sign of success would be when more private sector partners, including High-Net Worth Individuals, and Middle-Income Countries would start partnering and funding with UNESCO. The potential of which – according to these informants – remain underutilized.

2.4.4. Transparency

69. Finally, the Structured Financing Dialogue is to promote transparency by providing the full picture of how the C/5 Programme is resourced and delivered, and where the funding gaps lie. The most recurrent criticism amongst participants of the Partners' Forum was that it was not dedicated to a Structured Financing Dialogue. It did not contain a dedicated session in which the participants could learn about the financial situation and funding gaps of UNESCO and enter into a constructive, formative dialogue on it. The Partners' Forum did not help UNESCO achieve this principle of the Structured Financing Dialogue.

70. In contrast, the Integrated Budget Framework – which was prepared for the first time for the 39 C/5 Programme and tabled at multiple informal and formal meetings of the Executive Board³⁶ – offers Member States insight in all Assessed and Voluntary Contributions, as well as the Funding Gap. It offers the tool for UNESCO (i) to communicate, and inform Member States, about the available funding and the remaining funding gap for the C/5 Programme, the ongoing resource mobilization

efforts, and the likely funding sources for closing the funding gap; (ii) offer full transparency to the Member States on how the C/5 Programme is resourced and which programmes receive Voluntary Contributions ; and (iii) hold the Secretariat accountable for its resource mobilization efforts and results.

2.5. To what extent are the current modalities effective in coordinating the dialogue with different types of partners and strengthening longer term strategic partnerships?

71. The Partners' Forum offered a platform to start discussions with new partners and invigorate existing partnerships. The Secretariat conducted several side-meetings, both with potentially new and existing partners (see Figure 6). The Partners' Forum also included speed-dating sessions in which Forum participants and UNESCO staff were brought together for 10-minute, informal exchanges. The speed-dating concept was welcomed by the participants, it more or less failed however in the execution. Amongst others, requested meetings were not organized, people were assigned timeslots when they participated in panel discussions, and UNESCO staff were at times unprepared (i.e. did not have preliminary information about the partners specific field of work and interests). The potential of these speed-dating sessions was thus not realized.

72. Most key informants agreed however that separate bilateral consultations remain key as they allow for dedicated, in-depth and tailored discussions on priorities, intentions, results, modalities, conditionalities, nature of voluntary contributions and reporting requirements which form a prerequisite for most donors to commit their funds.

73. In short, the Partners' Forum in principle offered an additional means to connect with (prospective) partners and forge or deepen relationships. The Decentralized and Thematic Strategic Financial Dialogues carry the same potential. To be successful, it does require meticulous planning and in-depth preparation.

³⁶ Since 2015, The Secretariat engaged with Member States and the Executive Board on the outline, draft, approval and monitoring of the Integrated Budget Framework for the 39 C/5 Programme in both informal and formal Board sessions.

Figure 6 Overview of side meetings with already established and new partners held at the Partners' Forum

Public sector	Type		Multilateral	Type		Private sector	Type	
	Est.	New		Est.	New		Est.	New
Brazil	✓		AfDB	✓		China World Peace Foundation		✓
China	✓		EU	✓		Dronak ³⁷		✓
Germany	✓		World Bank	✓		Hurtigruten ³⁸		✓
Turkey		✓				Marriot Hotels		✓
						Yong Xin Hua Yun	✓	
						Saudi Airlines		✓
						L'Oréal	✓	

Source: UNESCO

2.6. To what extent do the three modalities complement each other?

74. Even though the C/5 Programme constitutes the point of reference for, and thus the linking pin between, all three modalities; the three modalities have thus far been (conceptualized as) separate events. However, the Review identified that there is an opportunity to better establish explicit linkages between the modalities – as they do currently not form part of an overarching strategic process (except that they are all three referred to under the denominator Structured Financing Dialogue). This does not have to be the case as the experience from WHO shows. This will be elaborated upon in Chapters 5 and 6.

2.7. How can the Structured Financing Dialogue be embedded in other forms of engagement with donors and partners?

75. The Structured Financing Dialogue is an instrument to garner financial support for the Organization. It is a means to an end. And whilst (perhaps) necessary, it is not sufficient in itself. The interviews indicated that the *conditions sine que non* for effective resource mobilization are (i) a compelling story on the Organization's value-added (to the 2030 Agenda for Sustainable Development); (ii) undergirded by evidence that UNESCO can successfully deliver; and (iii) close alignment with the (political) priorities and interests of donors.

76. Moreover, funding UNESCO constitutes a decision made by an individual donor. This decision rests on an assessment of UNESCO's mandate and reputation, whether UNESCO can deliver and the donor's own priorities, interests, risk profile and opportunity costs. In making this assessment, the donor will generally wish to engage in an in-depth, one-on-one dialogue with UNESCO. Most key informants noted that bilateral consultations are paramount for effective resource mobilization. In other words, bilateral consultations are – and are likely to remain – the principal means to mobilize funds.

77. Resource mobilization is furthermore devolved to the Programme Sectors, Field Offices and Category 1 Institutes with the Bureau of Strategic Planning playing a coordination role. For that purpose, Programme Sectors and Field Offices prepare resource mobilization Action Plans which are linked to the C/5 Programme but also '*respond to emerging issues and opportunities on-the-ground*'. The Action Plans are a '*tool for assigning responsibility for engagement with targeted donors and the internal monitoring of progress [in resource mobilization]*'.³⁹

78. Several key informants also highlighted the new UN Funding Compact and the central role of the United Nations Residence Coordinator in fundraising for the implementation of the United Nations Sustainable Development Cooperation Framework (UNSDCF)⁴⁰. Others stressed the need for UNESCO to make better use of

³⁷ Spain-based producer of drones

³⁸ Norwegian cruise company

³⁹ Source: 202 EX/5.INF.2. Follow-up to Decisions and Resolutions adopted by the Executive Board and the General Conference at their previous sessions. Part III Management Issues. Draft Resource Mobilization Strategy for 2018-2019.

⁴⁰ See General Assembly Resolution 72/279 : UNSDCF is the most important instrument for planning and implementation of the UN development activities at country level in support of the implementation of the 2030 Agenda for Sustainable Development (2030 Agenda). It was renamed from the previous UNDAF; United Nations development Assistance Framework, which constituted a strategic, medium term results framework that describes the collective vision and response of the UN system to national development priorities and results on the basis of normative programming principles. It describes how UN Country Teams

UNESCO's Permanent Delegations and National Commissions in identifying prospective partners and mobilizing new funding.

79. The Review will seek to answer how the Structured Financing Dialogue can be embedded in such bilateral and UN-level consultations, as well as make use of the Permanent Delegations and National Commissions in Chapter 6 (Conclusion and Recommendation) based on the whole body of evidence and analysis.

will contribute to the achievement of development results based on a common country analysis and UN comparative advantage. Source: <https://undg.org/document/2017-undaf-guidance/>

3. Global Priorities Gender and Africa

3.1. To what extent are UNESCO's global priorities Gender Equality and Priority Africa, reflected in the Structured Financing Dialogue?

In the Executive Board

80. In October 2017, the Secretariat presented to the Board the model for the Structured Financing Dialogue, explaining its purpose, objectives, and the three modalities (as introduced in Chapter 1.4). The Secretariat subsequently informed the Board on the implementation of the Structured Financing Dialogue in the Spring Sessions of the Board in 2018 and 2019 respectively.

81. The Board documents for these three Board sessions do not contain dedicated discussions on the global priorities Gender Equality and Africa. An electronic document search revealed two reflections on the global priorities – both concerning the Partners' Forum, which were supported by several interviews with key informants. The Secretariat reported that:

1. *'the data show a good gender balance among the Forum participants (57% women) while women were less well represented as panellists (36%)⁴¹ - see below for further reflections on the Partners' Forum.*
2. *According to several Member States 'there should have been stronger participation from Africa including foundations and business'⁴².*

In the Partners' Forum

82. The Partners' Forum included a dedicated session on Fostering Sustainable Development, Peace and Security in Africa. Respondents felt that it *'addressed a central problematic issue that face most African countries [and] thoroughly discussed the issues and spelled out the potential role of UNESCO on how to contribute in addressing the issues.'*⁴³

83. An equivalent dedicated session was however not included for Gender Equality, although it was central to the discussions in the Thematic Forum Mobilizing Sciences,

Technology and Innovation for Sustainable Development and Gender Equality. Moreover, relevant project examples on Gender Equality and Africa featured in 8 and 7 Thematic Forums (out of 12) respectively – See Appendix H for an overview.

84. There were 6 (42%) female moderators in the 2 opening Plenary Sessions and 12 Thematic Forums. 3 of the 14 panels (21%) were gender balanced (or had a higher female representation). 5 sessions (36%) were gender balanced when including the moderator in the tally.

85. 8 out of 12 Thematic Forums and 2 opening Plenary Sessions (57%) were moderated by senior managers from UNESCO, including the Assistant Director General for Priority Africa and External Relations. The presence of Gender Equality topics in the different sessions also reflected each Section /Programme Sector's consideration for the priority. Furthermore, some key informants from UNESCO also felt that Gender Equality considerations could have been more consistently applied for the allocation of roles and responsibilities throughout the organization and implementation of the Partner's forum itself.

Decentralized/thematic SFDs

86. The upcoming decentralized and thematic SFDs, by their nature, (especially. the Biennale in Luanda with a focus on Africa in September 2019,) offer welcome opportunities to strengthen the attention to the global Priorities Africa and Gender Equality, and by integrating the lessons learned in this respect from the global partners' Forum.

Conclusion

87. Gender Equality and Priority Africa featured content-wise in the Thematic Forums of the Partners' Forum. For example, although not present during the Forum, the Gender Equality Division was represented in all groups of 'content contributors' in preparation for the Partner's Forum. The Global Priorities received however only cursory mention in the Executive Board documentation on the Structured Financing Dialogue. Furthermore, despite the efforts made in preparation of the meetings, such as through

⁴¹ Source: Follow-up to Decisions and Resolutions Adopted by the Executive Board and the General Conference at their Previous Sessions. Part II. Management Issues. 206 EX/5.II.B

⁴² The number of participants from Africa, Latin-America and the Arab States was relatively low: 3%, 5% and 7% respectively, compared with 17% from Asia and 68% from Europe and North America.

⁴³ Source: UNESCO. Feedback from UNESCO Field Offices on the Partners' Forum

the instructions and guidelines to staff issued by BSP aiming at achieving gender balance among panellists, in terms of representation, the Secretariat did not achieve gender balance amongst the moderators and panellists. Given that the panellists stemmed from outside UNESCO, this may be an indicator of limited gender equality in UNESCO's partner organizations. That being said, in some cases it was simply a result of limited availability of suggested female representatives. . Amongst the staff members selected as moderators, better gender balance could have been ensured, and formal participation of the Director of the Division for Gender Equality as a moderator could have given more visibility to the priority. Limited gender balance amongst support staff providing assistance during the meetings was also perceived by many stakeholders as an area for improvement.

88. Priority Gender Equality and Priority Africa attract (partly) specific donors. As such, they would well qualify for a decentralized or thematic Structured Financing Dialogue as well as a dedicated discussion in the Executive Board. While for Priority Africa, this is already to some extent addressed through a Partners Forum for the African Region that will take place in Luanda in September 2019, this is all the more relevant as both global priorities are allocated a limited operational budget from UNESCO Assessed Contributions and rely heavily on Voluntary Contributions to conduct their work.

4. SFD Management

4.1. Are the expected results and performance indicators of the Structured Financing Dialogue appropriate?

89. The overall objective and expected result of the Structured Financing Dialogue is well-aligned to its original intent. Table 5 recalls – for easy reference – the relevant statements from Chapter 1. The wording of the overall objective of UNESCO's Structured Financing Dialogue overlaps with United Nations General Assembly resolution 67/266.

Table 5. Objective and expected result versus original intent of the SFD

Overall objective: to achieve the sustainable financing of the C/5 Work Programme, making extrabudgetary resources more predictable and less restricted or earmarked, broadening the donor base and improving the adequacy and predictability of resources.

Expected result: to receive commitments from participants on more predictable medium-term cooperation and less earmarked funding.

Original intent: As voiced by the United Nations General Assembly resolution (A/RES/67/226): making non-core resources more predictable and less restricted/earmarked, broadening the donor base and improving the adequacy and predictability of resource flows.

90. Whilst the overall objective and expected result are clearly formulated, UNESCO has not translated this into an explicit Results Framework or Theory of Change for the Structured Financing Dialogue in which the objective and expected results are coupled to performance indicators and targets. This would not be difficult to do as the Secretariat already keeps track of important financial metrics, such as the level, type and source of Voluntary Contributions and the Funding Gap.

91. Establishing a Results Framework or Theory of Change for the Structured Financing Dialogue would allow the Secretariat to better and more transparently measure whether the Organization is moving to higher quality and more sustainable financing of the C/5 Work Programme. This would also allow for a better-informed discussion in the

Executive Board and for the Executive Board to hold itself and the Secretariat accountable for the results.

92. Moreover, an overarching Results Framework / Theory of Change would integrate and expand the Results Framework for the Partners' Forum (see Appendix B). The Review agrees with the Secretariat that success (i.e. higher quality and improved sustainability of financing of the C/5 Programme) cannot be attributed to single events such as the Partners' Forum, but can be the result of a longer term and continuous SFD process. The Secretariat should design this Results Framework / Theory of Change on the basis of what it deems the most adequate timeline and process for UNESCO's Structured Financing Dialogue, taking into account the potential interlinkages between the three modalities and the importance of maintaining bilateral discussions with donors. BSP is best equipped to design such tools as it is most aware of the different dynamics at play in the complex donor settings. Whilst various options could be envisaged, the Review suggests a possible scenario for the future SFD process in Appendix G.

93. A Results Framework with quantifiable performance indicators is however not sufficient. This does not allow for attribution of results to the Structured Financing Dialogue. The Results Framework / Theory of Change should therefore be accompanied by a qualitative inquiry into the reasons and causes for donors to fund (particular programmes of) UNESCO. This could take the form of a succinct and standard questionnaire which donors are asked to fill out (in writing) or respond to (through a telephonic interview) after making a financial commitment.

4.2. Are the resources for the management and coordination of the SFDs adequate and efficiently used?

94. Whilst the coordination of the Structured Financing Dialogue rests with the Bureau of Strategic Planning, its preparation and organization are a collective effort of many staff within UNESCO. The Bureau of Strategic Planning estimates that close to 250 staff were actively engaged in preparing, organizing and implementing the Partners' Forum⁴⁴. The preparation of the Integrated Budget Framework also requires programme staff to estimate the required financial resources and the funding gap to achieve the expected results. Some interviewees have noted that the methodology used

⁴⁴ Source: Follow-up to Decisions and Resolutions Adopted by the Executive Board and the General Conference at their Previous Sessions. Part II. Management Issues. 206 EX/5.II.B

to date to calculate the funding gap was not consistent throughout the Organization, meaning it could vary from one Sector to another. This reveals how the definition of the funding gap is interpreted differently within the Organization and how some further explanations may be needed. This is particularly important to ensure a homogeneous outlook to resource mobilization across the Organization (given that all staff bear some responsibility in this) and the accuracy of the figures UNESCO is requesting. To address this issue, BSP is in the process of developing dedicated guidelines on how to undertake this,

95. Resource mobilization is a devolved responsibility and integral part of the job descriptions of all senior-level staff. While BSP has a coordinating role and each Programme Sector adopted its own modalities to improve their fundraising strategies, such as having a dedicated staff for resource mobilization. Nevertheless, the level of seniority (from P4 to D2), decision-making power and fundraising expertise of staff varies considerably from one Sector to another. In this regard, the most advanced Sector is certainly the Social and Human Sciences Sector that includes since 2018 a dedicated Director for Partnerships and Outreach. That being said, the division of labour between BSP and these entities remains somewhat unclear, which may result in parallel contacts vis-à-vis donors. Further clarity as to the responsibilities, coordination and how to undertake resource mobilization is therefore required.

96. The Secretariat has thus far been able to organize the Executive Board discussions on the Structured Financing Dialogue and the Partners' Forum. Moreover, UNESCO is currently hiring 5 regional resource mobilization specialists to support Field Offices in their resource mobilization efforts. These can also be dedicated to help organize the envisaged decentralized Structured Financing Dialogue.

97. Having said that, many evaluations point out that UNESCO programmes are understaffed. Resource mobilization and organizing the Structured Financing Dialogue comes on top of successfully implementing UNESCO's programmes (which itself is a precondition for successful resource mobilization). It went beyond the resources of this Review to assess and pass judgement on the workload of staff and whether the overall level of staff resources is adequate for programme implementation and resource mobilization. The Review recognizes however that resource mobilization and the Structured Financing Dialogue take significant time and staff resources.

98. Whilst the Secretariat may be adequately staffed, it has very limited financial resources to partly finance the costs for organizing resource mobilization events such

as the Partners' Forum. As stated in Chapter 1, for now, these events are primarily funded through Voluntary Contributions with a limited contribution from Regular Programme Funds dedicated to 'Support for field office resource mobilization'. The Partners' Forum was funded by the Government of Sweden and – for the Arabic translation – by the Sultan Bin Abdulaziz Al-Saud Foundation. The Secretariat also used funds from the resource mobilization budget available for the Field Offices. The latter will also be tapped into to organize decentralized Structured Financing Dialogues. With USD 4.4 million, this is however a limited budget, meant to fund the five regional resource mobilization experts mentioned above and support the Field Offices in their resource mobilization efforts (*inter alia* they are in principle not meant for funding the Structured Financing Dialogue).

99. With Member States approving the C/5 Programme and Budget with a Funding Gap, it would seem adequate to take into consideration enabling the Secretariat to close this gap by allocating an appropriate budget in the C/5 from the Regular Programme Resources for mobilizing mobilize resources in general and organizing the Structured Financing Dialogue specifically.

4.3. How can lessons learned from the Structured Financing Dialogue help shape UNESCO's Comprehensive Partnership Strategy?

100. A key lesson from this Review is that (public or private) donors fund and/or engage with UNESCO because it meets *their strategic interests and priorities* and *complements their capacity and skills*. Donors therefore need to be made fully aware and gain a deeper understanding of *UNESCO's strategic objectives and the potential complementarities with their own interests and priorities*.

101. At the same time, it is key for UNESCO to better understand and identify the motivation, priorities and interests of potential donors in funding UNESCO's work. Relevant guidelines to be developed for the implementation of the Updated Comprehensive Partnership Strategy should emphasize that preparation for the SFD needs to include both, clear communication and information about UNESCO as well as more in-depth research about potential partners; and donors' strategic priorities and objectives in preparation for upcoming SFD events, in order to be able to focus the exchange and steer discussions around common interests.

102. Its acknowledgement would also provide a further argument for clearly laying down how UNESCO contributes to the attainment of the Sustainable Development Goals. The 2030 Agenda for Sustainable Development and the associated Sustainable

Development Goals increasingly form the frame in which development partners formulate their objectives. As such, the SDGs offer a better entry point and means to identify common objectives with partners than UNESCO's own C/5 Programme and the expected results included therein.

5. Comparison with UN sister organizations

5.1. How does the UNESCO practice of Structured Financing Dialogue compare with those in other UN entities?

103. To answer this question, the Review looked into the Structured Financing Dialogue of WHO, UNDP, UNFPA and UNICEF. Section 5.1.1 describes the content, structure and organization of the Structured Financing Dialogue at these organizations. Section 5.1.2 offers a qualitative assessment of these Structured Financing Dialogues and the funding trends by the Review's key informants from these organizations. Section 5.1.3 concludes on the above Review question.

5.1.1. Content, structure and organization of the Structured Financing Dialogue at UN sister organizations

WHO

104. The WHO organized a comprehensive Structured Financing Dialogue between 2013 and 2016. After a change in leadership, it changed course. The next two subsections describe the situation before and after 2016 respectively.

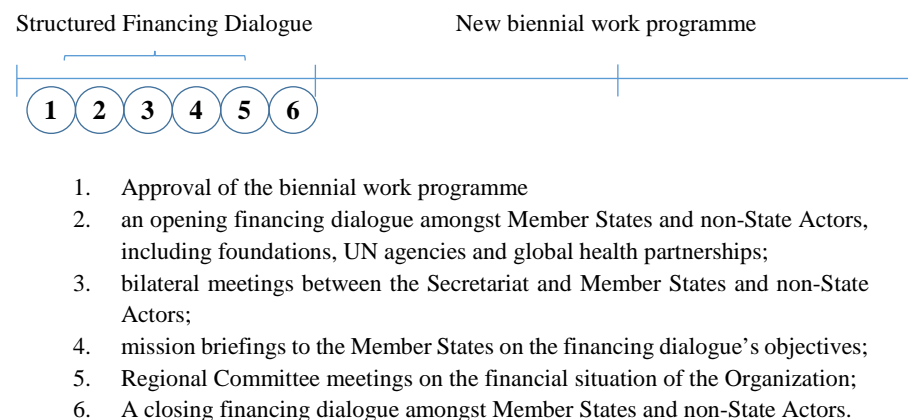
2013-2016

105. Between 2013 and 2016, WHO conducted a Structured Financing Dialogue process – an integrated series of events and activities following the approval of the biennial Work Programme and before the beginning of its implementation. Figure 7 shows the timeline and activities of WHO's biannual Structured Financing Dialogue graphically.

106. Like in UNESCO, the Structured Financing Dialogue was based on an Integrated Budget Framework (encompassing both Assessed and Voluntary Contributions) and guided by the principles of improved alignment, flexibility, broadening the donor base and transparency. The Integrated Budget Framework shows the Funding Gap per major programme and field office and distinguishes between flexible and earmarked funding. The Dialogue covered, amongst other, the financial

situation of WHO, its funding needs, the SDGs⁴⁵, resource mobilization efforts and accountability and funding of health emergencies.⁴⁶

Figure 7. WHO's Structured Financing Dialogue between 2013 and 2016



Source: PWC. WHO Financing Dialogue Evaluation. Final Report. 2014

107. A 2014 Mid-Term Review found that *'the financing dialogue reinforces the new [Work Programme] as an important resource mobilization tool. The new level of detail [of this Work Programme] creates an incentive to align funding to the [Work Programme].'*⁴⁷ The review also concluded that the Structured Financing Dialogue:

- was not embedded in an organization-wide resource mobilization vision, strategy and effort;
- emerging economies and non-state actors were insufficiently engaged;
- set-up of the two financing dialogues with Member States and non-State Actors was too formal (and too similar to WHO's regular governing body meetings).

108. WHO also noted that the Structured Financing Dialogue was heavy on governance and organization and a slow-moving process.

⁴⁵ In the second round of the Structured Financing Dialogue in 2015.

⁴⁶ Source: WHO PowerPoint presentation to UNESCO on its Structured Financing Dialogue.

⁴⁷ Source: PWC. WHO Financing Dialogue Evaluation. Final Report. 2014

After 2016

109. A new leadership team discontinued the Structured Financing Dialogue in favour of a more indirect expected to be more effective – approach to resource mobilization. The new approach (which is not guided by a formal strategy) practically consists of three parts. First, a reframing of the purpose, objectives and key impact indicators of the Organization (including close linkage to the 2030 Agenda for Sustainable Development and the Sustainable Development Goals). Second, making the investment case for donors: if you invest in WHO, you will achieve these specified results. Third, an emphasis on bilateral dialogues with individual donors which allows a donor-specific approach as well as reaching out to all relevant prospective donors (internationally and nationally, public and private sector). For each donor, WHO prepares a Donor Engagement Plan.

110. On instigation of Sweden, WHO organized – for the first time – a Partners’ Forum in April 2019 (with a similar intent and set-up as UNESCO’s Partners’ Forum, although organized away from Headquarters in Stockholm). This Partners’ Forum was followed the next day by a meeting of the Top 30 public and private donors of WHO for an informal dialogue on the financing of WHO and with the aim to increasing the lightly earmarked and unearmarked funding of the Organization. Like in UNESCO, there was no organized and dedicated follow-up to the Partners’ Forum or the donor-meeting.

111. As noted above, WHO has turned to bilateral dialogues which (i) more and more take place in capitals (including all relevant line-ministries) and at donors’ headquarters (rather than in Geneva); (ii) are organized as true dialogues (with short presentations and lots of discussion); (iii) emphasize results and donors’ return on investments; (iv) recognize the importance of personal relationship-building; and (v) meant as co-creation processes of partnership programmes. Despite its focus on bilateral dialogues, WHO still sees a need for multilateral dialogues to foster a common view on the global (health) priorities.

112. Like UNESCO, resource mobilization is a devolved responsibility and rests with programme and field office staff. A central team of ca. 16 professional staff coordinate the Organization’s resource mobilization efforts (both for the biannual Work Programme and health emergencies).

UNDP

113. For the Structured Financing Dialogue, UNDP organized two informal and one formal Executive Board session per year. These sessions take place between June (when UNDP presents its Annual report to the Board) and September (when next year’s programme and budget is tabled). The sessions take the form of information meetings and seek to raise awareness amongst Member States about the importance of core high-quality funding. UNDP explains the programme and budget principles and lays down the financial situation, including the funding gap at an outcome level. The last years, the Board discussed extensively how UNDP should deal with (or reverse) decreasing core funding.

114. Resource mobilization is decentralized within UNDP and mainly takes place at the programme and country level. A central unit at headquarters offers overall coordination. It contains four and six professional staff respectively for managing financial institution and bilateral relationships – they conduct annual consultations with the main donors. Two persons (part-time) prepare the Structured Financing Dialogue in the Board.

UNFPA

115. UNFPA revitalized the Structured Financing Dialogue in 2017 when it became part and parcel of every Board session – either as an informal meeting (3 times per year) or a formal board agenda (once a year). These discussions were pushed by Sweden and Egypt who helped the Secretariat in preparing the Dialogue, briefing the Member States beforehand and guiding the discussions during the Board sessions. The discussions centred around UNFPA’s value added, impacts and prevailing funding gaps. The funding gaps have so far been defined at the outcome level. Next year, UNFPA will present the funding gap at a programme-level and in real-time. UNFPA has a separate division for resource mobilization who maintains daily relationships with donors. The preparation and conduct of the Structured Financing Dialogue is a corporate undertaking whilst managed by three professional staff (for part of their time).

UNICEF

116. In 2014, UNICEF introduced a Structured Financing Dialogue in its Executive Board. In an annual informal session in August and an annual formal session in September, the Secretariat informs on, and the Executive Board discusses, the

programmatic results achieved, the resources mobilized, the remaining funding gap (per major programme), and the opportunities and strategies for further resource mobilization (including on possibilities to broaden the donor base). The discussions are guided by the Secretariat and a couple of champions amongst Member States and National Commissions for higher quality funding of UNICEF.

117. The two Board sessions take the form of information meetings – there is no specific call to action. The act of resource mobilization continues to take place through bilateral meetings with individual donors. UNICEF has dedicated divisions for resource mobilization amongst Member States and the private sector respectively. They have approximately 150 staff specifically dedicated to this task. It is interesting to note, it is the only one of the four UN agencies interviewed to have clearly separate strategies for the different donor target groups (i.e. Member States, private sector companies, individuals).

5.1.2. Qualitative assessment of the Structured Financing Dialogue and Funding Trends

118. In WHO, the Integrated Budget Framework enhanced financial transparency and the Structured Financing Dialogue contributed to increased predictability of funding. Whereas for the 2010-2011 biennium, 52% of the Work Programme was funded at the start of the biennium; in 2017, before the 2018-2019 biennium, this was approximately 82%. The Dialogue has not demonstrated any measurable impact on any of the other Structured Financing Dialogue principles.

119. UNDP experienced a rise in funding levels over the last years in which all funding types (core, cost-sharing, pooled funds, thematic funds, vertical funds and direct grants from international financial institutions) have gone up in nominal terms. Cost-sharing (or earmarked) funds remain the bulk of UNDP's resources. UNDP notes however that the Structured Financing Dialogue creates transparency and should allow, over time, for better alignment. It provides however no guarantee for generating more and more flexible funding.

120. UNFPA is 100% funded through Voluntary Contributions. Over the last decade, the proportion of core (untied) funding decreased from 100% to 30%. The Structured Financing Dialogue seeks to reverse this trend, both by raising awareness on UNFPA's reliance on Voluntary Contributions and sharing UNFPA's results in the field.

121. For UNICEF, the core funding is decreasing, and the earmarked funding is increasing: *Donors are putting more conditionalities and resort increasingly to the notion of 'payment by result'*. UNICEF can point however to positive examples where donor funding is committed to high-level, flagship programmes, giving UNICEF more leeway into how to spend these funds within these programmes. UNICEF recognizes that trust in the organization is key to mobilizing more lightly earmarked funds. Strategic focus is also considered important although difficult for UNICEF which currently has ten main thematic priority areas and funding pools.

5.1.3. Conclusion

122. The Structured Financing Dialogue practice differs markedly between UNESCO, WHO, UNDP, UNFPA and UNICEF. WHO abandoned (a comprehensive) Structured Financing Dialogue and focusses on telling its story, relaying its impacts and investing in bilateral relations. UNDP, UNFPA and UNICEF have managed – better than UNESCO – to engage in an active and ongoing dialogue with the Member States in their respective Executive Boards. Even though it fails on a structured and action-oriented follow-up in all four instances, UNESCO can build on these experiences and include the good practices into its own Structured Financing Dialogue. This Review makes recommendations to this end in Chapter 6.

6. Conclusion and Recommendations

6.1. Conclusions

123. As stated in the introductory chapter, the Structured Financing Dialogue *'is to achieve the sustainable financing of the programme agreed to by UNESCO's Member States, making extrabudgetary resources more predictable and less restricted or earmarked, broadening the donor base and improving the adequacy and predictability of resource flows.'*⁴⁸. The expected results is *'to receive commitments from participants on more predictable medium-term cooperation and less earmarked funding'*⁴⁸. The Review concludes in particular from informant interviews with UNESCO management and staff that despite overall good progress made it did not reveal an unequivocal change to this effect. The Funding Gap for the upcoming 40 C/5 Programme is estimated to be 30 % of the integrated budget framework for the 2020-2021 biennium (i.e. the funding gap would be USD 453.9 Million, regardless which of the three potential budget scenarios presented in the draft 40C/5 is retained). UNESCO's Structured Financing Dialogue is therefore still *work in progress*.

124. The Integrated Budget Framework offers transparency to Member States on how the C/5 Programme is resourced and which programmes receive Voluntary Contributions. The Executive Board discussion enables Member States to be informed about, hold themselves and the Secretariat accountable for, and discuss opportunities for resourcing of the C/5 Programme. The Partners' Forum allows UNESCO to showcase its value-added (in implementing the 2030 Agenda) and successful partnerships and mobilize a multiplicity of (prospective) international, regional and local partners around the Expected Results and Main Lines of Action of the C/5 Programme. The decentralized and thematic consultations enable UNESCO to expand this outreach even further and reach out to regional (economic) organization, line-ministries, subnational governments, foundations, private companies and civil society. The Partners' Forum in September 2018 demonstrated UNESCO's convening power and the increasing global interests in the mandate of the Organization.

⁴⁸ Follow-up to Decisions and Resolutions adopted by the Executive Board and the General Conference at their previous sessions. Part III Management Issues. C. Structured Financing Dialogues. 202 EX/5 Part III.C

⁴⁹ i.e. the upcoming Partners Forum in Africa organized in the context of the Pan African Forum for the Culture of Peace (Luanda, Angola) is seized as an opportunity to concretize long standing discussions with

125. At the same time, the Review found that UNESCO's Structured Financing Dialogue is still insufficiently embedded in a concise, understandable and evidence-based corporate narrative on how UNESCO contributes to the implementation of the 2030 Agenda. Furthermore, the three modalities are not perceived as consistently and systematically interlinked and the full potential of complementarities among the three modalities are still to be further explored.⁴⁹ Indeed, they currently do not form part of a structured process in which each event logically and purposefully builds on the previous multilateral or bilateral dialogues. Some initiatives, however, point towards good practice. Although not formally part of the SFD, the bilateral and group discussions with Nordic donors in their respective annual meetings can inspire the evolving SFD, as they allow UNESCO to maintain a long-term relationship and discuss funding opportunities in between larger-scale meetings. However, this does not seem to be done systematically with all donors, at least not yet. The implementation of the SFD lacks a purposeful and substantive dialogue on the funding of the C/5 Programme (both overall and the major programmes). In its present form, the Structured Financing Dialogue is considered unlikely to receive substantive commitments from existing and prospective donors on more, more predictable and less earmarked funding and achieve the sustainable financing of the C/5 Programme.

6.2. Recommendations

126. In moving forward the Review presents seven recommendations - to be considered by the UNESCO Senior Management and the Executive Board - on how UNESCO can further continue by strengthening and optimizing the current modalities of the Structured Financing Dialogue to meet its objectives. These recommendations are based on the analysis of the identified strengths, weaknesses, opportunities and risks of the three modalities of UNESCO's Structured Financing Dialogue, as well as the comparison with the experience of Structured Financing Dialogues of other UN agencies, i.e. WHO, UNDP, UNFPA and UNICEF. These recommendations take into consideration that:

- The next C/5 Programme and Budget goes into effect on 1 January 2020 – just over two months after the Executive Board discusses this Review,

an African country on a substantial commitment for STI capacity building, by embedding a signing ceremony of the agreement in the event itself.

leaving little to no time to effect changes *before* the start of the next biennium.

- The Secretariat is currently preparing the new Medium-term Strategy for the Organization which will cover the years 2022 – 2029 which provides an opportunity for establishing an enabling environment for the implementation of the recommendations.
- UNESCO organized an – in many respects highly successful – Partners’ Forum in September 2018. It will be challenging to create a similar momentum and mobilize the same enthusiasm amongst partners (and staff) for a next edition too soon after this event and without a new twist to the content and organization of the Forum. Accordingly, this should leave UNESCO some time for preparing and organizing a second further improved edition.

Recommendation 1. *Develop an organizational narrative for UNESCO’s contribution to Agenda 2030, within the context of elaborating the new Medium-Term Strategy. This narrative is to be focused, selective and must clearly lay down – in an evidence-based manner – UNESCO’s comparative strengths including through its interdisciplinary approaches for the 2030 Agenda for Sustainable Development.*

Rationale:

- The decision of individual bilateral donors to fund UNESCO lies – first and foremost – in the Organization’s ability to deliver on the individual donors’ political and development priorities.
- The development agenda of individual donors is converging around the 2030 Agenda for Sustainable Development.
- The 2030 Agenda thus offers UNESCO a means to express its value-added in a way that is relevant and appealing to many donors.
- Donors must also understand, believe and be able to convey internally / domestically, UNESCO’s value-added and convince national counterparts and partners to fund UNESCO.

Addressed to: BSP and UNESCO Programme Sectors

Possible Action points include:

- To develop a corporate narrative and strategy which makes the Organization’s strategic focus and contribution to the 2030 Agenda for

Sustainable Development clear and appealing to UNESCO’s stakeholders and (prospective) donors.

- UNESCO’s story must be clear and digestible. This requires UNESCO’s narrative to be focused, selective, evidence-based and communicated in clear and unequivocal terms.
- The development of such a focused, selective and clear corporate narrative requires time, capacity and effort. The Bureau of Strategic Planning may need to mobilize additional staff resources to that end.
- As argued below, the next (or first truly) Strategic Financing Dialogue *Process* can best be prepared and organized, not for the next biennium, but the one thereafter (i.e. 41 C/5 Programme and Budget, as part of the new C4).
- The Bureau of Strategic Planning has tentatively scheduled the next Partners’ Forum for June 2020. The review suggests to consider postponing this Partners’ Forum (in line with recommendation 3) and for the Bureau of Strategic Planning to concentrate its resources on the next Medium-term Strategy and expanding the bilateral/multi-donor consultations in the meantime (see recommendation 2).
- Future global Partners’ Forums should be organized on a biennial cycle.

Recommendation 2. *Continue to pro-actively advocate for the institution of annual bilateral strategic review meetings and/or regular consultations with all major donors of UNESCO for the joint planning, review and monitoring of collaboration*

Rationale

- To adapt (or tailor) the need and frequency of meetings to the interests and information needs of individual (groups of) donors.
- Funding UNESCO is an individual decision of each donor.
- Individual donors need to be convinced to commit more predictable and less earmarked funding to UNESCO and make an effort to ensure their own internal funding conditions are met.
- Convincing individual donors requires a purposeful, substantive and tailored dialogue over time in which UNESCO lays down – in an evidence-based manner – how it (i) contributes to the 2030 Agenda and the political and development priorities of the donor; and (ii) the specific reporting requirements of the donor.

- Funding decisions are prepared by individual or small groups of persons within the donor organizations.
- Personal face-to-face meetings with donors allow for such purposeful, substantive and tailored discussions.
- UNESCO sister UN organizations all put a lot of emphasis on such individual donor relations.

Addressed to: BSP and UNESCO Programme Sectors

Possible Action points include:

- To advocate for conducting bilateral or multi-donor consultations with an increasing number of major (public and private) donors.
- To organize these consultations as a purposeful and ongoing dialogue in addition to annual events as appropriate.
- To develop donor engagement plans per donor.
- To allocate resources within the Bureau of Strategic Planning to allow it to lead such bilateral and multi-donor consultations for all major (public and private) donors of UNESCO.

Recommendation 3. *Develop an overarching Theory of Change for a comprehensive Structured Financing Dialogue Process in which all component parts and modalities are interlinked and build on each other.*

Rationale:

- UNESCO's scarce budgetary resources require the Organization to organize its resource mobilization efforts effectively and efficiently.
- Even though funding UNESCO constitutes an individual decision of each donor, some information requirements are the same for all donors.
- UNESCO can thus increasingly organize multilateral meetings to complement and strengthen the bilateral and multi-donor consultations.
- Moreover, UNESCO's C/5 Programme is agreed upon by all, and expresses the priorities of, the Member States.
- Multilateral dialogue can guide, and collective action can lead by example and put peer pressure on, individual donors to support the collective endeavour as encapsulated in UNESCO's C/5 Programme.

Addressed to: BSP and UNESCO Programme Sectors

Possible Action Points include:

- A comprehensive and overarching Theory of Change for the SFD will help illustrate, test and validate the causal relationships, assumptions, risks, and help identify and harness areas of complementarity and cross-fertilization of the different modalities.
- To organize a series of dialogues which complement each other and – together – will steer UNESCO's partners to commit more high-quality funding to the Organization.
- These dialogues are to be both multi- and bilateral (i.e. in the Executive Board, and Partners' Forum), as well as with and between individual and groups (of like-minded) donors and to be relating to the bilateral / multi-donor consultations suggested in Recommendation 2.
- The dialogue constitutes an ongoing conversation over time, i.e. it is not restricted to a single event: the whole should be more than the sum of its parts.
- Moreover, the collective series of events and activities should be purposeful, i.e. lead to a discussion on the funding needs of the Organization and the expression of funding commitments by individual or groups of donors.
- Ideally a budget from UNESCO's core resources should be allocated to develop and complete the Structured Financing Dialogue, on top of other (limited) Regular Programme for fundraising
- UNESCO's biannual integrated C/5 Programme and Budget constitutes the Organization's best tool (after its corporate narrative) to communicate in concrete terms its corporate priorities and funding needs.
- The draft C/5 Programme and Budget is discussed in the Executive Board in April prior to the start of the biennium, for example in April 2019 for 40 C/5 Programme and Budget covering the biennium 2020-2021.
- The C/5 Programme and Budget is formally approved by the General Conference in November prior to the start of the biennium.
- The C/5 Programme and Budget contains a funding gap, i.e. the part of the Programme and Budget that is yet to be covered by Voluntary Contributions.

Recommendation 4. Conduct the Structured Financing Dialogue Process (including the Partners' Forum and information meetings with Member States) on a biennial basis in line with the drafting cycle of the C/5 Programme and Budget.

Addressed to: BSP and UNESCO Programme Sectors

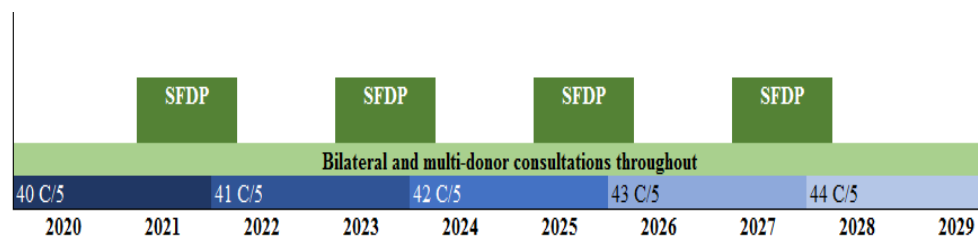
Rationale

- As noted above, the Review considers UNESCO's biennial integrated C/5 Programme and Budget the Organization's best tool to communicate in concrete terms its corporate priorities and funding needs.
- The adequate preparation of the Structured Financing Dialogue Process requires sufficient time.
- The Structured Financing Dialogue should build on the ongoing bilateral and multi-donor consultations.
- Attention should be paid not to overwhelm or saturate UNESCO's (potential) partners with multilateral meetings and events.

Possible Action Points include:

- Dedicate adequate time and resources for the preparation and the follow up of the Partners' Forum
- To consider changing the Frequency of the Structured Financing Dialogue Process from an annual to a biennial basis (as shown in Figure 8)

Figure 8. The recommended frequency of the SFD Process



Legend: SFDP = Structured Financing Dialogue Process

Recommendation 5. Develop a comprehensive monitoring and evaluation framework for the SFD that includes the conduct of a standardized qualitative inquiry into the reasons for and motivations of and challenges for Donors' Voluntary Contributions.

Addressed to: BSP and UNESCO Programme Sectors

Rationale

- To collect baseline data and evidence on whether the Structured Financing Dialogue process is relevant and effective.
- To be able to assess whether changes in the quantity and quality of Voluntary Contributions can be attributed to the implementation of the SFD (following recommendation 1, 2 and/or 3).
- To foster a better-informed discussion in the Executive Board.
- To enable the Executive Board to hold itself and the Secretariat accountable for the results.

Possible Action Points include

- To further develop and integrate the Results Framework for the Partners' Forum into the more comprehensive Theory of Change for the overall Structured Financing Dialogue Process
- To identify a financial metric per SFD principle whose evolution over time shows whether UNESCO is achieving higher quality and more sustainable partnerships and funding of its C/5 Programme and Budget
- To develop and implement a succinct and standard questionnaire which donors are asked to fill out (in writing) or respond to (through a telephonic interview) after making a financial commitment.
- To conduct an annual evaluation synthesis of all questionnaire responses to distil the main reasons and challenges for donors' financial commitments to the Organization.
- To report on an annual basis to the Executive Board on (i) the quantitative and qualitative funding results of the bilateral consultations and the Structured Financing Dialogue Process; and (ii) the messages and lessons from the annual evaluation synthesis of the questionnaires.
- Consider the conduct of an in-depth external evaluation within an adequate time frame to allow an assessment of longer term effects.

Recommendation 6. *Budget for the Structured Financing Dialogue Process in the Regular Programme resources.*

Addressed to: BSP and UNESCO Programme Sectors

Rationale

- To prevent UNESCO from *raising funds to raise funds*.
- UNESCO has a limited activity budget in the Regular Programme budget for resource mobilization. Except for staff-time, and limited co-financing from Regular Programme funds dedicated to ‘Support for field office resource mobilization’, the Partners’ Forum was funded by the Government of Sweden (and the Arabic translation by the Sultan Bin Abdulaziz Al-Saud Foundation).
- UNESCO Member States approve the C/5 Programme but only fund part of it through their Assessed Contributions, requiring UNESCO to raise Voluntary Contributions to execute the whole programme. It makes that task of raising Voluntary Contributions all the harder if UNESCO must first go out and raise funds for its resource mobilization efforts, i.e. to mobilize the Voluntary Contributions.
- Both the bilateral / multi-donor consultations and the individual components of the Structured Dialogue Process entail out-of-pocket expenditures (including, amongst others, for travel, accommodation, event managers, logistics, catering, etc.).

Possible Action Points include:

- For the Bureau of Strategic Planning to (i) budget the costs of an expanded and more comprehensive set of bilateral / multi-lateral consultations, as well as the individual activities and events under the proposed Structured Financing Dialogue Process; and (ii) identify budget options within the 40 C/5 Budget in addition to the funds available for ‘Support for field office Resource Mobilization’
- To allocate core budget for UNESCO’s resource mobilization efforts, including the organization of the bilateral / multi-donor consultations and the Structured Financing Dialogue Process.

Recommendation 7. *Dedicate adequate attention to the global priorities Gender Equality and Africa during the SFD with the Member States and during the Partners’ Forum and consider organizing Decentralized and Thematic Structured Financing Dialogues on both priorities.*

Addressed to: BSP and UNESCO Programme Sectors, Division for Gender Equality, Sector for Priority Africa and External Relations.

Rationale

- As declared global priorities, UNESCO set itself the task to emphasize and mainstream gender equality in all its work and focus a significant portion of its work on Africa.
- To mobilize (prospective) external partners around UNESCO’s global priorities and raise more Voluntary Contributions for promoting these priorities.

Possible Action Points include:

- To include a dedicated session on Gender Equality in the next Partners’ Forum.
- To include dedicated reporting to, and discussions in, the Executive Board on the two global priorities.
- To seek increased gender balance amongst panellists, speakers and session moderators in future (decentralized / thematic) partners’ for.
- Include gender equality and culturally sensitive considerations in the requirements for the procurement process of an external event organizer.

APPENDICES

A. Terms of Reference

Review of the frequency and modalities of the UNESCO Structured Financing Dialogue

Introduction

1. The United Nations General Assembly resolution on the quadrennial comprehensive policy review (QCPR) (67/226, para. 46) addressed its request for the organization of Structured Financing Dialogues to the Executive Boards of the Funds and Programmes and to the governing bodies of the Specialized Agencies. In line with this resolution, the UNESCO Executive Board decided at its 197th session (autumn 2015) the organization on an annual basis⁵⁰ of a structured dialogue on financing with Member States and relevant partners.

2. The main purpose of Structured Financing Dialogues is to achieve the sustainable financing of the programme agreed to by UNESCO's Member States, making extrabudgetary resources more predictable and less restricted or earmarked, broadening the donor base and improving the adequacy and predictability of resource flows. It should also include information on resource requirements with the aim to address the funding gap and emerging needs of the Organization, while improving the quality and sustainability of resources for UNESCO's Programme and Budget (C/5).

3. Furthermore, the report of the United Nations Secretary-General "Repositioning the UN development system to deliver on the 2030 Agenda – Ensuring a Better Future for All"⁵¹, also highlights the issues that Structured Financing Dialogues seek to address. Among other, the fragmentation and volatility of funding and the need to earn the trust required to mobilize more predictable and less earmarked funding, remain key concerns with regard to the capacity of the United Nations development system as a whole to contribute effectively to the achievement of the SDGs.

4. Within this context of recounting the need for a more integrated budget framework for UNESCO, the UNESCO Draft 39 C/5 Programme and budget has been prepared, for the first time, on the basis of the integrated budget framework. This framework comprises not only the regular budget (assessed contribution) but also all other sources of funds which contribute to the programme of UNESCO.

5. The structured financing dialogue is required to be a comprehensive, coherent and Organization-wide endeavour to ensure appropriate funding in full alignment with the activities and priorities of the C/5 document, firmly anchored in the resource mobilization strategy, and stresses the importance of transparency throughout the process.

6. Three key Modalities with respective frequencies of the UNESCO Structured Financing Dialogue have been presented and were welcomed by the UNESCO Executive Board in 2017⁵²:

- (1) *An annual structured financing dialogue with Member States* through inclusion in the agenda at each of its spring sessions in the 2018-2019 biennium starting at the 204th session of Executive Board⁵³
- (2) *An annual structured financing dialogue consultation for Member States and Non-Member State partners* implemented in the form of a Partners Forum which was organized for the first time in September 2018.
- (3) *Decentralized and/or thematic SFD consultations* which are initiated by Programme Sectors on specific themes such as Freedom of Expression, or Cultural Heritage;

Key features and guiding principles of the SFD

7. Structured financing dialogues are part of a long-term process designed to improve the quality and sustainability of funding for UNESCO's programme. They are a critically important enabler of resource mobilization because they build the trust and

⁵⁰ starting at its 199th session

⁵¹ of July 2017

⁵² See 202 EX/5 Part III (C)

⁵³ see Executive Board Decision 202 EX-Part III (C)

confidence of Member States and partners through enhanced transparency about all resource flows to UNESCO's programme and budget.

8. SFDs also allow for more strategic and catalytic investment of resources through better information sharing not only between UNESCO and contributors, but also among contributors. They offer forums through which UNESCO can advocate for longer-term financing, less earmarking of voluntary contributions and federate partners around shared priorities within the programme and budget.

9. Finally, they foster institutional commitment to the achievement of the resource mobilization targets embedded in the Organization's programme and budget.

10. The UNESCO structured financing dialogues are based on the following key guiding principles⁵⁴:

- **Alignment:** ensuring that resource flows correspond to Organization-wide priorities and are accompanied by effective cost-recovery frameworks to avoid subsidizing non-core resources with core resources;
- **Predictability:** encouraging donors to make multi-annual commitment to reduce vulnerability and engage in stronger forward planning of anticipated extra budgetary funding, and addressing volatility in year-to-year financing;
- **Flexibility:** advocating for lower levels of earmarking and striving to deploy available resources to fill all funding gaps, taking into account evolving resource mobilization performance over time
- **Broadening the donor base:** reaching out to new donors – emerging donors, middle income countries, private sector, sub national actors – to reduce dependency on a limited number of donors;
- **Transparency:** providing the full picture of how the programme is resourced and delivered, and where funding gaps lie, and increasing trust.

⁵⁴ As set out in 199 EX/5 Part II (F),

⁵⁵ Executive Board Decision [202 EX/5 Part III \(C\)](#) : Structured Financing Dialogue
The Executive Board [...] request the Director-General to propose an item entitled 'Annual Structured Financing Dialogue' for inclusion in the agenda at each of its spring sessions in the 2018-2019 biennium; the

Rationale for the Review

11. Following the initial implementation of the different SFD modalities, it has been recognized and indicated in Board decision 202 EX/5 Part III (C) that the frequency and modalities of the continued structured financing dialogue may need to be further adjusted.

12. The Evaluation Office of the UNESCO Internal Oversight Service, in close coordination with the Bureau of Strategic Planning therefore manages and coordinates such a review. The outcomes of the review will be presented to the Executive Board at its 207th session⁵⁵.

Purpose and Use of the Review

13. The main purpose of the Review is to meet the decision-making requirements of the Executive Board in view of possible required adjustments to the frequency and modalities of the continued structured financing dialogue. The review is to be completed by the Internal Oversight Service (IOS) by the end of July 2019 in order to inform the 207th session of the Executive Board.

14. It shall take stock of the initiatives within the different modalities and assess the relevance, efficiency and effectiveness, as well as sustainability of the different modalities. It shall also provide some insights into the adequacy of the timeframe and frequency for each modality. The Review should help identify what modalities are most appropriate for what kind of funding, for what kind of activities (normative work, policy work), and for what kind of partners/donors. Furthermore, the Review should identify ways for further diversification of the donors base.

15. The review is not expected to include a formal assessment of the impact of the structured financing dialogues, rather it will provide an analysis of the reported effects of each modality and identify strengths, weaknesses, risks and opportunities. The results of the review shall support decision-making as well as provide more insights to

frequency and modalities of the continued Structured Financing Dialogue may be adjusted in accordance with the outcome of a review by the Internal Oversight Service (IOS) to be presented to the Executive Board at its 207th session (202 EX/5 Part II (C))

be taken into consideration for improvements for the future deployment of structured financing dialogue initiatives. A benchmarking exercise with SFDs of other specialized UN agencies shall support the analysis. Furthermore, the lessons learned, resulting from this review should feed into operational guidelines for the SFD modalities.

16. The primary users of the Review are UNESCO Member States and senior management of the UNESCO Programme Sector, as well as the Bureau of Strategic Planning Section for Mobilizing Government Partner Resources.

Scope and Methods

17. The review will principally focus on assessing the adequacy of the current frequency and modalities of the continued structured financing dialogue as indicated in the Board decision 202 EX/5 III C.

18. It will aim to answer the questions below. The final set of questions to be answered by the review will be further prioritized and agreed in consultation with the reference group during the inception phase

- What are the current strengths, weaknesses, opportunities and risks of each of the three SFD modalities in terms of their adequacy for different kinds of funding, for different kinds of activities (normative work, policy work), for what kind of partners/donors?
- To what extent does each type of SFD help UNESCO achieve each of the SFD principles, considering whether one kind of SFD is more useful for achieving selected SFD principles than another, and the extent to which the three types of SFD complement each other?

- How does the practice of UN ‘Structured Financing Dialogues with Member States in several governing bodies of entities of the UN development system compare with the SFD item on UNESCO’s Executive Board?⁵⁶
- What is the optimal modality for the dialogue with Member States, to ensure inclusivity, and in-depth discussion on how to address funding gaps?
- To what extent can SFD be useful for helping UNESCO to contribute to wider UN efforts to forge multi-stakeholder partnerships to achieve the SDGs ?
- To what extent are the current SFD modalities effective in coordinating the dialogue with all different types of partners ,and in particular in engaging in /strengthening longer term strategic partnerships (e.g. with Nordic countries);
- How can the SFD principles be embedded in other forms of engagement with donors and partners?
- Are the expected results and performance indicators that have been developed for SFD’s to date appropriate to the idea of SFD’s as part of the enabling environment for resource mobilization.⁵⁷
- How can lessons learned from the SFD help shape UNESCO’s Comprehensive Partnership Strategy ?
- What is the most adequate frequency for each of the three modalities, in view of required resources and expected outcomes, in terms of outreach and diversification of the donors’ base?
- To what extent are UNESCO’s global priorities Gender Equality and Priority Africa, reflected in the SFDs?
- Are the resources for the management and coordination of the SFDs adequate and efficiently used?

⁵⁶ The UN ‘Structured Financing Dialogues with Member States’ have already been taking place in several governing bodies of entities of the UN development system to address issues related to quality of funding, in particular the decline of core funding.. Common themes included transparency, quality and predictability of

funding, and alignment of financial resources to Strategic Plans’ (see Annex I: Source ‘Why a Funding Compact?’ SG Report 2019. P.41).

⁵⁷ SFD’s are not pledging conferences. They are described as one tool/process in the overall in the ‘enabling environment for resource mobilization’

19. In terms of methods, the suggested elements will include the following: desk-based review, key informant interviews, and (as relevant) a benchmarking exercise.

20. Desk review shall be based on the rich documentation already available and data previously collected including a study on lessons learned following the partners forum, records of a survey and in-depth interviews with a number of external partners, as well as the ongoing discussions and reports of the Strategic Transformation Working group on partnerships; furthermore, the evolving outcomes of two currently conducted studies i.e. on the wider aspects of the Comprehensive Partnership Strategy, and on private sector partnerships/ fundraising shall also be taken into account as they become available. Furthermore, it is expected that a maximum of 15 to 20 additional interviews with key stakeholders will need to be conducted. The possibility of a benchmarking exercise with the SFDs of other specialized agencies shall be further explored.

Management arrangements

21. The review will be managed by the UNESCO's Internal Oversight Service (IOS) Evaluation Office with support from the Bureau of Strategic Planning (BSP) Section for Mobilizing Government Partner Resources. IOS is responsible for the overall management of the review and quality assurance of its deliverables.

22. The review will be conducted by an independent external evaluator who fulfils the qualifications below. The evaluator is expected to develop a methodology including the necessary data collection tools (such as document review, interview protocol, benchmarking exercise), to conduct data collection and analysis and to prepare the draft and final report in English.

23. The evaluator will comply with United Nations Evaluation Group (UNEG) updated 2016 Norms and Standards for Evaluation, UNEG Guidelines for Integrating Human Rights and Gender Equality in Evaluations and UNEG Ethical Guidelines for Evaluation.

24. A Reference Group has been established for the review to accompany the review process and provide feedback on the Terms of Reference, the Inception Note, methodology and the draft review report. It comprises representatives from the IOS Evaluation Office, the Bureau of Strategic Planning, from a Programme sector, and the

Director from the Multi-sectoral Regional Office in Harare. Some members of the reference group are also represented in the Working Group on Strategic Partnerships established in the framework of the UNESCO Strategic Transformation process, which may act as a sounding board during the review. The Reference Group will liaise electronically and/or meet periodically during the review, as necessary.

Qualifications of the Evaluator

25. The assignment is expected to require one senior level evaluator who possesses the following *mandatory qualifications and experience*:

- University degree at Masters level or equivalent in education, social sciences, political sciences, economics, or any related field;
- At least 10 years of working experience acquired at the international level or in an international setting;
- Senior experience of at least 10 years in project and/or programme evaluation;
- Knowledge of and experience in applying qualitative and quantitative data collection methods;
- Senior professional experience relevant to the field of partnerships and resource mobilization in an international context;
- Understanding and knowledge of the UN mandates and its programming within the framework of the Sustainable Development Agenda;
- Understanding and application of UN mandates in Human Rights and Gender Equality;
- Excellent report writing / drafting skills in English and a working knowledge of spoken French;
- No previous involvement in the implementation of the activities under review.

26. Desired qualifications:

- Work experience in the UN or experience with assignments for the UN in particular in the context of partnership and /or resource mobilization mechanisms will be considered an advantage.

Deliverables and Schedule

27. The review is estimated to require approximately 25 professional working days for one senior level consultant between end June and late August 2019. This will include one or two visits to UNESCO Headquarters in Paris for interviews and data collection, and for the presentation of the results of the review. Interviews may as necessary also be conducted remotely, via skype or telephone.

28. There are three required deliverables:

- Inception note the inception note shall include a description of the review methods and approach indicating the (revised) key review questions to be answered, a review plan with a detailed timeline, and the interview and document review protocols.
- Draft report: the draft report should be written in English and be no more than 15 to 20 pages. The format of the report will be discussed and agreed upon during the inception phase.
- Final report: the final report should incorporate comments provided by the IOS Evaluation Office and the reference group members. It should include an Executive Summary and Annexes, including the detailed results of the document review and interviews. The report must comply with the UNEG Norms and Standards for quality evaluation reports (as applicable in the context of this review).

29. The proposed schedule is as follows:

Activity / Deliverable	Date
Contract an independent evaluator	By late June 2019

Inception phase – inception report	early July 2019
Data collection: Interviews & document review	end June/late July 2019
Draft report	Early August 2019
Final report	Late-August 2019

How to apply:

30. Interested candidates should provide the following information by Friday, 28 June 2019 (18h00 Paris time) to m.rathner@unesco.org cc g.geurts@unesco.org

- Full CVs of the proposed evaluation consultant / team
- 1-2 pages (maximum) outlining how your past experience /credentials are specifically relevant for this assignment.
- A previous evaluation report that demonstrates familiarity with the topic for this review
- Fee proposal, with a tentative indication of the level of effort per deliverable per team member (as applicable).

Annex: Reference documents

- Report of the Secretary General 2019 (advance unedited version, available on request)
- UNESCO’s Comprehensive Partnership Strategy
- 199 EX/5 Part II page 81 : Structured Financing Dialogue
- Executive Board Decision 202 EX/5 Part III (C): Structured Financing Dialogue)

B. Results Framework of the Partners' Forum

Purpose

In accordance with Expected Result 2 of the Bureau of Strategic Planning⁵⁸ in the approved programme and budget (C/5) for UNESCO for 2018-2019, the purpose of the UNESCO Partners' Forum is to:

- create a strong enabling environment to strengthen the resourcing of UNESCO's programme
- encourage existing and new partners to support and engage with UNESCO on its programme

Outcome: Member States and other partners and donors participate in Structured Financing Dialogues open to Member States and non-State partners as an entry point for further engagement with UNESCO on its programme.

Performance Indicator: Percentage of participants who engage further on cooperation with UNESCO (New partners engaging for the first time or existing partners engaging in "new" areas)

Output 1: UNESCO Partners' Forum piloted in UNESCO Headquarters 11-12 September 2018.

Performance Indicator: Key existing and potential partners who would recommend continuing with this type of event

Activities:

- Information Meeting for all Member States on the UNESCO Partners' Forum on 12 June 2018
- Plenary Session with key note speakers selected from UNESCO's Partnerships
- Organization of 11 Thematic Forums

- Organization of an Exhibition on "Partnering with UNESCO for the Sustainable Development Goals" ...
- "Speed dating" meetings
- Organization of Networking lunches
- Documentation of lessons learned

Output 2: Donors' and Partners' awareness increased on how to engage with UNESCO and on opportunities and modalities for cooperation with UNESCO.

Performance Indicator: Number of participants who expressed interest and commitment for further engagement.

Activities:

- Elaboration of key messages and advocacy material including a 2-minute video on UNESCO and the SDG's
- Organization of a session "How to engage with UNESCO – modalities and means"

Output 3: The UNESCO Secretariat (Headquarters, field offices, category 1 institutes) adopt and refine the Structured Financing Dialogue approach as a tool for enhancing the enabling environment for resource mobilization

Performance indicator: Number of Structured Financing Dialogues organized at Headquarters, or on a decentralized or thematic basis

Activities:

- Elaboration of guidelines on how to organize structured financing dialogues
- Piloting of structured financing dialogues on a thematic or decentralized basis

⁵⁸ ER 2: House-wide coordination of resource mobilization ensured with particular emphasis on achieving better alignment, predictability, flexibility and transparency in the way the Organization is resourced, as well as promoting donor diversification.

C. Overview of relevant Executive Board Decisions

197th Session – October 2015 (197 EX/Decisions - page 9)

The Executive Board, amongst other:

1. Decides to organize, with the support of the Director-General, on an annual basis, starting at its 199th session, a structured dialogue on financing with Member States and relevant partners so as to monitor and follow up the predictability, flexibility, transparency and alignment of both regular and extrabudgetary resources provided for in the implementation of the Programme and Budget (C/5), including information on resource requirements;
2. Requests the Director-General to review how the principles and the modalities of the structured dialogue on financing, as outlined in paragraph 46 of United Nations General Assembly resolution 67/226 on the quadrennial comprehensive policy review (QCPR), may be adapted to UNESCO's business model, and to present a concrete proposal, including a timeframe, to it at its 199th session;
3. Also requests the Director-General to include an annual update on the outcome of the structured dialogue on financing in her reporting to the governing bodies;

199th Session – April 2016 (199 EX/Decisions - page 13/14)

The Executive Board, amongst other:

1. Requests the Director-General ... to present ... at its 201st session for consideration:
 - proposals for a transitional integrated budget framework⁵⁹ presentation included in the Draft Programme and Budget for 2018-2021 (39 C/5);
 - draft guiding principles for the development of an integrated budget framework and the structured financing dialogue, making use of the experiences in other United Nations agencies, funds and programmes;

⁵⁹ The idea for an integrated budget framework (also) stems from the United Nations General Assembly resolution 67/226 on the quadrennial comprehensive policy review (QCPR). The resolution requested UN agencies to ensure that 'all available and projected core and non-core resources are consolidated in an

2. Requests the Director-General to present to it at its 202nd session, proposals for the dates, modalities and a timeline for the preparation of the first inclusive structured financing dialogue process.

200th Session – October 2016 (200 EX/Decisions)

The Executive Board, amongst other:

On the implementation of the action plan for improved management of extrabudgetary funds

1. Welcomes the efforts by the Director-General to integrate the programming of extrabudgetary resources within an integrated resource framework including assessed contributions, voluntary contributions as well as the notion of funding gap;
2. Encourages the Secretariat to pursue consultations with Member States to explore how the Structured Financing Dialogue principles (alignment, predictability, flexible funding, donor diversification, transparency on resource flows) can be integrated in the resource mobilization strategy of each programme sector;
3. Invites the Secretariat to strengthen its strategy to diversify the donor base, using the permanent delegations, National Commissions, network of Goodwill Ambassadors and UNESCO Artists for Peace, and UNESCO field offices;
4. Also invites the Secretariat to establish an unearmarked voluntary contributions facility to increase the flexible funding resources that can be made available to fill the gap in the integrated resource framework;

integrated budget framework, based on the priorities of their respective strategic plans'. (199 EX/Decisions, page 13).

On the Integrated Budget Framework:

1. Recognizing the contribution which the structured financing dialogue can make in ensuring sustainable and comprehensive funding of programmes, and the importance of the integrated budget framework,
2. Welcomes the efforts made by the Director-General in the transition to the integrated budget framework and in the preparation for the structured financing dialogue;
3. Underlines the importance that the modernization of core administrative and financial systems, as well as the further development of the Transparency Portal, truly meets the requirements to serve the integrated budget framework and the structured financial dialogue;
4. Requests the Director-General, when preparing the Draft 39 C/5 in an integrated budget framework, to use the same methodologies and the resource definitions mentioned above by taking into consideration the discussion of the Executive Board on these matters, together with any further improvement that could contribute to a better budget construction and presentation and a successful structured financing dialogue;

202nd Session – October 2017 (202 EX/Decisions – page 11)

The Executive Board, amongst other:

1. Emphasizes that the structured financing dialogue should be a comprehensive, coherent and Organization-wide endeavour to ensure appropriate funding in full alignment with the activities and priorities of the C/5 document, firmly anchored in the resource-mobilization strategy, and stresses the importance of transparency throughout the process;
2. Requests the Director-General to propose an item entitled “Annual Structured Financing Dialogue” for inclusion in the agenda at each of its spring sessions in the 2018-2019 biennium; the frequency and modalities of the continued structured financing dialogue may be adjusted in accordance with the outcome

of a review by the Internal Oversight Service (IOS) to be presented to the Executive Board at its 207th session.

D. List of documents reviewed

Documents from the UNESCO Executive Board

UNESCO, *39C/5 Approved Programme and Budget 2018-2019, First biennium of the 2018-2021 quadriennium*, General Conference, 39th sess, UNESCO Doc 39C/5 (2018)

UNESCO, *Decisions adopted by the Executive Board at its 197th session*, UNESCO Executive Board, 197th sess, UNESCO Doc 197EX/Decisions (23 November 2015), point 5.IV.B

UNESCO, *Decisions adopted by the Executive Board at its 199th session*, UNESCO Executive Board, 199th sess, UNESCO Doc 199EX/Decisions (16 May 2016), point 5.II.F

UNESCO, *Decisions adopted by the Executive Board at its 200th session*, UNESCO Executive Board, 200th sess, 200 EX/Decisions (18 November 2016), point 5.III.E and point 13.III

UNESCO, *Decisions adopted by the Executive Board at its 202nd session*, UNESCO Executive Board, 202nd sess, UNESCO Doc 202EX/Decisions (18 November 2017), point 5.III.C.

UNESCO, *Follow up to decisions and resolutions adopted by the Executive Board and the General Conference at their previous sessions – Part II: Management issues*, UNESCO Executive Board, 199th sess, UNESCO Doc 199EX/5 Part II (4 March 2016), point F

UNESCO, *Follow up to decisions and resolutions adopted by the Executive Board and the General Conference at their previous sessions – Part III: Management issues, C: Structured Financing Dialogue*, UNESCO Executive Board, 202nd sess, UNESCO Doc 202EX/5 Part III(C) (1 September 2017)

UNESCO, *Follow up to decisions and resolutions adopted by the Executive Board and the General Conference at their previous sessions – Part III: Management issues, Draft Resource Mobilization Strategy for 2018-2019*, UNESCO Executive Board, 202nd sess, UNESCO Doc 202EX/5 INF.2. (5 October 2017)

UNESCO, *Follow up to decisions and resolutions adopted by the Executive Board and the General Conference at their previous sessions – Part III: Management issues, A; Implementation of the action plan for improved management of extrabudgetary funds*,

UNESCO Executive Board, 205th sess, UNESCO Doc 205EX/5 Part III(A) (7 September 2018)

UNESCO, *Follow up to decisions and resolutions adopted by the Executive Board and the General Conference at their previous sessions – Part II: Management issues, B: Structured Financing Dialogue*, UNESCO Executive Board, 206th sess, UNESCO Doc 206EX/5 Part III(B) (8 March 2019)

UNESCO, *Outcomes of the Second Intersessional Meeting (2 INX)*, Intersessional Meeting, 2nd sess, UNESCO Doc 2 INX/2 (1 April 2016)

UNESCO, *Preliminary Proposals by the Director-General concerning the Draft Programme and Budget for 2018-2021 (39C/5) – Part III: Structured Financing Dialogue and Integrated Budget Framework*, UNESCO Executive Board, 200th sess, UNESCO Doc 200EX/13 Part III (23 August 2016)

UNESCO internal documentation

Brochure for the Partners' Forum – Biennale of Luanda: Pan African Forum on the Culture of Peace

Comprehensive Partnership Strategy Report to the Joint PX/FA Commission (12 April 2019)

Data relative to the income received on UNESCO special accounts for each Programme Sector for un-earmarked voluntary contributions to support the approved UNESCO Programme and Budget (C/5) – 492GLO9000

Data relative to the regular programme contributions of UNESCO Member States for 2019.

Draft Terms of References for the Comprehensive Partnerships Strategy

Explanation of the funding gap in UNESCO

Feedback from UNESCO Field Office Directors on the Structured Financing Dialogue

Feedback from UNESCO Member States on the UNESCO Partners' Forum

List of videos and materials for the Structured Financing Dialogue Expo

Literature Review, Innovative Financing Model (3 May 2019)

Minutes of the meeting of Working Group 3 on Partnerships of the UNESCO Strategic Transformation Process, focusing specifically on Private Sector Partnerships (7 May 2019)

PowerPoint Presentation on ‘UNESCO-Private Sector Resource Mobilization – Analysis of potential and roadmap forward’ (28 June 2019)

Updated Comprehensive Partnerships Strategy to be presented as document 207EX/11 to the 207th session of the Executive Board (as of 6 August 2019)

UNESCO, Bureau of Strategic Planning, the Resource Mobilization Guidebook

Report on the Structured Financing Dialogue - Partners Forum Debriefing with Sectors (9 November 2018)

Summary of side meetings during the UNESCO Partners’ Forum

Template for specific agreement between UNESCO and a Member State (10 July 2019)

UNESCO-Nordic country annual meetings

Address by Irina Bokova, Director-General of UNESCO on the occasion of the High Level Meeting of Nordic Member States, Joint Annual Review Meeting, The Strategic Outlook and new orientations for the programme and budget for 2018-2019 (C/5) (11 May 2017)

Agenda for the UNESCO-Nordic countries joint annual meeting (April 2017)

Agenda for the UNESCO-Nordic countries joint annual meeting (April 2019)

Agreement between UNESCO and the Ministry for Foreign Affairs of Finland in the field of development cooperation (27 June 2019)

Agreement between UNESCO and Finland in the field of development cooperation (27 June 2019)

Briefing on meeting between UNESCO Director-General and Nordic countries (June 2019)

CapED Annual Review Meeting 2019, Key points of discussion (25 April 2019)

Consolidated Briefing – UNESCO’s voluntary cooperation with Nordic Member States (status as of 31 December 2018)

General outcomes of the UNESCO-Nordic country annual meetings (2018-2019)

Letters for contributions to special accounts of the Education Sector and the Intergovernmental Oceanographic Commission from Norway (27 June 2019)

Memorandum of Understanding between UNESCO and the Ministry for Foreign Affairs of Iceland on the loan/secondment of personnel (20 June 2019)

Partnership Framework Agreement between UNESCO and the Ministry for Foreign Affairs of Iceland (23 April 2019)

Programme cooperation agreement 2019-2013 between UNESCO and Iceland (23 April 2019)

Talking points from the Afghanistan Unit at Swedish International Development Agency (Sida) Headquarters, Annual Review meeting between UNESCO and Sida, Paris (26 April 2019)

UNESCO-Finland Annual Review Meeting, Draft Minutes (24 April 2019)

UNESCO-Sweden Annual Review Meeting, Draft Minutes (26 April 2019)

Web Articles on Partnerships news with Nordic countries (June 2019)

The Partners’ Forum

Concept note, UNESCO’s Partner’s Forum, A Structured Financing Dialogue, (11-12 September 2018)

Concept notes for each thematic forum of the UNESCO’s Partners’ Forum (2018)

Final narrative report for the project ‘Enhancing sustainable funding for UNESCO’s programme through structured financing dialogues’ submitted by UNESCO to the Government of Sweden

Financial report for the project ‘Enhancing sustainable funding for UNESCO’s programme through structured financing dialogues’ submitted by UNESCO to the Government of Sweden (31 December 2018)

Modus operandi for the Structured Financing Dialogue Thematic Forums

Programme of the UNESCO Partners' Forum (11-12 September 2018)

Presentations of each Programme Sector's contributions to the Structured Financing Dialogue during the consultations Meeting on Structured Financing Dialogue for the 39C/5 (14 – 21 November 2016)

Introduction to Integrated Budget Framework and Structured Financing Dialogue by the Budget and Strategic Planning Office (BSP) (February 2017)

Extrabudgetary Resources: Trends, challenges and opportunities (September 2016)

A. Guitard, Documenting Lessons Learned from the Structured Financing Dialogue open to Non-Member States Partners, Overview of Survey Results (December 2018)

A. Guitard, Lessons Learned from the Structured Financing Dialogue – Final Report (January 2019)

A.Guitard, Documenting Lessons Learned from the Structured Financing Dialogue open to Non-Member States Partners, Summary of interviews (January 2019)

Documents on other United Nations organizations

PricewaterCooperhouse, World Health Organization Financing Dialogue, Evaluation Final Report (17 April 2014)

World Health Organization Financing Dialogue

United Nations Sustainable Development Group, United Nations Sustainable Development Cooperation Framework – Internal Guidance (3 June 2019)

Implementation of General Assembly Resolution 71/243 on the quadriennial comprehensive policy review of operational activities for development of the United Nations system: Funding Compact, [Report of the Secretary General, UN GAOR, 74th sess, 73rd mtg, Agenda item 23 \(a\), UN Doc A/74/73/Add.1 \(2 April 2019\)](#)

E. List of key informants

UNESCO Headquarters

Surname	Name	Unit	Function
Animashawun	Tosin	Priority Africa and External Relations	Programme Specialist
Chakchouk	Moez	Communication and Information (CI)	Assistant Director General
Cliché	Danielle	Diversity of Cultural Expressions Entity, Culture Sector (CLT)	Chief of Section
Coudray	Sylvie	Section for Freedom of Expression, CI	Chief of Section
Coupez	Anne	Unit for Strategic Planning, Monitoring, Institute and Field Coordination	Chief of Unit
Corat	Saniye Gülser	Division for Gender Equality	Director
Diakite	Adiaratou	Division of Public Information and Bureau of Strategic Planning (BSP)	Consultant
Giampaoli	Damiano	Gender Equality Division	Programme Specialist
Jeavons	Jessica	Section for Mobilizing Partner Government Resources, BSP	Chief of Section
Le Saux	Jean-Yves	BSP	Director

Magnusson	Magnus	Partnerships and Outreach, Social and Human Sciences Sector (SHS)	Director
Schischlik	Alexander	Youth and Sport Section, SHS	Chief of Section
Vandenberghe	Kristof	Section on Earth Sciences and Geo-Hazards Risk Reduction, Natural Sciences Sector (SC)	Chief of Section

UNESCO Field Offices

Surname	Name	Field Office	Function
Gijzen	Hubert	Harare	Head of Office
Khan	Shahbaz	Jakarta	Head of Office

Other United Nations organizations

Surname	Name	Institution	Unit	Function
Alakbarov	Ramiz	UNFPA	Policy and Strategy Division	Director
Fernandez	Lina	UNDP	Partnerships Group, Bureau for External Relations and Advocacy	Team leader
Hartmann	Nick Rene	UNDP	Partnerships Group, Bureau for External Relations and Advocacy	Director

Merola	Elizabeth	UNICEF	Strategic Planning and Field Support, Public Partnerships Division	Second Secretary
McNeill	Graham	World Health Organization	Coordinated Resource Mobilization, External Relations	Coordinator

Foundations

Surname	Name	Institution	Function	Country
Ibiwoye	Victoria	OneAfricanChild Foundation for Creative Learning	Founder and Director	Nigeria

State representatives

Surname	Name	Institution	Function
Ge	Siying	Permanent Delegation of China to UNESCO	Second Secretary
Kim	Won Young	Permanent Delegation of the Republic of Korea to UNESCO	Second Secretary
Lijadu	Yemi	Permanent Delegation of Nigeria to UNESCO	Resource person
Medina	Maria Luisa	Permanent Delegation of Venezuela to UNESCO	First Secretary
Rahlaga	Kgomotso	Permanent Delegation of South Africa to UNESCO	Counsellor

F. Interview guide

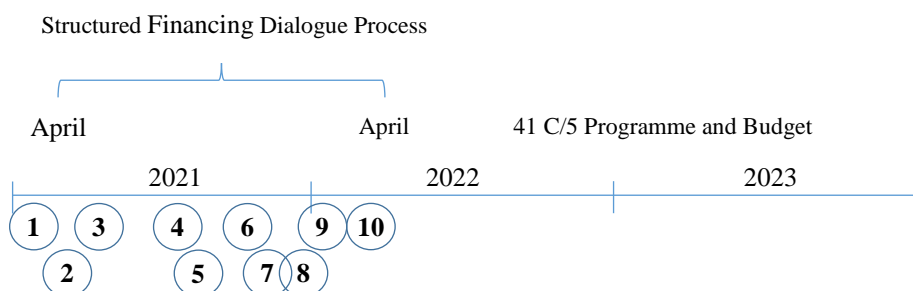
<i>Introduction</i>	<ul style="list-style-type: none"> ▪ Brief mutual introduction and interviewee's position in / experience with SFD.
Approach / modalities	<ul style="list-style-type: none"> ▪ What is your assessment of each of the current SFD modalities? <ul style="list-style-type: none"> ▪ Strengths, weaknesses, opportunities and risks? ▪ To what extent does SFD contribute to the following objectives: <ul style="list-style-type: none"> • Sustainable financing • Closing the funding gap ▪ To what extent contribute to SFD principles? <ul style="list-style-type: none"> • Alignment, predictability (multi-annual commitments / less volatility), flexibility (less earmarking), broadening the donor base, transparency ▪ To what extent are following assumptions correct? <ul style="list-style-type: none"> • Built trust & confidence through enhanced transparency? • More strategic and catalytic contributions through information sharing (also between donors)? • Enhanced commitment from member states to fund the C/5 programme and budget? ▪ Ability to attract different kinds of funds? ▪ Ability to attract funds for different kind of activities? ▪ Ability to mobilize different donors / partners? ▪ What is your assessment of the effectiveness of SFD (overall, different modalities)? <ul style="list-style-type: none"> ▪ What are the results achieved – funds raised / partnerships deepened (including type of partner)? ▪ To what extent are the three modalities complementary? ▪ What are alternative approaches and modalities? ▪ How is the SFD embedded with other forms of engagement with donors / partners? ▪ How is the SFD embedded in the overall resource mobilization strategy?

Global priorities	<ul style="list-style-type: none"> ▪ Do the SFD address the global Priorities Gender Equality and Priority Africa?
Frequency	<ul style="list-style-type: none"> ▪ What is your assessment of the frequency of each modality? <ul style="list-style-type: none"> ▪ Current, ideal, practical? ▪ Per type of donor / funding? ▪ How should the different modalities & event link to each other – ideal approach?
Comparators	<ul style="list-style-type: none"> ▪ How does UNESCO SFD compare with those in other UN agencies? <ul style="list-style-type: none"> • Objectives • Scope • Strategy, approach, organization • Results • Evolution over time?
Management	<ul style="list-style-type: none"> ▪ Are the expected results and performance indicators of SFD appropriate? ▪ Are the resources for the management and coordination of the SFDs adequate and efficiently used?
Lessons learned	<ul style="list-style-type: none"> ▪ What is your suggestions for continuing the SFD? ▪ What is optimal: <ul style="list-style-type: none"> ▪ Purpose and scope? ▪ Approach, modality, process, frequency?

G. Possible Scenario for the Structured Financing Dialogue Process for UNESCO

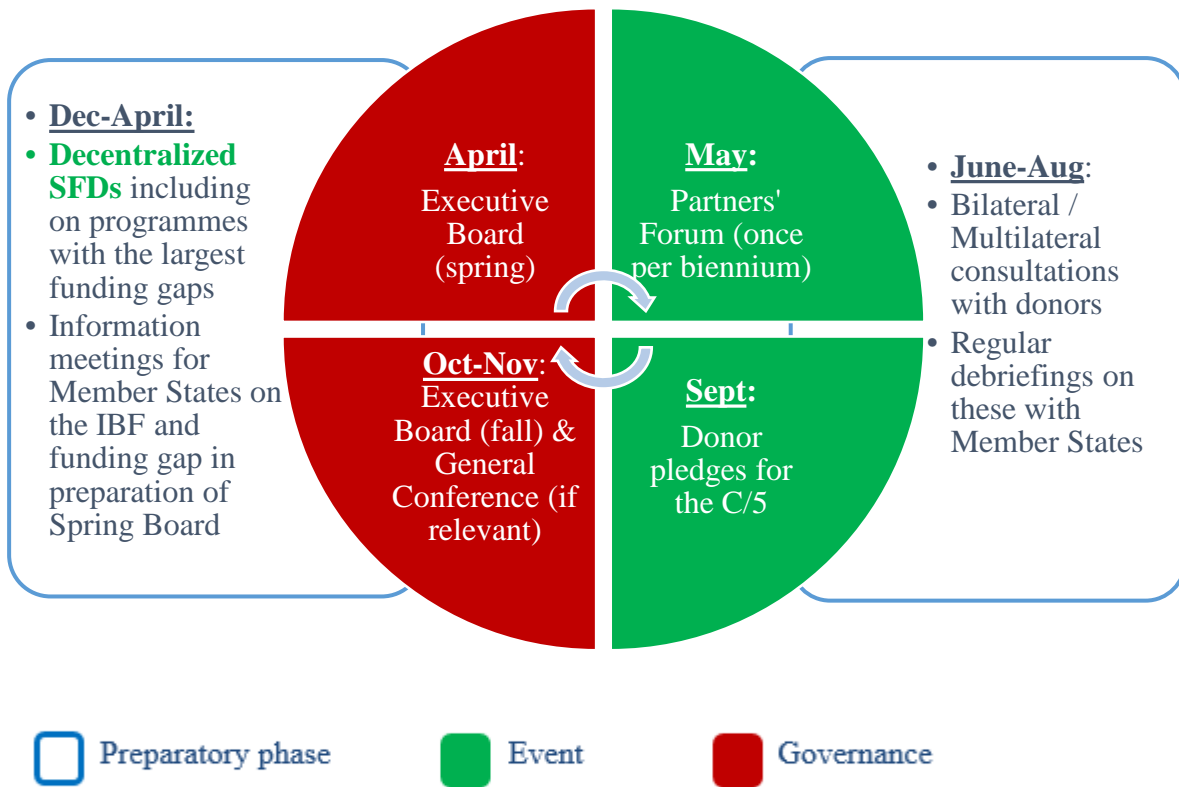
The Review team has developed two graphics reflecting a scenario for a possible Structured Financing Dialogue. These graphs can be used as a starting point for the development of the comprehensive Theory of Change the Review promotes in Recommendation 3. While Figure 9 offers a more detailed account of how the Structured Financing Dialogue would take place, within a biennial cycle (e.g. the 41C/5 cycle), Figure 10 highlights the cyclical approach of this possible scenario, thereby underlining the interlinkages between the three modalities and how each feeds into the next phase of the process.

Figure 9 Possible scenario for the UNESCO SFD Process (representation 1)



1. **January – April 2021:** [Information meetings](#) for UNESCO Member States to explain the Integrated Budget Framework and funding gap principle.
2. **April 2021:** [SFD in the Executive Board](#) based on draft 41 C/5 Programme and Budget to discuss the size, as well as opportunities and strategies to close the funding gap
3. **April – May 2021:** [Partners' Forum](#) open to all Partners, including an explicit dialogue on UNESCO's corporate priorities, (past and expected) results and funding needs
4. **May – September 2021:** Intensified [bilateral and multi-donor consultations](#) around the funding of the 41 C/5 Programme and Budget
5. **July – September 2021:** [Debriefings to Member States](#) on the intermediate results of the bilateral and multi-donor consultations
6. **October 2021:** [Donor meeting](#) (open to all prospective public and private donors) to finalize and (publicly) present the funding commitments of those donors ready to commit funds to the 41 C/5 Programme and Budget
7. **October 2021:** [SFD in the Executive Board](#) to discuss the (intermediate) results of the Structured Financing Dialogue Process, adapt the draft 41 C/5 Programme and Budget as necessary, and discuss further opportunities to close the remaining funding gap
8. **November 2021:** [SFD in the General Conference](#) to discuss the (intermediate) results of the Structured Financing Dialogue Process, adopt the 41 C/5 Programme and Budget, and discuss further opportunities to close the remaining funding gap
9. **December 2021 – April 2022:** Conduct [Decentralized and Thematic Structured Financing Dialogues](#), including on the programmes with the largest funding gaps.
10. **April 2022:** [SFD in the Executive Board](#) to discuss the results of, and close, the Structured Financing Dialogue Process and discuss the required bilateral resource mobilization efforts to close the remaining funding gaps

Figure 10 Possible scenario for the UNESCO SFD Process (representation 2)



H. Global Priorities in the Partner's Forum

Figure 11 Integration of UNESCO Global Priorities in UNESCO's Partners' Forum

Panel		Moderator		Panellists		Consideration of a UNESCO Global Priority	
		Female	Male	Female	Male	Gender Equality	Africa
Thematic Forums							
1	The Future of Education, Learning and Skills Development		1	2	3	<ul style="list-style-type: none"> - Focus on Girls' Education (cf. Joint UNESCO, UNFPA and UN Women Programme for 'empowering adolescent girls and young women through education'' launched in Mali in 2016 	<ul style="list-style-type: none"> - Malian example for girls' empowerment (cf. example under Gender Equality) - Example of UNESCO support in TVET sector in Madagascar - 'Our Rights, Our Lives, Our Future' (O3) Programme in Sub-Saharan Africa funded by Sweden
2	The Role of Private Sector Partnerships, South-South and Triangular Cooperation and Domestic Finance in Achieving Sustainable Development	1		2	3	<ul style="list-style-type: none"> - Jordan: vocational training and business skills to help empower women through handicrafts 	<ul style="list-style-type: none"> - Focus on funding projects in LDCs and SIDS in Africa - 'Training my Generation-Gabon 5000': scientific and entrepreneurial training through ICT for youth in Gabon, and new skills for secondary school teachers (potential of scaling up in Equatorial Guinea and Cameroon) - Enhancing Teacher Quality in Africa project in Namibia
3	Fostering Sustainable Development, Peace and Security in Africa		1	2	2	<ul style="list-style-type: none"> - UNESCO supported KOICA-South Korean Government project for the empowerment of women in Lake Tchad (especially Mali) - 	<ul style="list-style-type: none"> - KOICA project in Lake Tchad (see example mentioned on the left) - Project on illicit importation of trafficked cultural goods in Mali - BIOPALT project (Biosphere and Heritage of the Lake Tchad project)

							supported by UNESCO and African Development Bank in Lake Tchad Bassin for cross-border management of the Lake and resilience of socio-ecological systems in the Lake.
4	UNESCO's response to Crisis and Transition		1	2	3	N/A	N/A
5	The Data Challenge – UNESCO's role in Monitoring and Reporting on the Sustainable Development Goals	1		1	3	N/A	N/A
6	Youth Empowerment for Peace		1	3	2	N/A	- NET-MED Youth project in Northern Africa
7	Giving Voices to Values and Norms: from Policy to Action	1		2	3	- Mozambican initiative to retain girls at a higher rate in school	N/A
8	Ocean for sustainability	1		1	5	- Acknowledgement of underrepresentation of women in STEM and ocean science in the IOC's Global Ocean Science Report	- Ocean-related activities developed in Kenya in cooperation with IOC/UNESCO in the context of support given to the Western Indian Region on oceanography (hosting of the Kenya National Oceanographic Data <ul style="list-style-type: none"> - Centre (KeNODC) at the Kenya Marine and Fisheries Research Institute (KMFRI), - sensitivity mapping, support for the Global Sea Level Observing System (GLOSS), the Ocean Teacher Global Academy and more recently support to the WIO region for work focusing on Ocean Acidification.

9	Mobilizing Sciences, Technology and Innovation (STI) for Sustainable Development and Gender Equality	1		3	1	- UNESCO-L'Oréal Prize for Women in Science	- Islamic Development Bank-African Union foresee to cooperate in establishing a Fund for Education in STI in Africa - UNESCO project on gender-responsive STEM education in Sub-Saharan Africa
10	Creative economy		1	1	4	- Support to community radio programmers (Uganda) helps to promote human rights and gender equality, and access of women to high-level decision-making positions.	- Ugandan project (see on the left) - Call to invest more in training and capacity-building in Africa
11	Responding to opportunities and challenges of the digital age		1	2	3	- Digital environment can foster digital skills of youth, especially girls and women in developing countries	N/A
12	How to get involved with UNESCO? Modalities and means		1	1	4	N/A	N/A
TOTAL		5	7	22	36		