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Evaluation Office

EVALUATION OF UNESCO'S ACTION TO PREVENT VIOLENT EXTREMISM

Internal Oversight Service
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Abstract & Acknowledgements

ABSTRACT

The evaluation found that UNESCO's work on PVE was context specific and adjusted to respond to the needs of the countries and sub-regions where the work was being implemented. UNESCO's work is aligned with the agency's mandate and expertise and makes the most of its strong relationships with government bodies and civil society actors. UNESCO's work on PVE has led to positive results around the quality, use and effectiveness of guidance documents, around capacity building of UNESCO partners and stakeholders, and around the provision of expertise and policy advice both at national and global level. Using an intersectoral approach led to an increase in information sharing and coordination. However, this was not always translated to intersectoral implementation or delivery of PVE initiatives.

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List of Acronyms

APCEIU	Asia-Pacific Centre of Education for International Understanding	Q	Evaluation Question
CESA 16-25	Continental Education Strategy for Africa 2016-2025	SCR	Security Council Resolution
CI	Communication and Information Sector	SDGs	Sustainable Development Goals
CSO	Civil Society Organization	SHS	Social and Human Sciences Sector
CT	Counter Terrorism	ToC	Theory of Change
CVE	Countering Violent Extremism	ToR	Terms of Reference
HQ	Headquarters	UAP	Universal Access and Preservation
IICBA	UNESCO International Institute for Capacity Building in Africa	UN	United Nations
IOS	Internal Oversight Service	UN CTITF	UN Counter-terrorism implementation task force
IREX	International Research & Exchanges Board	UNDP	United Nations Development Programme
MGIEP	Mahatma Gandhi Institute of Education for Peace and Sustainable Development	UNESCO	United Nations Educational, Scientific and Cultural Organisation
MIL	Media information Literacy	UNICEF	United Nations Children's Fund
MS	Member States	UNOCT	United Nations Office of Counter Terrorism
NAP	National Action Plan	UNSCR	United Nations Security Council Resolution
NGO	Non-governmental organisation	UNSG	United Nations Secretary General
P-CVE	Preventing or/and Countering Violent Extremism	UK	United Kingdom
PVE	Preventing Violent Extremism	VE	Violent Extremism
PVE-E	Preventing Violent Extremism through Education		

Executive Summary

Introduction

In 2006, the United Nations (UN) adopted the Global Counter-Terrorism (CT) Strategy and in 2015, the Secretary-General presented the **Plan of Action to Prevent Violent Extremism**. At its 197th session, the Executive Board approved a decision on UNESCO's role in assisting Member States in the development of strategies to prevent violent extremism through education, coordination across sectors and identification of opportunities for external collaboration.

UNESCO's action to support Member States in the field of PVE is centred on four priority areas, reflecting also the requests by Member States in relevant Executive Board decisions: education to build resilience; media skills, counter-narratives and online coalitions; youth engagement and empowerment and safeguarding cultural heritage and celebrating cultural diversity. An intersectoral team coordinated by the Education Sector supports UNESCO action on PVE. It is composed of representatives of relevant UNESCO Sectors, units, divisions and departments, other relevant entities such as the UNESCO Mahatma Gandhi Institute of Education for Peace and Sustainable Development (UNESCO-MGIEP) and Field Offices.

Objectives and methodology of the evaluation

The purpose of this evaluation was twofold. To provide evidence, ideas and insights on how UNESCO's efforts on PVE in the period from 2015-2018 have contributed to enhancing UNESCO's action and position in the PVE sphere in light of the decisions of Member States. And to provide evidence and formulate lessons learned and good practices on the intersectoral approach with the aim of informing what works and what does not work in intersectoral cooperation.

The Communication and Information (CI) Sector requested the Internal Oversight Service (IOS) a corporate evaluation of the work of UNESCO on PVE. Given the nature of this area of work, the evaluation was conducted in close consultation with an intersectoral reference group composed of members from Communication and Information (CI), Education (ED), Social and Human Sciences (SHS) and Culture (CLT) as well as UNESCO-MGIEP.

Data collection methods included a desk review of relevant documents, key informant interviews, focus group discussions, and surveys. Findings from all of these sources were coded, triangulated and analysed using a qualitative analysis methodology. A workshop with the reference group helped to validate initial findings before the evaluation report was finalised.

Key Findings

Over the 2015-2018 period, UNESCO activities took place in the context of the relevant decisions of Member States, with the priorities established in the 2030 Sustainable Development Goals, with the United Nations' prevention and peacebuilding agendas and with the global counter-terrorism strategy. The evaluation found that UNESCO's work on PVE was context specific and adjusted to respond to the needs of the countries and sub-regions where the work was being implemented. UNESCO's work is aligned with the agency's mandate and expertise and makes the most of its strong relationships with government bodies and civil society actors.

UNESCO's work has led to positive results around the quality, use and effectiveness of guidance documents, around capacity building of UNESCO partners and stakeholders, and around the provision of expertise and policy advice both at national and global level however this effectiveness may be contingent on field presence.

UNESCO's work is relevant and there is ownership of activities and results by local stakeholders, signalling good sustainability of results, provided the work is continued in the long term. Using an intersectoral approach has led to an increase in information sharing and coordination. However, more can be done to share and pool expertise around PVE and increase opportunities for learning.

At the UN level, the Global Counter-Terrorism Coordination Compact ('the Global Compact') is the main coordination framework. Within the UN coordination and information-sharing structures, UNESCO acts as vice-chair of the working group on Preventing Violent Extremism and Conditions Conducive to the Spread of Terrorism. UNESCO activities contribute to the Global CT Strategy from both a policy and a programmatic perspective.

From a policy perspective, this has included preparing an inventory of the activities and projects undertaken by the UN system leading to the development of an online database of UN PVE activities. From a programmatic perspective, a recent mapping exercise reported that UNESCO was implementing the largest number of PVE activities across the UN system. UNESCO's work is aligned with the agency's mandate and expertise and makes the most of its strong relationships with government bodies and civil society actors.

A priority in the UN's prevention and peacebuilding agenda is to include youth in an active manner. On this front, UNESCO has developed a nuanced understanding of the link between youth and violent extremism (VE). However, a number of UNESCO documents refer to youth and women as one single demographic or as "young women and men" which may downplay the size and variations in youth as a category and hinder engaging young people as partners. UNESCO could do more to communicate the positive role youth can play, so they are not only the target of PVE interventions, but also active participants.

UNESCO PVE efforts have been aligned with SDG 4, related to quality education. Further, the organisation's emphasis on promoting a culture of peace aligns with SDG 16, on promoting peaceful and inclusive societies for sustainable development and in particular target 16.A on strengthening national institutions to prevent violence and combat crime and terrorism.

There are a number of elements that support UNESCO's alignment with the needs of countries and regions. These are: i) flexibility when developing project ideas and methodologies, with frequent examples of co-designing with state representatives, civil society partners and youth; ii) adaptation of materials and activities for each context and iii) adjustment of the language of PVE to national political priorities and local realities.

Since 2015, UNESCO has developed a clear overarching vision of the mandate, role and strengths of the Organisation in supporting Member States in PVE. This has been reflected at the strategic level through interventions by the Director-General, and information documents for the Governing Bodies, reflecting the rationale driving different strands of action across all relevant areas of competence. At the same time, the evaluation did not find a clear or complete theory of change (ToC)¹ for UNESCO's overall PVE work. This may

1 Theory of Change is a representation of how a development intervention is expected to lead to desired results. It illustrates the pathway of change – the intervention logic – and articulates the causal relationships and key assumptions used to explain the change process. Results-Based Programming, Budgeting, Management, Monitoring and Reporting (RBM) approach as applied at UNESCO, Guiding Principles, 2019.

affect the ability to make strategic decisions around a programmatic approach and hinder the ability of UNESCO to communicate clearly its approach.

The design and implementation of UNESCO PVE actions and tools has been context specific, with strong ownership of local stakeholders. This contributes to a higher likelihood that results will be sustainable in the long term. However, effectiveness is highly dependent on a country's willingness and capacity to take ownership of the approach. Where UNESCO does not have a field presence developing awareness on peacebuilding or PVE within governments is challenging.

To make UNESCO's expertise sustainable, engagement with stakeholders needs to be longer-term and not only project based. Strategies need to reflect the fact that it takes more than a few years and a significant investment to generate sustainable change. It is important to ensure that PVE is clearly integrated into wider strategies that UNESCO, Member States and UN Country Teams are going to continue to support. UNESCO is making progress in this direction by, for example, embedding PVE in its existing work for Global Citizenship Education, in its action in supporting freedom of expression, in empowering young people and in protecting and sharing common cultural heritage.

In terms of Priority Gender Equality, the advice and contributions of the Gender Division are regularly sought for all PVE activities. While UNESCO interviewees mentioned that UNESCO is gender sensitive, this seems not built into programming and policy work systematically. Efforts have remained at the level of achieving a balanced participation of men and women: According to respondents, a gender-focused approach should go much further than this to take into account a more nuanced understanding of gender and inherent social, political and economic power relations.

There is a consensus on senior management support for intersectoral collaboration. Still, organizational structures and role distribution represent challenges to actual collaboration. Notably, a majority of survey respondents indicated that senior management support intersectoral collaboration (56%). However a lower percentage of respondents believe organizational structures (47%) and role distribution (33%) support it.

A majority of staff (68%) believe there is a good level of intersectoral information sharing but this is not always translated in an effective delivery of PVE initiatives. The success in information sharing may be due in large part to an engaged intersectoral PVE group. However fewer (50%) respondents believe there is collaboration at the stage of design

and less so (40%) at the point of implementation or delivery. This was the experience of the project "Preventing Violent Extremism through Youth Empowerment in Jordan, Libya, Morocco and Tunisia" which benefited from substantial collaboration at the early stage of information sharing and design.

The evaluation highlighted the following as **lessons learned on intersectoral collaboration**.

- Intersectoral coordination benefits from an assigned individual to coordinate the group and the start-up of initiatives in the group.
- Formalizing the intersectoral group supports the prioritization of intersectoral collaboration in each individual Sector.
- Including field staff in the core intersectoral group helps build a closer relationship between the field and headquarters, supports project development and facilitates sharing of knowledge and learning.
- Collaboration is increased when there are specific projects
- Intersectoral collaboration is at its strongest when it is prioritized and celebrated at the Director level.

Recommendations

The evaluation proposed five recommendations, each one with a number of priorities for action. The first recommendation revolves around the need to continue engaging actively with the work at the UN level and communicating to Member States and other relevant stakeholders that sustainable change on PVE is a long-term endeavour. The second and third recommendations highlight the importance of developing an organization-wide theory of change and strengthening monitoring frameworks. The fourth discusses the need to move to a more formalized PVE intersectoral group. Finally, the fifth recommendation endorses a more nuanced approach to youth and gender.

Recommendation 1	Ensure that PVE work is integrated within UNESCO's long-term strategies and that it continues to be aligned with wider UN long-term strategies, particularly the Sustainable Development Goals, which provide coherence, direction and opportunities for sustainable change, including also more predictable integration into the financial and programmatic planning of the Organization.
Recommendation 2	Produce, across sectors, explicit Theories of Change for UNESCO's approach to PVE, building on the overarching vision of UNESCO's role and strengths.
Recommendation 3	Strengthen monitoring and evaluation frameworks at both programme level and for specific PVE interventions.
Recommendation 4	Formalise the PVE intersectoral group so that it is more strategic and better able to support collaboration.
Recommendation 5	Develop a more nuanced approach to gender and youth in relation to PVE.

Management Response

Overall Management Response

The Management finds the evaluation timely and helpful as the PVE Intersectoral Group (hereafter referred to as 'the Group') is currently taking stock of its achievements and reviewing lessons learned from its work in view of rethinking its working methods and joint areas of action. Overall, the principles behind each recommendation are well accepted and will inform and steer future decisions concerning the theory of change, the programmatic approaches and the functions of the Group.

Recommendations

Recommendation 1:

Ensure that PVE work is integrated within UNESCO's long-term strategies and that it continues to be aligned with wider UN long-term strategies, particularly the Sustainable Development Goals, which provide coherence, direction and opportunities for sustainable change, including also more predictable integration into the financial and programmatic planning of the Organization.

Priorities for action:

- Invest time in understanding how PVE fits into existing work and how it is guided by wider strategies such as the SDGs and UN's prevention and peacebuilding agendas.
- Engage Member States, the UN and the wider PVE community to continue to convey the fact that it takes time and investment to generate sustainable change and that long-term strategies should be supported.

Management Response (Accepted or not accepted as well as the way forward)

Accepted

The Group – with the support of senior management - will continue to mobilize UNESCO's fields of competence to build the defences of peace in the minds of men and women and stop the spread of violent extremist ideologies. This will notably be done by ensuring that work in this area is well rooted in the C/4 and C/5 plans, with appropriate staffing and support. It will also ensure more predictable financial and programmatic support as well as cross-Organisation coherence and direction. This will involve the development of a Theory of Change (ToC) by the Group, based on current studies, reports, emerging trends, and evolution of violent extremist narratives that will be validated by senior management.

- The Group will continue pursuing regular engagement with the Group of Friends of PVE at UNESCO, to update members on trends and evolutions, and share experiences and knowledge with global experts, and to mobilise further support for UNESCO's vision and action.
- UNESCO will continue to play an active role as Co-Chair of the UN Compact's Working Group on Preventing and Countering Violent Extremism, deepening regular exchanges with UN agencies, and civil society organisations on this matter, including through the field network. This will consistently inform UNESCO's work in light of the UN's human rights instruments, peacebuilding and development agendas.
- The Group will systematically inform and engage Regional Directors of its plans and actions to make sure that UNESCO's human rights perspective on PVE is fully reflected in UN strategies and plans at country and regional level, highlighting the long-term implications of addressing the drivers of violent extremism as opposed to only looking at its symptoms.

Recommendations

Recommendation 2:

Produce, across sectors, explicit Theories of Change for UNESCO's approach to PVE, building on the overarching vision of UNESCO's role and strengths.

Priorities for action:

- Develop a ToC, including explicit assumptions, for UNESCO's overall PVE work, in a participatory way.

Develop context specific ToCs in each country where UNESCO works on PVE that align with the overall UNESCO PVE ToC, and include explicit assumptions, but also enable the reframing of PVE work for context-sensitivity reasons to be made explicit internally.

Recommendation 3:

Strengthen monitoring and evaluation frameworks at both programme level and for specific PVE interventions.

Priorities for action:

- Use the overall PVE ToC as a basis for developing a results framework that provides a logical framing for UNESCO's overall work on PVE in a way that enables monitoring and evaluation tools to be developed and therefore to improve the measurement and reporting of PVE results.
- Ensure specific PVE interventions can be integrated in this results framework and that monitoring and evaluation for these specific activities, such as global conferences, is planned in a way that enables documenting results and identifying lessons.

Management response

Accepted

Proposed measures:

- The Group is planning the development of a ToC, and was awaiting the recommendations of this evaluation to launch the exercise. This will be undertaken in a participatory mode, including relevant colleagues from Field Offices and Institutes.

Specific guidance on the ToC will be included in the recently developed toolkit to support Field Offices in planning and implementing PVE work. This will facilitate the development of country specific ToC for UNESCO's work on PVE.

Accepted

Proposed measures:

- Upon completion of the ToC, the development of a M&E framework will be launched, banking on existing tools developed also by other Agencies and stakeholders on the M&E of PVE programmes. The M&E framework will need to be aligned to the 41 C/4 under preparation, to ensure coherence with the new strategic objectives and programmatic priorities of the Organization and to avoid multiple adjustments and reviews. The timing for the M&E framework development will therefore be planned to take into account the 41 C/4.
- The UNESCO Chair in Prevention of Radicalisation and Violent Extremism (Canada) will also be mobilized.
- An internal tool to facilitate the alignment and coherence of house-wide PVE interventions with the ToC, and the achievement of agreed-upon expected results will be developed.

Recommendations

Recommendation 4:

Formalise the PVE intersectoral group so that it is more strategic and better able to support collaboration.

Priorities for action:

- Develop and formalize Terms of Reference for the PVE intersectoral group and Focal points. Include detailed standard functions that can be translated into the annual objectives.
- Designate or hire a staff member to coordinate between the sectors, to smooth bureaucratic processes, support work across sectors, gather and disseminate information. Situate the coordinator outside of a single sector to enable them to work across, and for, all sectors.

Recommendation 5:

Develop a more nuanced approach to gender and youth in relation to PVE. (Conclusions 4, 5)

Priorities for action:

- Where PVE actions are planned, conduct a gender analysis that integrates:
 - an approach of the context specificities and gendered power relations of different men and women of the planned project/programme.
 - the role of gender in creating various kinds of pressures and vulnerabilities on push and pull factors for joining or not joining VE groups.
- Integrate current research on 'toxic' expressions of masculinity and their role in radicalization processes to deepen UNESCO's understanding of the drivers of VE and to find appropriate responses that nurture positive male roles.
- Nuance more systematically the size and vast variations in youth as a category so they are decreasingly seen as the target of PVE interventions, and increasingly perceived as actors providing stability and playing a positive role in managing societal transitions.

Management response

Accepted

Proposed measures:

- To ensure a continued and effective functioning of the Group, steps will continue to be undertaken to develop and formalize Terms of Reference for the Group and for its Focal Points. Specific functions will be translated into annual objectives.
- Senior Management will be encouraged to include PVE intersectoral objectives and tasks into the expected results of each of the designated members of the Group.
- Relevant Directors will be regularly engaged to ensure consistent decision-making and ownership across Sectors, Field Offices and Institutes.
- A coordinator will be formally designated with well defined ToR. Embedding the coordination functions into the sectors is, based on experience, a more sustainable solution while ensuring ownership and engagement across Sectors, with a cross-Organization perspective particular bias, and also to ensure further collaboration with other parts of the UN system as relevant.

Accepted

Proposed measures:

- To facilitate gender analysis in PVE actions, the Group will rely on the recommendations of a paper on the inclusion of a gender component into PVE actions that is currently under development by the Education Sector. While the link between gender and PVE is still under discussion by the research community, the paper draws a picture of the current state of research – including the issue of 'toxic' expressions of masculinity – and proposes ways to include a gender lens in PVE projects. It will be widely shared within the House to facilitate a broader application of a gender lens.
- In future planning and programme design, the key role of youth, as agents of change, in managing societal transition, and their overall contribution to peacebuilding, will be more clearly spelled out and promoted. A checklist on including a gender component will be utilized.

Introduction

Background

1. The number of attacks by violent extremists has been rising across the world. Not associated with any particular religion, nationality, culture or ethnic group, this threat has an impact on the security, safety and wellbeing of people in developed and developing countries.¹
2. In 2006, the United Nations (UN) adopted the **Global Counter-Terrorism Strategy**.² In 2015, the Secretary-General presented the **Plan of Action to Prevent Violent Extremism (PVE Plan)**.³ The Plan endorsed a comprehensive approach with a strong preventive element addressing the drivers of violent extremism.⁴ It was followed by a series of resolutions adopted by the United Nations Security Council⁵, including action to take forward Security Council Resolution (SCR) 2250 on Youth, Peace and Security. In June 2017, the General Assembly established a new Office of Counter-Terrorism (UNOCT). The UNOCT is the main focal point in the United Nations system for PVE and acts as the Secretariat to the High Level PVE Action Group.
3. There has been a decisive push to promote women's role in Countering Violent Extremism (CVE) and PVE. UN Security Council Resolution (UNSCR) 2242 was adopted in 2015. This sets out to mainstream gender in the activities of Security Council counter-terror and CVE bodies. Similarly, the UN Secretary-General's Action Plan on PVE states that counter-terror and CVE strategies should protect and empower women.

1 Overview of UNESCO's Contribution to the Prevention of Violent Extremism (PVE) worldwide. 39 C/INF.25
 2 Resolution 60/288 adopted by the General Assembly on 8 September 2006: The United Nations Global Counter-Terrorism Strategy.
 3 Plan for Action to Prevent Violent Extremism, Report to the Secretary-General at the General Assembly's seventieth session on 24 December 2015.
 4 Such drivers were diverse but included lack of socioeconomic opportunities; marginalization and discrimination; poor governance and prolonged and unresolved conflicts.
 5 In early 2016, the United Nations General Assembly (UNGA) took note of the Plan of Action with the adoption of Resolution A/RES/70/254. Later in 2016, the General Assembly, as part of the review of the 2006 counter-terrorism strategy, adopted resolution A/RES/70/291 inviting Member States to adopt recommendations in the PVE Plan, including preventive measures. The resolution affirmed the importance of education to help prevent violent extremism conducive to terrorism and welcomed the engagement of UNESCO in prevention efforts through education. Annex III, Terms of Reference, Evaluation of UNESCO's Action to Prevent Violent Extremism (PVE)

4. In line with the UN, the United Nations Educational, Scientific and Cultural Organisation (UNESCO) has been leading action on preventing violent extremism (PVE) at the global, regional and national levels to support Member States since 2015 (adoption of 197 EX/Decision 46). A set of Decisions defined UNESCO's strategic niche in PVE (200 EX/Decision 9 and 202 EX/Decision 7) based on its mandate and areas of competence. UNESCO's overarching mandate is to build "the defences of peace" in the minds of women and men. Since 2015, at the request of Member States UNESCO directed activities specifically to prevent violent extremism and defined it as one of the priorities for the Organization.⁶ UNESCO's Executive Board at its 197th session adopted a decision on UNESCO's role in promoting education as a tool to prevent violent extremism.⁷ It described the Organization's capacity to assist Member States in the development of strategies to prevent violent extremism through education, coordination across sectors,⁸ and identification of opportunities for external collaboration.
5. Building on this mandate, UNESCO's action to support Member States in the field of PVE is centred on four priority areas, reflecting also the request by Member States in subsequent Executive Board decisions for actions crossing all sectors:⁹
 - a. Education to build resilience
 - b. Media skills, counter-narratives and online coalitions
 - c. Youth engagement and empowerment
 - d. Safeguarding cultural heritage and celebrating cultural diversity
6. The UNESCO approach to PVE is supported by an intersectoral team, the Intersectoral PVE Working Group, coordinated by the Education Sector. It is composed of representatives of relevant UNESCO Sectors, units, divisions and departments, other relevant entities such as the Mahatma Gandhi Institute of Education for Peace and

6 UNESCO DG Ivory note on UNESCO Comprehensive Action to prevent violent extremism. October 2017 (DG/Note/17/18), p.2.
 7 197 EX/Decision 46
 8 The inter-sectoral approach was also reaffirmed in the 2017 UNESCO Director-General's Ivory Note on UNESCO Comprehensive Action to prevent violent extremism.
 9 39 C/INF.25.3

Sustainable Development (MGIEP) and Field Offices.¹⁰ This intersectoral approach aims to promote coordination, collaboration, sharing and learning across Sectors / Major Programmes. It builds on and leverages the Organisation's specific strengths, defined as "its convening power and multi-stakeholder commitment, its field network and institutes and its wide range of partnerships."¹¹ Other coordination efforts include the establishment of a group of "Friends of PVE"¹² by Member States and PVE focal points in Field Offices where PVE-relevant or specific activities are being carried out.

Purpose, Scope and Intended Use of the Evaluation

7. In December 2017, the Communication and Information (CI) Sector requested to the Internal Oversight Service (IOS) a corporate evaluation of the work on PVE. The topic was included in the corporate biannual work plan of IOS for 2018-2019.
8. The purpose of the evaluation was twofold:
 - Provide evidence, ideas and insights on how UNESCO's efforts on PVE in the period from 2015-2018 have contributed to enhancing UNESCO's action and position in the PVE sphere in light of the decisions of Member States;
 - Provide evidence and formulate lessons learnt and good practices on the intersectoral approach applied by UNESCO in its Action to PVE in order to inform other areas of UNESCO's work on what works and what does not work in intersectoral cooperation. This involved assessing the relevance and effectiveness of intersectoral collaboration in the design and initial implementation of the flagship project entitled "Preventing Violent Extremism through Youth Empowerment in Jordan, Libya, Morocco and Tunisia" (subsequently referred as the "Youth Empowerment project").

10 197 EX/46 (Point 7.b). The intersectoral PVE working group is composed of 31 staff of UNESCO Headquarters from all sectors and working directly on PVE. It is supported by 132 PVE Focal Points that are based in Field Offices (although exact numbers vary regularly because of staff turnover).

11 DG/Note/17/18, p3. According to the Programme Budget 2018/2019, "Cooperation with other Major Programmes will focus on a limited set of priority areas where the added value of a multidisciplinary approach is the highest towards the achievement of the Sustainable Development Goals (SDGs) and will place emphasis on country-level delivery".

12 An informal group of country representatives to UNESCO interested in UNESCO's PVE related work, that meets to discuss specific aspects of PVE a few times a year.

9. The **scope** of the assignment was as follows:

- **Period covered:** The evaluation covered UNESCO's PVE activities implemented from 2015 to 2018.
- **Programmatic sample and sectoral coverage:** The evaluation focused on a sample of PVE intervention areas. The sample fell within the four priority areas of UNESCO's work¹³ covering: supporting advocacy and partnerships globally, providing policy advice to member states, developing standards and guidance,¹⁴ and building skills and capacities. Although UNESCO's work on PVE is based on evidence gathered through research in a way that builds bridges between research, policy and practice, the evaluation did not look specifically at research. The evaluation assessed the work of CI, Education, Social and Human Sciences (SHS), and Culture Sectors.¹⁵ The evaluation methodology interrogated the two areas (purposes) of the evaluation as distinct but interconnected areas of work.
- **Stakeholders:** In addition to the members of the Evaluation Reference Group, a range of actors were consulted during the inception and data collection phases. These included UNESCO Headquarters staff involved in PVE programming; staff in regional and national offices; Member States part of the "Friends of PVE"; partners and target groups/participants in the field where possible. The evaluation team experienced some limitations in accessing the full range of stakeholders, for instance where stakeholders had relocated, were no longer engaged in PVE or had limited time and capacity to engage in the evaluation. As a result, in some cases the data collected was limited to a smaller sample size than anticipated.
- **Geographic coverage:** Following inception meetings with the members of the intersectoral PVE working group, the sites for field data collection were identified and included Paris (HQ), Morocco (also covering Tunisia), Addis Ababa (the

13 As seen above: 1. Education to build resilience; 2. Media skills, counter-narratives and online coalitions; 3. Youth engagement and empowerment; 4. Safeguarding cultural heritage and celebrating cultural diversity.

14 Guidance included A Teacher's Guide on the Prevention of Violent Extremism (2016), Preventing Violent Extremism through Education: A Guide for Policy-Makers (2017), A Youth-Led Guide to Prevent Violent Extremism (2017)

15 Based on findings from inception interviews and the constraints of sampling, PVE activities implemented by the Culture sector were not examined under the first component of the evaluation that looks at the relevance, effectiveness and sustainability of UNESCO's PVE work. However, the evaluation team engaged with all four sectors under the second component of the evaluation, which examined the intersectoral approach.

UNESCO International Institute for Capacity Building in Africa-IICBA)¹⁶ and Lebanon (Beirut).¹⁷

10. Field visits were scheduled to take place between May and September 2019. The planned field visit to Morocco was cancelled due to staff turn-over and reduced capacity to host a visit. In agreement with the Evaluation Reference Group, consultation with staff from SHS and the focal points from CI, it was decided to instead review project activities in Amman, Jordan.¹⁸ Whilst this provided an expedient solution that enabled the evaluation team to still look at this project, it created limitations for the evaluation.¹⁹
11. **Users:** The evaluation team conducted a number of brief consultation meetings with members of the Evaluation Reference Group asking them specifically about the intended users of the evaluation. On the basis of these conversations and the evaluation Terms of Reference (ToR), the primary users of the evaluation findings were identified as follows:

Primary Users	Purpose/Uses
Member States and potential donors	To increase awareness of how to improve and support PVE work within the framework of UNESCO and as feedback and accountability on the degree that selected PVE actions have reached their stated goals or are expected to contribute to stated goals and outcomes.
UNESCO decision makers/	For strategic decision-making to inform plans and strategies. To raise the issue of intersectoral work and how to increase agility and efficiency across UNESCO in response to a key issue.
Intersectoral PVE Working Group	As guidance for project development and implementation across relevant programme sectors in Headquarters and Field Offices. To support understanding on what works effectively and what does not with intersectoral work.
Programme implementing staff	To increase awareness of effective PVE programming and how to build on and improve existing approaches.

12. **Gender Equality and Human Rights.** Data collection, sampling and analysis took into consideration the diverse cultural contexts in which the activities are being implemented. Beyond equal participation of men and women in the evaluation, evaluators paid attention to whether the work being assessed was gender sensitive and/or gender transformative. Gender Equality was also specifically looked at for the following evaluation question: "To what extent was the global priority Gender Equality (and Global Priority Africa) effectively mainstreamed in the design and implementation of PVE activities?"

Evaluation methodology

13. Data collection methods included a desk review of relevant documents, key informant interviews, focus group discussions, and surveys. Findings from all of these sources were coded and analysed using a qualitative analysis methodology, thereby triangulating the findings from the different sources. A workshop with the reference group helped to validate initial findings before the evaluation report was finalised.

¹⁶ Note that throughout the report, the work of IICBA is referred to as part of UNESCO's work.

¹⁷ A number of key considerations were taken into account to define this group: 1) UNESCO country prioritization, country presence (availability of staff to support a visit), size and breadth of PVE programming. 2) Access to sources of information, including partners and/or beneficiaries of PVE work. 3) Potential to generate empirical evidence and examples/case stories for communication and accountability purposes. 4) Innovative approaches that could potentially be replicated, specifically regarding intersectoral cooperation. Assessment of risk, sensitivity of PVE, safety and security of the evaluation team, evaluation participants and reputational risk to the evaluation firm and UNESCO.

¹⁸ Email sent from IOS to members of PVE evaluation reference group 'Update PVE evaluation 11 October' 11/10/19

¹⁹ See more details in the Limitations section below.

Findings

Relevance/Coherence

14. Findings on the evaluation questions related to Relevance and Coherence show that UNESCO's work on PVE aligns with the relevant decisions of Member States, with the priorities established in the 2030 Sustainable Development Goals and targets, with the UN's prevention and peacebuilding agendas and with the global counter-terrorism strategy. Furthermore, UNESCO's work on PVE is in line with the Organization's mandate and expertise and makes the most of its strong relationships with government bodies and civil society actors. The work of UNESCO on PVE is also coherent with the work of other relevant actors.
15. UNESCO's work on PVE is context specific and adjusted to respond to the needs of the countries and sub-regions where the work is implemented.

Evaluation Question (Q) 1: Over the 2015-2018 period, to what extent were the selected PVE areas of work aligned with the relevant decisions of Member States?

16. The desk review, as well as interviews with relevant actors, indicated that UNESCO's selected areas of work on PVE were aligned with the decisions of its Member States including in the case of work on PVE through Education, work with youth and towards youth empowerment, work around cultural heritage and work around communication and information. UNESCO also responded closely to decisions of Member States, by taking an intersectoral approach to PVE, and through its role in wider UN mechanisms, to enable coordination with UN entities.
17. The initial UNESCO Member State decision on PVE is found in Decision 197EX/46. Adopted at the 197th Session in 2015, this decision commits to enhancing UNESCO's leading role in promoting and implementing human-rights-based global citizenship education as an essential tool to help prevent violent extremism. UNESCO responded to the decision by Member States to use education as a preventive tool within the framework of the Global Citizenship Education section. It involved working to strengthen the capacities of national education system (i.e. policies, teachers, educational content like toolkits, etc) by: (i) developing guidance for education-policy makers; (ii) capacity-building initiatives for education

professionals on addressing violent extremism through education, and (iii) global advocacy, seeking to build international consensus for a human rights based approach to education around/for PVE. Some concrete and relevant examples are:

- a. The publication in May 2016 of a teachers' guide on PVE. The publication in March 2017 of a guidance on 'Preventing Violent Extremism through education – A guide for policy-makers'. This guide provides technical guidance for education policy makers on how to prioritize, plan and implement effective and appropriate education-related actions, which contribute to national efforts on PVE.
 - b. The publication in 2017 of the Mahatma Gandhi Institute of Education for Peace and Sustainable Development #YouthWagingPeace Youth led on prevention of violent extremism through education. This youth-led guide seeks to provide actionable recommendations for teachers, school administrators, families, religious leaders and policy-makers.
18. Apart from Education, other sectors were also engaging in PVE, in line with Decision 197EX/46. For example, UNESCO adopted an intersectoral approach that was first outlined in UNESCO's Integrated Framework of Action titled "Empowering Youth to Build Peace." This intersectoral framework aimed to advance new forms of global citizenship education, to bolster cultural literacy and build new bridges for intercultural dialogue, to develop stronger media and information literacy and to provide young women and men with skills and opportunities to engage positively in their societies. This framework drew on existing activities, which are also examples of how different UNESCO sectors engaged in PVE work in line with relevant decisions of Member States.
 19. In the subsequent years, the Executive Board adopted 200 EX/Decision 9, 202 EX/Decision 7 and 205/Decision 6.IV, which re-emphasized the importance of PVE through education, but also the need for intersectoral coordination within UNESCO. This built on the Intersectoral Working Group that was formed after the first Executive Board decision, relying on a network of PVE focal points in Field Offices, a further example of alignment between Member State decisions and UNESCO actions.

20. At the UN system wide level, UNESCO Member States took note of Secretary-General's Plan of Action to Prevent Violent Extremism (A/70/674 and A/70/675) which emphasises the importance of strengthening coordination and coherence among United Nations entities working on counter-terrorism issues. Member States agreed that this includes preventing violent extremism that is conducive to terrorism. UNESCO was an active participant in the UN Counter-terrorism implementation task force, the main coordination body for implementing the Global Counter-Terrorism (CT) Strategy, and with the UN Office for Counter-Terrorism and its related Working Groups.
21. Findings from the document review were confirmed by interviews with UNESCO staff who also provided evidence of the alignment of selected PVE areas of work (education, media and culture) with decisions of Member States and interviews with selected Member States and friends of PVE.

Q2: Over the 2015-2018 period, to what extent were the selected PVE areas of work aligned with the stated needs of countries/sub-regions?

22. According to external evaluation respondents as well as UNESCO staff, over the 2015-2018 period the selected PVE areas of work aligned well with the needs of countries/sub regions. Respondents indicated that UNESCO's work is relevant and responsive to the needs in the specific context in which the work is being implemented.
23. There are a number of elements that allow the work of UNESCO to align with the needs of country/sub-regions:
- UNESCO is flexible when developing project ideas or methodologies adapting to the specific context. There are frequent examples of co-designing or co-development of projects or activities at local and national levels, including with state representatives, civil society partners and youth.
 - Systematic steps are taken to ensure that the material used, and the activities, are adapted to and made practical for each context. For instance, assessments and consultations are conducted in each country to understand needs and gaps.
 - UNESCO is consistent in establishing close collaboration with key stakeholders and partners (both governmental and civil society, but also young people) allowing for alignment of priorities.

- The language used to frame PVE is adjusted to national political priorities and local realities. For instance, in some countries, it was found to be more useful and practical to talk about "transformative peacebuilding" or "emerging forms of violence" than "preventing violent extremism".
24. Aligning PVE approaches with the needs of country/sub-regions is made possible by situating PVE as a continuation of the work that UNESCO is already leading. This continuity offers opportunities, such as an existing understanding of the context, established relationships and practical knowledge of how to implement activities in each country. This enables teams to ensure that the work on PVE is coherent with the needs of the countries/sub-regions, pragmatic and viable for each context. The evaluation found that from a relevance perspective support is better when the team leading the work has a regional mandate, such as is the case with IICBA.

Q3: What are UNESCO's particular strengths in PVE work?

25. Based on the sampled activities, the literature review, interviews and focus group discussions, the following key strengths of UNESCO's work on PVE were reported on multiple occasions:
1. Access to stakeholders at different levels (project participants, including youth, civil society partners, including youth Civil Society Organizations (CSOS), and state levels);
 2. PVE work at the policy level;
 3. Diversity of work on PVE through the different sectors;
 4. Individual staff expertise;
 5. Quality of guidance material;
 6. Work on Education for PVE.
26. Because of its mandate, UNESCO has access to a range of stakeholders at different levels enabling it to take a broad approach to PVE. These stakeholders include key ministries, universities, various experts, grass roots civil society organisations, including youth organisations, cultural actors and media institutions, and in certain cases, the wider public. The Global Citizenship approach and its strong youth engagement positions UNESCO well for working on PVE.

27. Policy level work was identified as a key strength of UNESCO's work on PVE. Government level respondents were positive about the work of UNESCO on PVE and grateful for the institutional and personal relationships forged by UNESCO. In two of the countries visited by the evaluators, the UNESCO office had a strong relationship with the Ministry of Education. However, relationships with governments depend on the institutional context in each country.
28. The fact that UNESCO can rely on the work of its different sectors was seen as an advantage. Interview respondents observed that the strength of UNESCO's work on PVE relies on the expertise of its staff and the quality of its guidance material.
29. Other key strengths identified through individual interviews, but which evaluators were not able to verify due to the limitations in the scope of the evaluation were the organisation's expertise in Media and Information Literacy (MIL) which attracts significant global attention because of the online recruitment by violent extremist armed groups, as well as countering trafficking of cultural goods to prevent the financing of violent extremism.
30. Finally, some sectors within UNESCO have invested time in understanding how their existing work fits within or aligns to PVE. Some external respondents and UNESCO staff pointed out that this investment in understanding UNESCO's positioning allows the organisation to be more responsive and less hesitant in engaging actors on PVE, in comparison to other organisations. Although there is still reticence within some parts of UNESCO, a non-UNESCO respondent said that UNESCO is *"less anxious to work on PVE than other entities. And so they have had a very constructive attitude in the sense of recognising the space that PVE is: that it is not necessarily about reinventing the wheel, but about trying existing methodologies and programmes to address underlying issues that have always been there but that in some contexts manifest themselves as conducive to terrorism."*
- Q4: To what extent is UNESCO's work on PVE consistent with the priorities established in the 2030 Sustainable Development Agenda Goals and targets?**
31. UNESCO's work on PVE is consistent with the priorities established in the 2030 Sustainable Development Agenda goals and targets. Specifically, UNESCO is taking the lead on Sustainable Development Goals (SDGs) 4 (quality education) and very active in SDGs 5 (gender equality), 8 (decent work and economic growth), 10 (reduced inequalities), 11 (sustainable cities and communities) and 16 (peace, justice and strong institutions).
32. The majority of the UNESCO PVE efforts have been aligned with SDG 4 which is related to quality education. This leadership role on SDG 4 allows UNESCO's contribution on PVE to be recognised. One respondent said: *"UNESCO is the lead UN system entity on SDG 4 and everybody recognises this - including in the Security Council, in the General Assembly, and within the Counter-Terrorism Strategy - that education is part of prevention. So we are looking at UNESCO to play the key role, whether in terms of its own activities or in stimulating discussion on this."* One respondent also mentioned the alignment of UNESCO's work with the Continental Education Strategy for Africa 2016-2025 (CESA 16-25), which has been developed in alignment with SDG 4.
33. Further examples of how UNESCO's work on PVE is contributing to the SDG efforts include:
- Working on the development of guidance tools to 'prioritise, plan and implement effective and appropriate education-related actions at the request of Member States (MS).' A range of materials serves as a basis for capacity development activities in Africa and Asia, such as activities for educators on PVE by IICBA, UNESCO HQ and the Asia-Pacific centre of Education for International Understanding (APCEIU). Their emphasis is on promoting a culture of peace as they align with SDG 16, in particular Target 16.A.
 - A decision adopted by the Executive Board states: "Promoting peaceful and inclusive societies (SDG 16), ensuring public access to information and protecting fundamental freedoms (SDG 16, target 10), by promoting access to information, ethical dimensions of information societies and multilingualism, preventing violent extremism, leading the United Nations Plan of Action on the Safety of Journalists and the Issue of Impunity, building Media and Information Literacy and by ensuring media pluralism and diversity."
 - UNESCO's High-Level Forum with World Summit on the Information Society WSIS Forum, Geneva, which aimed to accelerate efforts to achieve SDG16 through the creation of conditions for peaceful and inclusive knowledge societies.
 - The Internet Universality Indicators to measure internet development policies towards achieving the SDGs and a global project on intercultural dialogue data called 'Measuring the enabling environment for effective intercultural dialogue as an instrument to enhance social cohesion and build peace' has been launched. It measures the relationship between intercultural dialogue and outcomes that include PVE.

Q5: To what extent is UNESCO's work on PVE consistent with the priorities established in the UN's prevention and peacebuilding agendas, including for youth?

34. UNESCO's work on PVE is consistent with the UN priorities on conflict prevention and peacebuilding, notably in the focus on young people and the opportunities they have to shape their own future. Specifically, UNESCO aligns its efforts with UNSCR 2250 on Youth, Peace and Security
35. Evaluation respondents mentioned good collaboration with UNESCO on developing a better and more nuanced understanding of the link between youth and VE. The evaluators could also find evidence that young people are increasingly considered as partners. Efforts to establish formal partnerships with youth-led organisation are an example of that. The Youth Empowerment project has also taken exactly that approach and focuses on sharing and showing the positive role of young people in PVE efforts.
36. In this context, a December 2018 mid-term review of UNESCO's Operational Strategy on youth 2014-2018 found that "the required culture shift from youth as beneficiaries to youth as active partners, in particular at UNESCO's strategic level and for those young people that have been traditionally under-represented, underserved or marginalised, is still underway." An external evaluation respondent also mentioned that UNESCO could do more to communicate on the positive role youth can play in PVE, so they are not only the target of PVE interventions, but are perceived as actors providing stability and playing a positive role in managing societal transitions. Evaluators also found that in some of the documents reviewed, UNESCO refers to youth and women as one single demographic or as "young women and men." Nuancing more systematically the size and vast variations in youth as a category would contribute to moving further towards engaging young people as partners.
37. Still, below are relevant examples of how UNESCO's work on PVE is consistent with the priorities established in the UN's prevention and peacebuilding agendas, including youth:
 - a. The "Somalia Youth Peace Dialogue Forum" launched by the UNESCO Regional Office for Eastern Africa to provide Somali youth with a platform on issues related to peace and security.

- b. UNESCO Regional Offices in Africa (Abuja, Dakar, Harare, Nairobi and Yaoundé) organized a training on youth, peace and security in May 2016, at the anniversary of the African Youth Charter (Banjul +10). In May 2017 in Banjul, UNESCO supported a regional conference on youth, peacebuilding and regional solidarity in Africa to discuss the role of Gambian youth in the democratic transition. UNESCO Regional Office for Central Africa implemented a joint UNDP/UNESCO/FAO Project in Cameroon on building resilience and conflict prevention.
- c. In 2017 the United Nations Working Group on Youth and Peacebuilding, which is coordinating the implementation of UNSCR 2250 on Youth, Peacebuilding and Security, UNESCO, together with other agencies, organized regional consultations on youth, peace and security to support the implementation of the resolution and to contribute to the progress mandated by it.
- d. The 2017 global mapping of research 'youth and VE on social media' released with recommendations for Member States, private sector, internet intermediaries, social media, civil society, internet users, demonstrates a specific youth focus.
- e. The UNESCO-UNOCT Youth Empowerment project, co-funded by Canada, which includes youth driven initiatives on the ground in education, sciences, culture, and the media to prevent violent extremism.

Q6: To what extent have UNESCO activities contributed to the Global Counter-Terrorism Strategy?

38. UNESCO activities have contributed to the 2006 Global Counter-Terrorism Strategy through its activities in support of Member States, as well as through its co-chairing of the UN Counter-terrorism implementation task force (CTITF) working group on preventing violent extremism. The CTITF was a main coordination body to support implementation of the Global Counter-Terrorism (CT) Strategy. UNESCO has also been an active member across all relevant working groups of the CTITF. In 2017, in the context of the new UNOCT, the inter-agency working groups of the CTITF were reformed to help improve coordination and results. Now the Global Counter-Terrorism Coordination Compact ('the Global Compact') is the main coordination framework based on a new working group structure, with each working group reporting to a Coordination Committee. UNESCO is a member of the Coordination

Committee and a vice-chair of the Working Group on Preventing Violent Extremism and Conditions Conducive to the Spread of Terrorism, working to strengthen all-UN coordination in this field. UNESCO also participates in other relevant working groups as pertinent to its mandate, such as that on countering the financing of terrorism, on legal and criminal justice responses, and on promoting and protecting human rights and the rule of law.

39. Within these coordination and information-sharing structures, UNESCO activities contribute to the Global CT Strategy from both a policy and a programmatic perspective. From a policy perspective, this has included drawing an inventory of the activities and projects undertaken by the UN system on P/CVE. These efforts led to the development of an online database of UN PVE projects. A recent mapping exercise reported that UNESCO was implementing the largest number of PVE activities across those reporting in the UN family. Some interviewees, noted that there was under-reporting by other UN agencies. In addition, UNESCO has played an important role with the Secretary-General's High-Level Action Group on Preventing Violent Extremism, with the involvement of the Director-General. UNESCO also contributed to the development of a reference guide that was launched in 2018 to provide recommendations to Member States and member organisations on how to develop a national plan of action on P/CVE. UNESCO, among other key agencies working on PVE, provided contributions through the inter-agency coordination process but also bilaterally, through close relations and engagement with UNOCT.
40. From a programmatic perspective, UNESCO is able to leverage Field Offices. For example, UNESCO is the main focal point for UNOCT's engagement in Iraq. Results from the joint UNESCO – UNOCT Youth Empowerment project currently being implemented, will also directly contribute to the Global Counter-Terrorism Strategy.

Q7: To what extent is UNESCO's work in PVE coherent with the efforts of other relevant actors?

41. The work of UNESCO on PVE is coherent with the work of other relevant actors. As we have seen in the above sections, there is significant coordination with the UN and UN agencies, and the integration of UNESCO's work on PVE within the UN's prevention and peacebuilding agendas, including for youth. Information is shared and coordination, on conferences, workshops, and activities happens within Global Compact working groups. We have also seen that UNESCO was the agency that

shared the most information on its PVE activities with Global Compact partners, showing its willingness to coordinate and ensure the coherent of its work on PVE with efforts of other relevant actors.

42. A number of key informants expressed that UNESCO continues to evolve in its niche and to rely on its strong relationship with actors in government and in civil society. Still, two respondents expressed that coordination in the field is often a challenge due to an element of competition between UN agencies and with NGOs, which hinders the opportunity to align work. Evidence remains weak though, and this element of competition seems to not be exclusively related to PVE work.
43. UNICEF and UNDP were mentioned by respondents as relevant stakeholders working on PVE with whom UNESCO needs to coordinate closely at field level. In the case of UNDP, respondents pointed to its approach to PVE, e.g. Journey to Extremism, an online platform. UNICEF works on peace education, which is one of the tools that UNESCO is using in its work on PVE. Key informants indicated that in light of the various work and publications agencies and NGOs are producing on PVE, increased coordination at field level could save resources and time and could increase the quality of the work.
44. Beyond other UN agencies, and within the specific area of work UNESCO is delivering, UNESCO has been able to establish strong partnerships with governments and civil society, such as cultural actors and universities, with institutions and organisations whose work aligns very closely with UNESCO. Within these areas of work, there is a strong coherence in approaches that enables UNESCO to achieve results.

Effectiveness

45. Findings on the evaluation questions related to Effectiveness show that UNESCO's work on PVE led to some positive results around the quality, use and effectiveness of guidance documents, around capacity building of UNESCO partners and stakeholders, and around the provision of expertise and policy advice. UNESCO's PVE activities cover a wide range of approaches that correspond to UNESCO's mandate and diverse areas of competence. Although significant efforts were made by some sectors to conceptualize and frame UNESCO's work on PVE, theories of change could be more explicitly articulated.

46. Answers to each evaluation questions are provided in the following section, including on mainstreaming of the Global Priority Africa and Global Priority Gender Equality.

Q8: To what extent does UNESCO's work on PVE have a realistic Theory of Change?

47. Since 2015, UNESCO has developed a clear overarching vision of the mandate, role and strengths of the Organisation in supporting Member States in PVE. This has been reflected at the strategic level through interventions by the Director-General, and information documents for the Governing Bodies, reflecting the rationales driving different strands of action across all relevant areas of competence. At the same time, the evaluation did not find a clear or complete ToC for UNESCO's PVE work overall. Some theories of change exist for specific PVE work, for example the Youth Empowerment project. Partial theories of change were mentioned in interviews, and some elements of a ToC were identified through the document review. However, the evaluators were not able to identify a clear and consistent ToC per se across UNESCO.
48. The effectiveness of UNESCO's PVE work may be negatively impacted by the agency's lack of a clear and explicit ToC. It risks affecting the ability to make strategic decisions around a programmatic approach and it may hinder the ability of UNESCO to communicate clearly its approach – internally, to guide different teams' work, and externally, to explain the rationale for the work that is being done. It may therefore also hinder UNESCO from fundraising as effectively as it could.

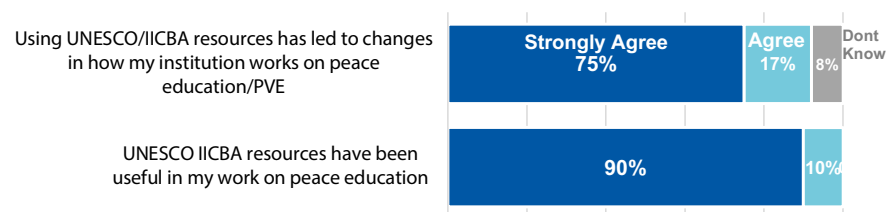
Q9: Are there identifiable results of UNESCO's selected PVE areas of work? Did these meet planned expectations?

49. Looking at the sample set of activities assessed throughout the data collection, the evaluation team was able to identify significant results that met planned expectations.

Teacher training by IICBA using guidance on PVE and peacebuilding

50. A short survey of government partners across Africa, who engaged with IICBA's work on PVE, were overwhelmingly positive about the work of IICBA. All of the respondents had been involved in at least one IICBA activity.
51. IICBA adapted "A Teacher's guide on the prevention of violent extremism". This work led to the publication of a guide called "Transformative pedagogy for peacebuilding: a guide for teachers". This guide was produced as part of the Teacher Training and Development for Peacebuilding in the Horn of Africa and Surrounding Countries project, funded by the Government of Japan. Despite the use of the terms "peacebuilding" throughout the guide because of the sensitivity with the expression violent extremism in some of the contexts in which IICBA is working, there was a clear link between the initial PVE guide and its contextualised version.
52. Of the government partners who participated in the survey, 90% indicated that the resources from IICBA had been "useful" in their own work on peace education. Most striking, three quarters indicated that IICBA resources had actually led to changes on how the institution worked on peace education. (See figure below).

Figure 1. Perceptions on the work of IICBA are positive



53. Some respondents pointed to the "the transformative pedagogy" and the hands-on activities provided in the resources in helping acquire the critical skills and values to counter VE narratives.
54. Following are a few quotes relating to the IICBA resources provided by survey respondents:

"We implemented the programme on peacebuilding (...) and we witnessed teachers and students transform and take action to respond to their immediate community."

"A few of my teaching assistants who teach in secondary schools always talk about peace among students for at least two minutes at the beginning of the lesson. I also shared my experience with university administration and my fellow staff and made presentations to (...) university."

"The Teachers Guidebook helps the Lecturers and the students in the development of lessons that have activities which build learners' competences on how to live together. It has approaches under which the teacher creates real situation that help to create peace."

55. There are other examples of concrete results that can be traced to IICBA-UNESCO products and engagement on PVE. In one country, the Ministry created a policy guide on citizenship education which includes a PVE section. Teachers who are trained are then expected to reflect on how they can engage with their students on the topic and they make a plan to implement these initiatives.
56. Respondents in key informant interviews and focus group discussion noted that despite these positive results, the effectiveness of this specific piece of work by IICBA in Africa depends to a large extent on the government's willingness and capacity to allow, enable, and then take ownership of the approach. In Ethiopia where UNESCO has a field presence, it is relatively easier. In other countries, however, awareness on peacebuilding or PVE within governments is low, so efforts have to be first expended in developing that awareness. Governments lack the funds to implement extra activities or do not have enough capacity in terms of staff time to effectively push through or sustain the work. Strong relationships and continued engagement by UNESCO and IICBA are essential to ensure that concrete results are achieved.

PVE through Media Information Literacy and culture in Jordan

57. In Jordan, evaluators interviewed respondents to assess the effectiveness of the UNESCO – UNOCT Youth Empowerment project. In Jordan, the team developed a package of material that includes information on Media Information Literacy (MIL), human rights and gender. This material was used to train and coach seven civil society organisations that then went on to give training in schools in a cascading model. During those cascaded trainings, civil society representatives noticed that

some children were teaching their parents and peers what they were taught. Teachers reported that children gained confidence not only during those trainings but also in their other classes thanks to critical skills gained and useful in other subjects.

58. Furthermore, some CSOs continued to use the material in their work beyond trainings in schools. For example, one of the objectives of the training was to encourage positive civic engagement. CSO members who participated in the trainings explained how it encouraged confidence. One respondent explained how she proactively engaged in community issues, accessing a social media platform. She insisted: "To be from Ma'an and be this vocal is special. It's not everyone who could do this."
59. The team in Jordan also used arts and culture as a tool for young people to reframe their identity positively, connect with their community and express themselves, including through constructive criticism. The evaluators were able to speak to both civil society members who had supported UNESCO in implementing some of these activities, and young people who had been involved through the work of the CSOs. Both groups were overwhelmingly positive about the collaboration.
60. In universities, UNESCO implemented a curriculum on social media. Upstream, the Jordanian government has integrated MIL as part of the PVE National Action Plan (NAP), which guides the Ministry of Communication and Information Technology, the Ministry of Education, the Ministry of Higher Education and Scientific Research and the Ministry of Sports and Youth. The plan includes a mention to add MIL to curriculum as an extra-curricular activity, to add university courses and to have training with civil society organisations. Respondents said that only UNESCO and the International Research & Exchanges Board (IREX) are working on MIL and one of the results of UNESCO's engagement with the government towards the development of the NAP has been the inclusion of MIL.
61. Overall, the work in Jordan did lead to positive results, in line with expected results. However, these results are not extensive and cannot be overstated to date as the Youth Empowerment project is still ongoing.

Providing policy advice and supporting national processes around PVE in Lebanon

62. The work of the regional office has influenced government processes and policies on PVE in Lebanon.
63. UNESCO was consulted on Lebanon's National Strategy on PVE and on its National Action Plan on PVE. For the National Action Plan, UNESCO was able to provide case studies from different countries, with clear actions and recommendations that were adapted in the country. One respondent within the government confirmed that this had met expectations: "This is what we expect from UN agencies."
64. The UNESCO guide: 'Preventing violent extremism through education: A guide for policymakers' was adapted to the Lebanese context. One respondent within the government said the UNESCO guide was helpful and was significantly reflected in the national strategy. Another respondent in the government remarked that UNESCO was the pioneer and the first agency to talk about PVE in Lebanon, specifically in the education sector.
65. In addition to policy advice at the government level, the Lebanon office is leading on a few other modalities to prevent violent extremism. Some early results were identified from the work that UNESCO is doing in partnership with universities, for instance positive changes in the behaviour of university lecturers following UNESCO's coaching around specific courses.

Supporting partnerships and advocacy globally

66. UNESCO led a series of global advocacy initiatives that included conferences and workshops with Member States and the technology industry:
 - 'Youth and the Internet: Fighting Radicalisation and Extremism,' 2015;
 - 'Internet, the Radicalisation of Youth, Preventing, Acting and Living Together; 2016;
 - Youth and Information and Communication Technologies: Preventing Violent Extremism in Cyberhate,' 2017; and
 - 'Strengthening Justice Systems for Children: Challenges, including disengagement from violent extremism', in 2018.

67. Global advocacy within the Global Citizenship for Education programme included:
 - 'International Conference on the Prevention of Violent Extremism through Education, 2016; and
 - 'Preliminary consultation on inter-institutional cooperation on PVE, 2018.
68. Advocacy towards the safeguarding of cultural heritage and celebrating cultural diversity included the #Unite4Heritage campaign. In terms of youth participation and empowerment, advocacy included the #YouthWagingPeace campaign and the 'International Conference on Youth Volunteering and Dialogue: PVE and Strengthening Social Inclusion', in 2017. Beyond these events and initiatives, UNESCO also engages with strategic partners to influence the way violent extremism is framed to contribute to PVE.
69. Although the evaluation was not able to look at these initiatives in detail, interviews were held with partners globally who participated in some of these events and engage with UNESCO on PVE beyond these initiatives. In some cases, respondents talked about the responsiveness of UNESCO, particularly when high-profile attacks globalized the threat of VE by making it a priority for certain countries as well, thereby mobilizing a larger proportion of UNESCO's Member States. Most agreed that UNESCO contributed to raising awareness of PVE, specifically by emphasising prevention in a context where the emphasis was on 'countering violent extremism'. This was supported through the organisation of key global conferences cited above. Overall, key informant interviews reported a positive collaboration with useful exchanges of advice, feedback, ideas, etc. However, apart from the significant influence UNESCO has had within the UN PVE architecture, respondents were not able to identify clear changes in their thinking or changes in their institutions that took place as a result of their participation in global conferences.
70. In terms of partnerships, respondents also mentioned the legitimacy that is provided when institutions are formally associated with UNESCO. Respondents indicated that while such partnerships offer a source of expertise, they could be exploited far more to support the development of knowledge around PVE and the work of UNESCO. Respondents discussed the opportunities they could offer in exploring innovative approaches to PVE and leading new areas of thinking such as Empathy Education as a global tool for PVE. Regarding engagement with academic institutions and UNESCO delegations, some respondents wished the engagement around PVE had been more regular and sustained.

Q10: To what extent do UNESCO activities make the most of the full potential of UNESCO's mandate and areas of competence? Are there certain areas of PVE work where UNESCO should focus?

71. UNESCO covers a wide range of activities on PVE in a way that aligns with the agency's mandate and areas of competence. Although some respondents emphasized significant achievements in terms of working across the different sectors, respondents did not offer conclusive options for where UNESCO should focus its efforts. The evaluators observed that in order to make the most of UNESCO's mandate and areas of competence working in a more integrated manner across sectors could improve overall effectiveness. More details on the inter-sectoral approach are mentioned in the following sections of the report.
72. None of the respondents mentioned that UNESCO should focus less on any area of work. The range of responses on this evaluation question was very large. The wide variety of interviewees meant that none of the respondents were engaged with UNESCO on all aspects of UNESCO's work on PVE. As a result, responses on what UNESCO should focus more on generally corresponded to what each respondent was less engaged on, but that does not mean UNESCO was not involved in that area of work. In some cases, responses were divergent. Whereas some respondents thought UNESCO should work more at the grassroots level, others thought UNESCO's mandate and expertise was not adequate for work at the grassroots level.
73. A significant number of respondents mentioned that UNESCO was achieving a lot with relatively limited funds and the fact that UNESCO had fairly limited funds was not associated with poor work. The achievements and professionalism of UNESCO staff was emphasized by respondents. Limited funds were nonetheless mentioned repeatedly by a wide range of respondents as a hindrance to increasing the impact of their work.

Q11: To what extent was the global priority Gender Equality and Global Priority Africa effectively mainstreamed in the design and implementation of PVE activities?

74. The work of IICBA naturally integrated Global Priority Africa. This priority was also mentioned in work with the Organisation internationale de la francophonie. Overall, some respondents are aware of this Global Priority Africa but it was not clear to what extent the Global Priority was mainstreamed as such in the design and implementation of activities, even if a range of projects have been held in Africa.

75. Gender Equality is a Global Priority for UNESCO. The Gender Action Plan states that by mainstreaming gender equality UNESCO aims to "fully integrate gender-equality considerations into programme strategies and activities including policy advice, advocacy, research, normative and standard setting work, capacity development, monitoring and evaluation/assessment and any other technical assistance work."
76. Representatives of the Gender Equality Division are members of the Intersectoral group, and their advice and contributions are regularly sought for all PVE relevant activities. Their support has enabled PVE activities to integrate indicators which align with UNESCO overall gender equality areas. In addition, the Friends of PVE group, a group of UNESCO and Member State representatives focusing specifically on PVE, has held a meeting on gender. These examples demonstrate UNESCO's efforts to mainstream Gender Equality in different areas of PVE work.
77. However, in documents reviewed for this evaluation women and youth are conflated as one group as beneficiaries of projects. This fails to differentiate between the very many differences within youth and within women, and between youth and women. For example, different socio-economic and geographic experiences that affect capacities, experiences and vulnerabilities.
78. Whilst UNESCO interviewees mentioned that UNESCO is gender sensitive this is not built into programming and policy work systematically. Efforts have remained at the level of achieving a balanced participation of men and women. According to respondents, a gender-focused approach should go much further than this to take into account a more nuanced understanding of gender and inherent social, political and economic power relations.

Sustainability

Q12: To what extent are actions and tools developed allowing stakeholders to further carry out activities based on UNESCO's expertise and guidance?

79. The design and implementation of UNESCO PVE actions and tools was context specific, with good ownership of local stakeholders. This is reflected, for instance, in the wide range of guidance and policy advice materials that UNESCO produces that are designed to be then tailored, translated and shaped to reflect the specific needs of states and regions, and followed-up with relevant targeted capacity-

building activities. Relevance to the context and ownership by local stakeholders contribute to a higher likelihood that results will be sustainable in the long term.

80. For example, the cascade training model used by IICBA, which trains local stakeholders who then train teachers on how to implement the transformative pedagogy approach has a high potential to be sustainable, provided that the ministries of education continue to support the approach beyond the project life. In Ethiopia the approach is being integrated into the way the Ministry of Education trains its teachers.
81. The PVE guides, **'Preventing violent extremism through education: a guide for policy-makers'** and **'A Teacher's guide on the prevention of violent extremism'** were developed as a prototype to be contextualized. They are intended to be used as a base for discussion and as a reference tool to develop guidance in consultation with relevant national stakeholders (ministries of education, teachers, social workers, community leaders, youth organizations, etc.). This has been done effectively in Ethiopia, with the guide being used to develop "Transformative pedagogy for peacebuilding: a guide for teachers." The adaptation of the global guides in such a way contribute to the sustainability of the intervention.
82. Interviewees underscored that to make the most of UNESCO's expertise, engagement with stakeholders needs to be long-term and not project based. The strategies need to reflect the fact that it takes more than a few years and significant investment to generate sustainable change. Although attention and funds have been dedicated to PVE in recent years, this could change as donor priorities change. It is therefore important to ensure that PVE is clearly integrated into wider strategies that UNESCO, member states and UN Country Teams are going to continue to support. This is demonstrated through UNESCO's approach, with PVE embedded in its existing work for Global Citizenship Education, in its action in supporting freedom of expression, in empowering young people and in protecting and sharing common cultural heritage for the benefit of all.

Intersectoral approach

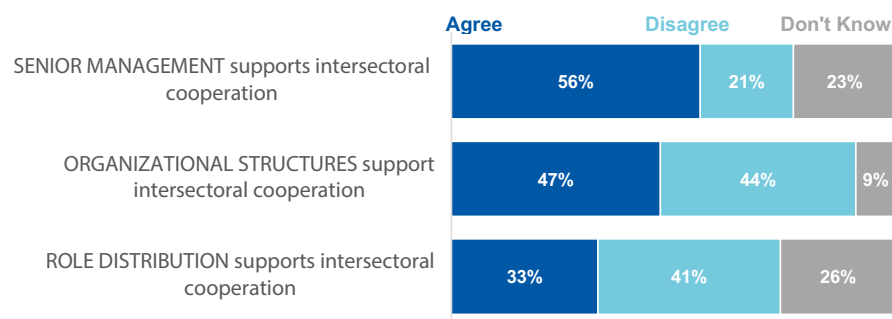
83. There is strong internal buy-in for working in an intersectoral way. However, financial structures and administrative challenges represent significant challenges to actual collaboration.

84. Evaluation results showed that there were multiple instances of increased information sharing on PVE across sectors compared to usual, particularly thanks to the PVE Intersectoral Group, and more so at headquarters, and depending on the working habits of teams in Field Offices. However, many respondents also said there was not enough collaboration across sectors.

Q13: Have UNESCO's organizational structure, working methods, managerial support, and role distribution adequately assisted in the delivery of its initiatives in PVE?

85. A limited internal survey of members of the intersectoral PVE group and focal points produced divergent results on the capacity of UNESCO's organizational structure to sustain intersectoral work. Forty-seven (47%) percent of respondents agreed that the organisational structure of UNESCO supports intersectoral collaboration on PVE initiatives' but a similar, slightly smaller, proportion of 44% did not agree.
86. Interviews and focus group discussions provided inconclusive evidence. While there was widespread agreement that working across sectors is helpful others mentioned that actual intersectoral collaboration was "wishful thinking" and that the organisational structures were not supportive of an intersectoral approach for PVE. In general, headquarters' perception was slightly more negative than that of staff based in Field Offices.
87. The majority of respondents (56%) believe senior management supports intersectoral collaboration on PVE. There was no major difference between headquarters and Field Office level. Responses from key informant interviews and focus group discussions corroborated a clearly communicated desire for more intersectoral collaboration from management. However, they also pointed out that in practice this is challenging. "In theory yes [it was supported], but in practice, it was left to us."
88. On role distribution, more survey respondents (44% as opposed to 33%) disagreed that this aspect was supportive of effective intersectoral cooperation. However more than one-quarter were unsure about the impact of role distribution on intersectoral cooperation. A positive view of role distribution was more prevalent in headquarters rather than with field-based respondents. The interview discussions reflected a positive view of role distribution within the intersectoral working group at headquarters.

Figure 2. Views on whether senior management, structures and role distribution support intersectoral collaboration



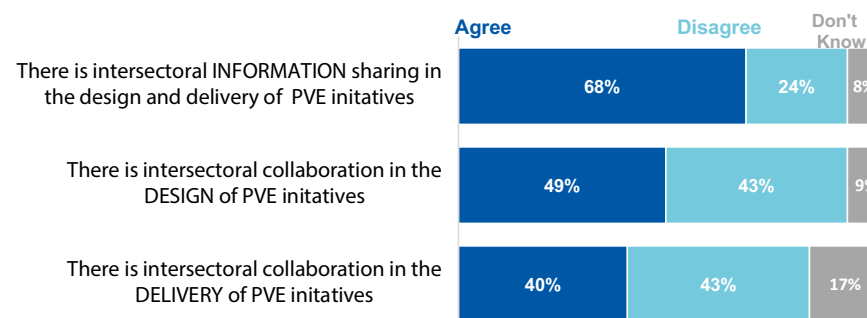
Q14: To what extent are UNESCO's coordination mechanisms on PVE adequate for effective cross-sectoral information-sharing and collaboration, including where relevant joint efforts? Comparatively, how are these coordination mechanisms functioning in Headquarters and in Field Offices?

89. As indicated in the figure below, staff in UNESCO believe there is a good level of intersectoral information sharing but this is not necessarily translated to the delivery of PVE initiatives. Almost 50% of respondents believe there is collaboration at the stage of design but less so for delivery. One survey respondent said: "While there is some intersectoral collaboration in the design of PVE initiatives, when it comes to implementation there is very little collaboration."
90. There is good intersectoral collaboration at Headquarters, particularly when it is necessary to design extrabudgetary projects. The design of the Youth Empowerment project was a clear example of collaboration led at headquarters that was raised by multiple respondents. It is notable that such collaboration takes place at the design stage, which is key for developing a coherent and comprehensive approach to specific activities, based on all UNESCO in-house expertise and networks and to ensure non-duplication.
91. Although there are some trends in the perceptions of staff who are based at headquarters, results are more mixed for Field Office level staff. Field offices function relatively independently from Headquarters and there are different institutional cultures and working habits. In some cases, staff in field offices work more directly

with other sectors as they are under the same structure, which provides a unified framework for coordinated intersectoral work.

92. This is also reflected in the information collected through key informant interviews with field office staff who, in some cases, say they work closely together with their colleagues from other sectors, while in other field offices, that may not always be the case. For example, in one field office a staff member said: "The intersectoral approach has had no impact at all. It is on paper only. There is no coordination between sectors in this office." In contrast in another field office, a respondent said: "I personally think that intersectoral approach was key (...) That really enriched our approach. (...) We had a really positive experience at the field level."
93. Despite the mixed views on the extent to which there is collaboration in the design and implementation of PVE initiatives, survey respondents provided a few examples of collaboration:
- Multiple respondents based both at headquarters and in field offices mentioned good collaboration in the development of project proposals and of the PVE brochure.
 - Cross-sector collaboration on the 'Learning for Empathy' Project.
 - Cross-sector collaboration on the Youth Empowerment project
 - Cross-sector collaboration in the development of 'A Teacher's guide on the prevention of violent extremism.'

Figure 3. Views on whether there is intersectoral information sharing and collaboration on design and delivery of PVE initiatives



Q15: In what areas of PVE work has there been more coordination activities? Has this contributed to outcomes that are more effective?

94. Survey responses did not reveal any trend based on sectors, with very similar perceptions across the Education, Culture, Social and Human Sciences and Communication and Information sectors.
95. There is better coordination in the design of PVE initiatives and in the development of guidance and proposals than in the implementation of PVE initiatives. Respondents from key informant interviews and focus group discussions pointed to structural challenges linked to the financial systems of UNESCO that create hurdles for better collaboration in the implementation of activities and that implementation tends to remain siloed along sectoral lines.
96. Beyond financial structures, respondents also mentioned bureaucratic challenges, which result in coordination that takes time; with all documents needing to be validated by the different sectors and processes becoming heavier, the more colleagues are involved. One participant suggested it could be a good idea to hire someone to be in charge of coordination between the sectors, to smooth these processes and support working across sectors, gathering and disseminating information, coordinating, etc.
97. As we have seen above, differences in the level of coordination depend more on the institutional culture and working habits of each field office than on the area of PVE work. Comments from key informant interviewees pointed that the size of the office could play a role as well, with smaller offices being in a better position to coordinate than larger ones.
98. However, where there has been collaboration, there is a broad agreement that it has led to better UNESCO activities. In the survey, both field office-based and headquarters-based staff agreed on this point.

Q16: What are potential lessons learned for the organization in establishing inter-sectoral mechanisms?

99. There is support for intersectoral work but its effectiveness is limited by the informal nature of the current set-up. Currently the PVE intersectoral group functions informally and is mainly used for information-sharing as well as for coordination of joint activities.
100. This network of PVE focal points is quite informal. In at least two cases, focal points themselves were not aware that they are designated focal points. In another few cases they were unclear about what this role involved. However, focal points change frequently and information on who remains a focal point or who has been replaced is not updated. This could explain a discrepancy between the list of focal points that evaluators were given and the actual focal points and explain why some were not familiar with the role. The role of the focal point is not part of the annual performance review. This potentially limits the priority the individual places on their role as focal point.

Conclusions

101. This section provides an overview of the findings framed within the evaluation criteria of relevance and coherence, effectiveness and sustainability. It details the most salient conclusions arising from the sections on these criteria. These conclusions are mapped to the findings using the evaluation question areas (e.g. Q1) and linked to the recommendations in the recommendations section of the report.
102. **Conclusion 1 Relevance and coherence:** Over the 2015-2018 period, UNESCO's work on PVE aligned with the relevant decisions of Member States (Q1), with the priorities established in the 2030 Sustainable Development Goals and targets (Q4), with the UN's prevention and peacebuilding agendas (Q5) and with the global counter-terrorism strategy (Q6). This evaluation also found that UNESCO's work on PVE was context specific and adjusted to respond to the needs of the countries and sub-regions where the work was being implemented (Q2).
103. UNESCO's work on PVE remained aligned with the Organization's mandate and expertise and made the most of its strong relationships with government bodies and civil society actors. This work reflected a clear overarching vision of the role of UNESCO in supporting Member States in PVE, drawing on all relevant Sectors, unique experience and expertise, as well as strong partnerships and networks (Q3). The work of UNESCO on PVE is coherent with the work of other relevant actors. Information is shared and coordination on conferences, workshops, and activities happens within Global Compact working groups (Q7).
104. **Conclusion 2 Effectiveness:** UNESCO's work on PVE led to some positive results around the quality, use and effectiveness of guidance documents that were developed and shared within the agency, around capacity building of UNESCO partners and stakeholders, and around the provision of expertise and policy advice both at national and global level, along what was expected (Q9). UNESCO's PVE activities cover a wide range of approaches that correspond to the UNESCO's mandate and diverse areas of competence (Q10). At the same time, UNESCO's work on PVE was context specific and adjusted to respond to the needs of the countries and sub-regions where the work was being implemented (Q8).
105. The Global Priority Africa is naturally mainstreamed in the design and implementation of PVE activities taking place in Africa. UNESCO work on PVE also takes into account the global priority Gender Equality. However, more can be done to effectively mainstream gender sensitivity in the design and implementation of PVE activities (Q.11).
106. **Conclusion 3 Sustainability:** Good examples of the sustainability of PVE work was identified such as the PVE guides '**Preventing violent extremism through education: a guide for policy-makers**' which was used to produce a contextualised version. The work is relevant and there is ownership of activities and results by local stakeholders (Q12). However, sustainability for PVE faces similar challenges as other thematic pieces of work linked to the availability of longer-term resources to support work that requires long-term, often systemic, change.
107. UNESCO can make more of further opportunities, such as the strong support for working in an intersectoral way and the existing relationship with external actors that are not sufficiently sustained. Provided adequate resources and capacity were available, it would be advisable to strategically formalise ways of working across sectors in a way that takes into account field-headquarter dynamics, and to dedicate more time to engaging external actors to increase coherence and make the most of collaboration opportunities.

Additional Point 1: Reframing PVE actions in a non-PVE way is essential but presents a challenge to accountability, transparency and reporting

108. The sensitive and political nature of PVE has led to UNESCO partners and staff adapting the language they use to describe PVE programming. Terms such as "emerging forms of violence" or 'transformative pedagogy' are sometimes used in place of the language of PVE. Reframing offers a context-sensitive way to manage risks around programme perceptions and stigmatisation of programme participants. This is necessary to be able to adapt to the local context and deliver programmes. Yet it presents two challenges:
- A challenge with the core **principle of accountability and transparency:** programmes are presented to beneficiaries in one way and reported on as PVE, implicitly labelling those engaging in the programme as vulnerable to VE.

- b. A challenge with the **ability to measure results**: an evaluator testing a project that has not explicitly described its PVE objectives is less likely to find evidence with regards to the contribution to PVE goals, particularly if ToCs are not explicit and understood internally.

Additional Point 2: Situating PVE as a continuation of the work UNESCO is already leading on provides opportunities for PVE work to be relevant, coherent, more responsive and sustainable

109. Investing time to align PVE approaches at a country or sub-regional level within an existing UNESCO approach offers opportunities, such as an understanding of the context, established relationships and practical knowledge on how to implement activities in each country. This helps ensure that the work on PVE is relevant and coherent with the needs of the countries/sub-region, pragmatic and viable for each context.
110. This helps position UNESCO as a leading organisation, ready to engage external stakeholders in a consistent and clear way, and an organisation that can convey powerful policy messages and contribute effectively to the conversation on PVE at a global level.
111. To take this further, engagement with stakeholders to make the most of UNESCO's expertise needs to be long-term and not project based. Strategies need to reflect the fact that it takes time and investment to generate sustainable change. In an international aid context in which donor priorities can change based on current events and electoral mandates, it is crucial to ensure that PVE is clearly integrated in wider strategies that UNESCO and Member States are going to continue to support in the long term, guided for instance by the SDGs and UN's prevention and peacebuilding agendas.

Additional Point 3: Staff expertise, guidance and reference documents generate results, some of which have a potential for sustainability.

112. In some countries, there is no existing awareness of peacebuilding or PVE within government and a lot of effort is focused on first creating that awareness. Governments lack the funds to implement PVE activities or do not have capacity to effectively push through or sustain the work.
113. UNESCO staff have played a key role in pushing both policy change and field work by providing expertise and guidance in an ongoing way, strengthening partnerships that led to new opportunities. UNESCO also contributed to raising awareness of

PVE, specifically by emphasising prevention in a context where the emphasis was on 'countering violent extremism'.

114. Whilst conferences at a global level, mobilised political awareness and will to push forward the PVE agenda, external non UNESCO respondents involved in global conferences were not always able to report any significant change that had taken place as a result of these events.

Additional Point 4: UNESCO's PVE work could be more gender sensitive than it currently is

115. Representatives of the Gender Equality Division are able to contribute and advise on PVE work through their participation in the intersectoral PVE working group. Gender Equality was also discussed at a meeting of the Friends of PVE group. Although these examples demonstrate UNESCO's efforts to mainstream Gender Equality in different areas of PVE work, in some of the documents reviewed, UNESCO refers to youth and women as one demographic which it is supporting on peacebuilding and PVE. Youth are very clearly articulated as the beneficiary. Women are less visible in the documents and activity summaries.
116. The evaluation found limited awareness within UNESCO and its partners of the different gender dimensions of PVE and how to start to address gender when working on PVE. Building effective PVE programming is about the *quality* of engagement with the *right* women and men.
117. UNESCO can go further in building a more nuanced understanding of gender and VE. This would offer the opportunity to move beyond a programming approach, which may at times be limited to ensuring equal numbers of participation, towards an understanding of gendered push and pull factors for joining or not joining VE groups as well as investigating the role of gender in creating various kinds of pressures and vulnerabilities. For example, integrating current research on toxic masculinities and their role in radicalisation processes could help to deepen UNESCO's understanding of the drivers of VE and find appropriate responses that nurture positive male roles.

Additional Point 5: UNESCO's work on PVE could be more nuanced in looking at the different roles young people can play

118. Across UNESCO a cultural shift is underway that is increasingly seeing young people as partners. Some evaluation respondents mentioned good collaboration with UNESCO on developing a better and more nuanced understanding of the link between youth and VE.

119. However, there is still some distance to travel. In some of the documents reviewed, UNESCO continues to refer to youth and women as one single demographic. Evaluation respondents also argued that UNESCO could do more to communicate the positive role youth can play, so they are not only the target of PVE interventions, but are also perceived as actors providing stability and playing a positive role in managing societal transitions. Nuancing more systematically the size and vast variations in youth as a category would contribute to moving further towards engaging young people as partners.

Additional Point 6: Not having an explicit theory of change on PVE has limited the ability of UNESCO to get buy-in and ownership of PVE work across all sectors

120. UNESCO has a clear and well-developed overarching vision of its role in supporting PVE, bringing together different areas of expertise and action, as well as a wide-ranging network of partners. At the same time, UNESCO's PVE work is not articulated around a strict logic model and there is no agreed theory of change for UNESCO's PVE work overall.
121. From an evaluation perspective, when the PVE purpose of an intervention is not explicit to those that are used as sources of monitoring and evaluation data, as can be the case in the specific contexts where working on PVE can be sensitive, it becomes difficult to gather and measure data. Being able to refer to an explicit internal theory of change solves that challenge.

Additional Point 7: Intersectoral work is supported but is currently quite limited

122. There is demonstrable willingness within UNESCO to work across sectors and respondents saw the usefulness and opportunities this could provide. However financial structures and bureaucratic challenges that led to increased burdens on coordination stand in the way of gaining the full benefits from intersectoral collaboration.
123. Evaluation results showed that there were multiple instances of increased information sharing across sectors compared to usual. The evaluation also identified instances of intersectoral coordination around programme development, joint conferences and workshops and joint reviews of project documents. Despite this, a number of respondents perceived actual collaboration to be relatively limited. More can be done to share and pool expertise around PVE and to communicate the added benefits of such collaboration across the organisation.

Lessons learned for intersectoral collaboration²⁰

124. The following are lessons learned in intersectoral collaboration on PVE that can be useful for other large, cross-cutting areas of UNESCO work.
125. **Lesson 1: Intersectoral coordination benefits from an assigned individual to coordinate the group and the start-up of initiatives in the group.** However, capacity is limited when this is in addition to an existing role. Intersectoral coordination would benefit from the employment of a specific individual whose mandate is to coordinate between the sectors, smooth bureaucratic processes, support work across sectors, gather and disseminate information.
126. **Lesson 2: Formalizing the intersectoral group supports the prioritization of intersectoral collaboration in each individual Sector.** This can be supported by developing a Terms of Reference for the group and annual objectives.
127. **Lesson 3: Including field staff in the core intersectoral group helps build a closer relationship between the field and headquarters, supports project development and facilitates sharing of knowledge and learning.** Ensuring an intersectoral group includes field staff as part of its core membership is key. This includes clarifying the role of field and headquarter members with functions that can be translated into the annual objectives of each focal point. Formalizing ToRs and annual objectives will help support organizational change towards better cross-sector collaboration.
128. **Lesson 4: Collaboration across sectors is heightened when there are specific projects or tasks to coalesce around.** Looking at financial systems and identifying where there is flexibility to dedicate funds to work that will be done through intersectoral collaboration would enable and support cross sector collaboration and innovation.
129. **Lesson 5: Intersectoral collaboration is at its strongest when it is prioritized and celebrated at the Director level.** Supporting buy-in and ownership of intersectoral mechanisms at Director level, within field offices and headquarters will help cross sector collaboration become a more common way of working across UNESCO.

²⁰ Lessons learned were drawn specifically from Evaluation Questions 13 to 16 and presented and discussed at the validation workshop in Paris on the 4th of February 2019. Feedback was incorporated into the framing of the lessons. These lessons build on Conclusion 7: Intersectoral work is supported but is currently quite limited.

Recommendations²¹ for UNESCO Senior Management

Recommendation 1: Ensure that PVE work is integrated within UNESCO's long-term strategies and that it continues to be aligned with wider UN long-term strategies, particularly the Sustainable Development Goals, which provide coherence, direction and opportunities for sustainable change, including also more predictable integration into the financial and programmatic planning of the Organization. (Conclusion 2)

Priorities for action:

- ▶ Invest time in understanding how PVE fits into existing work and how it is guided by wider strategies such as the SDGs and UN's prevention and peacebuilding agendas.
- ▶ Engage Member States, the UN and the wider PVE community to continue to convey the fact that it takes time and investment to generate sustainable change and that long-term strategies should be supported.

Recommendation 2: Produce, across sectors, explicit Theories of Change for UNESCO's approach to PVE, building on the overarching vision of UNESCO's role and strengths. (Conclusions 1, 6)

Priorities for action:

- ▶ Develop a ToC, including explicit assumptions, for UNESCO's overall PVE work, in a participatory way.
- ▶ Develop context specific ToCs in each country where UNESCO works on PVE that align with the overall UNESCO PVE ToC, and include explicit assumptions, but also enable the reframing of PVE work for context-sensitivity reasons to be made explicit internally.

Recommendation 3: Strengthen monitoring and evaluation frameworks at both programme level and for specific PVE interventions. (Conclusions 1, 3)

Priorities for action:

²¹ Recommendations were drawn from evaluation findings on the relevance and coherence, effectiveness and sustainability criteria, and from findings on the assessment of UNESCO's intersectoral approach to PVE. They were presented and discussed along with conclusions and lessons learned at the February 4th validation workshop. Recommendations have been developed in line with the intended use of the evaluation, as defined by the evaluation ToRs

- ▶ Use the overall PVE ToC as a basis for developing a results framework that provides a logical framing for UNESCO's overall work on PVE in a way that enables monitoring and evaluation tools to be developed and therefore to improve the measurement and reporting of PVE results.
- ▶ Ensure specific PVE interventions can be integrated in this results framework and that monitoring and evaluation for these specific activities, such as global conferences, is planned in a way that enables documenting results and identifying lessons.

Recommendation 4: Formalise the PVE intersectoral group so that it is more strategic and better able to support collaboration. (Conclusion 7 and lessons learned)

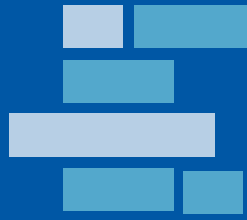
Priorities for action:

- ▶ Develop and formalize Terms of Reference for the PVE intersectoral group and Focal points. Include detailed standard functions that can be translated into the annual objectives.
- ▶ Designate or hire a staff member to coordinate between the sectors, to smooth bureaucratic processes, support work across sectors, gather and disseminate information. Situate the coordinator outside of a single sector to enable them to work across, and for, all sectors.

Recommendation 5: Develop a more nuanced approach to gender and youth in relation to PVE. (Conclusions 4, 5)

Priorities for action:

- ▶ Where PVE actions are planned, conduct a gender analysis that integrates:
 - an approach of the context specificities and gendered power relations of different men and women of the planned project/programme.
 - the role of gender in creating various kinds of pressures and vulnerabilities on push and pull factors for joining or not joining VE groups.
- ▶ Integrate current research on toxic masculinities and their role in radicalization processes to deepen UNESCO's understanding of the drivers of VE and to find appropriate responses that nurture positive male roles.
- ▶ Nuance more systematically the size and vast variations in youth as a category so they are decreasingly seen as the target of PVE interventions, and increasingly perceived as actors providing stability and playing a positive role in managing societal transitions.



Annexes

Annex A: Evaluation Terms of Reference

Annex B: Evaluation Methodology

Annex C: List of Documents Consulted

Annex D: Key Informant Interview List

Annex E: Bio Data of Evaluators



Annexes

Annex A: Evaluation Terms of Reference

Background

1. Violent extremism is a complex phenomenon, and while it is not new or exclusive to a region, it undermines peace and security, threatens human rights and jeopardizes development gains. To address the threats engendered by the spread of violent extremism, notably as when conducive to terrorism, United Nations actors, including UNESCO, are promoting a comprehensive approach with a combination of security based responses and preventive measures – with prevention being the mainstay of UNESCO's action.
2. In 2006, the United Nations (UN) adopted the **Global Counter-Terrorism Strategy** with four pillars of action.²² Counteracting and preventing violent extremism has since become a priority for the United Nations.²³ In 2015, the Secretary-General presented the **Plan of Action to Prevent Violent Extremism (PVE Plan)**. The Plan endorsed a comprehensive approach with a strong preventive element addressing the drivers of violent extremism.²⁴ In early 2016, the United Nations General Assembly (UNGA) welcomed the initiative of the Secretary-General and took note of the Plan of Action with the adoption of Resolution **A/RES/70/254**. Later the same year, the General Assembly, as part of the review of the 2006 counter-terrorism strategy, adopted resolution **A/RES/70/291** inviting Member States to adopt

²² Addressing the conditions conducive to terrorism; preventing and combatting terrorism; building states' capacity and ensuring human rights and the rule of law.

²³ As the United Nations Secretary-General stated after the adoption by the United Nations General Assembly of Resolution A/RES/71/291 on Counter-Terrorism (15 June 2017), "counterterrorism and prevention of violent extremism [are] one of the highest priorities of the United Nations to address a growing threat to international peace and security."

²⁴ Such drivers were diverse but included lack of socioeconomic opportunities; marginalization and discrimination; poor governance and prolonged and unresolved conflicts.

recommendations in the PVE Plan, including preventive measures. The resolution also affirmed the importance of education to help prevent violent extremism conducive to terrorism and welcomed the engagement of UNESCO in prevention efforts through education. In June 2017, the General Assembly established a new Office of Counter-Terrorism (UNOCT). The UNOCT is the main focal point in the United Nations system for PVE and acts as the Secretariat to the High Level PVE Action Group.

3. In February 2018, UNESCO signed the United Nations Global Counter-Terrorism Coordination Compact, an agreed framework between the Secretary-General and the heads of the former United Nations Counter-Terrorism Implementation Task Force entities. It aims to strengthen a common action approach to coordination and coherence in the counter-terrorism and prevention of violent extremism (PVE) work of the United Nations system, and to strengthen support to Member States, at their request.
4. UNESCO's overarching mandate is to build "the defenses of peace" in the minds of women and men. Supporting actions that prevent violent extremism is therefore in line with this mandate. UNESCO's specific response and contribution to overall efforts of the United Nations has been to focus on prevention and addressing root causes as relevant to its mandate and areas of competence. Since 2015, UNESCO also stepped up its activities aiming to prevent violent extremism and defined it as priority for the Organization.²⁵
5. In 2015, the Executive Board at its 197th session adopted **197 EX/Decision 46** on UNESCO's role in promoting education as a tool to prevent violent extremism. It described the Organization's capacity to assist Member States in the development of strategies to prevent violent extremism through education, coordination

²⁵ UNESCO DG Ivory note on UNESCO Comprehensive Action to prevent violent extremism. October 2017 (DG/Note/17/18), p.2.

across sectors, and identification of opportunities for external collaboration. Since then, UNESCO's action in PVE has adopted an inter-sectoral approach that pays particular attention to the needs of groups that may be vulnerable to the lure of violent extremism, notably young people. This approach was first outlined in **UNESCO's Integrated Framework of Action titled "Empowering Youth to Build Peace."** In the subsequent years, the Executive Board adopted **200 EX/Decision 9**, **202 EX/Decision 7** and **205/Decision 6.IV** that further guide the Organization's work in this area. The inter-sectoral approach was also reaffirmed in the 2017 UNESCO Director-General's Ivory Note on UNESCO Comprehensive Action to prevent violent extremism.

6. In 2015, with the goal of facilitating information-sharing, as well as possible coordination and collaboration around PVE activities and plans, UNESCO established an inter-sectoral team on PVE. The team is coordinated by the Education Sector and is composed of representatives of relevant UNESCO Sectors, units, divisions and departments, other relevant entities such as the Mahatma Gandhi Institute of Peace and Sustainable Development (MGEIP) and field offices.²⁶ The team meets monthly and has led inter-sectoral information sharing and coordination, including also the development of joint activities and inter-sectoral cooperation when possible and salient. As described in the Director General's Ivory Note, the inter-sectoral approach to PVE draws on the strengths of the Organization -its convening power and multistakeholder commitment, its field network and institutes, and its wide range of partnerships.²⁷
7. At their own initiative, Member States established a group of 'Friends of PVE.' Meetings are organized by rotating Co-Chairs among Member States. The Secretariat is consulted prior to their organization in order to provide advice on the content of the meetings and is invited to make an update on UNESCO's activities alongside external experts.
8. UNESCO's action to support Member States in the field of PVE is centered on four **priority areas**: (i) education to build resilience, (ii) media skills, counter-narratives and online coalitions, (iii) youth participation and empowerment, (iv) safeguarding

²⁶ 197 EX/46 (Point 7.b).

²⁷ DG/Note/17/18, p3.

cultural heritage and celebrating cultural diversity.²⁸ (See Annex I) Its work focuses on developing standards and guidance, providing policy advice and building skills and capacities, as well as supporting advocacy and partnerships (See Annex II).

9. UNESCO's mandate entails that some of the actions undertaken through existing programmes contribute indirectly to the prevention of violent extremism. A recent publication estimated that 55% of the UNESCO activities in the field of PVE are specifically aimed at contributing to the prevention of violent extremism, while 45% are related to PVE, for a total of 150 activities.²⁹
10. The Programme and Budget for 2014-2017 (37 C/5 and 38 C/5) and for 2018-2019 (39 C/5) integrates the work of UNESCO on PVE. The 2018-2019 Programme and Budget anticipates that UNESCO's diverse work on PVE will contribute to the attainment of six Expected Results as outlined in 39 C/5.³⁰ UNESCO's contributions to PVE are also set in the context of the broader efforts to advance the 2030 Agenda for Sustainable Development, specifically Sustainable Development Goals 4 (education), 5 (gender equality), 8 (decent work and economic growth), 10 (reduced inequalities), 11 (sustainable cities and communities) and 16 (peace, justice and strong institutions).³¹

Rationale for the Evaluation

11. Embarking on this evaluation is driven by two main reasons. The first one is the importance the topic of PVE has gained in UNESCO³² and the wider United Nations system. This is reflected in the active involvement of UNESCO on PVE. In a recent mapping exercise³³ UNESCO reported implementing 150 specific or related PVE activities³⁴. While the rankings at UN-level following the latest updates are still unknown, UNESCO ranked first in terms of number of activities among 16 United

²⁸ The fifth area: building inclusive sciences and sharing natural resources is much less concerned in PVE activities. Overview of UNESCO's Contribution to the Prevention of Violent Extremism (PVE) Worldwide. 39 C/INF.25, 3.

²⁹ Numbers provided by the Education Sector. 2018 Mapping on PVE activities.

³⁰ For a listing of the Expected Results linked to PVE work please refer to Annex III.

³¹ Overview of UNESCO's Contribution to the Prevention of Violent Extremism (PVE) Worldwide. 39 C/INF.25 p.1.

³² (DG/Note/17/18).

³³ See Draft Matrix of UN PVE Projects - Past, Current & Future. January 2019. Projects on PVE presented by UNESCO to the Counter-Terrorism Implementation Task Force (CTITF).

³⁴ Activities for which UNESCO was among the responsible entities.

Nations entities in January 2018 (99 activities).³⁵ Furthermore, UNESCO plays an important role in the work of the United Nations by acting as Co-chair of the Working Group on Prevention of Violent Extremism of the UN Global Counter-Terrorism Compact Coordination Committee (formerly Counter-Terrorism Implementation Task Force, CTITF).³⁶

12. The second reason is the degree to which the work on PVE is conducted in an intersectoral manner. UNESCO is committed to expanding efforts to work in an inter-sectoral, collaborative manner. In the area of PVE, UNESCO has an active inter-sectoral group and has started to lead a number of joint activities. There is recognition of the need for UNESCO to work across sectors in many other areas and PVE is regarded as an active example.
13. In December 2017 the Communication and Information (CI) Sector requested to the Internal Oversight Service (IOS), a corporate evaluation of the work on PVE. The topic was included in the corporate biannual work plan of IOS-EVS for 2018-2019.

Purpose and Use

14. The purpose of the evaluation is to provide evidence, ideas and insight on two areas:
 - i. First, how UNESCO's efforts on PVE in the period from 2015-2018 have contributed to enhancing UNESCO's action in this sphere, as requested in the relevant decisions of MS, as well as to positive changes that help prevent violent extremism. The evaluation will describe what type of actions UNESCO has put in motion and assess their contribution to results.³⁷ It will critically reflect on what UNESCO is doing in a selection of PVE areas/activities from each of the priority areas. The evaluation will assess the relevance, effectiveness and sustainability in this selection of PVE areas/activities implemented by the relevant sectors.

³⁵ Documentation from the fourth high level meeting of the CTITF Working Group on PVE June 2018.

³⁶ The working group is spearheading the development of the All-of-United Nations approach to preventing violent extremism. It has developed concrete deliverables such as a mapping of UN activities, a list of UN focal points, and a global resource group on PVE consisting of international experts.

³⁷ In consultations with members of the evaluation's reference group it was discussed that although it is too early to identify "impacts" or longer-term changes due to the longer term nature of the interventions it was deemed important to attempt to identify the contribution of UNESCO to results.

- ii. Second, the dynamics of intersectoral work in PVE. The evaluation will delve into the dynamics of inter-sectoral cooperation examining the approaches taken in working collaboratively; gleaned lessons learned and good practices that could inform decisions on how to work across sectors in a productive manner. It will assess the relevance and effectiveness of intersectoral collaboration in the design and initial implementation of the Youth Empowerment project.³⁸ This will provide evidence and possible lessons on how to engage and collaborate across sectors in other large cross-cutting areas of UNESCO work.

15. UNESCO's senior management will use the evaluation during strategic decision-making junctures. Other management levels will also use the evaluation findings as source of learning to support programme and project development and implementation. The evaluation findings can be used to guide the design of actions implemented in a cross-sectoral manner. Further, Member States and donors may use the evaluation as a source of feedback and accountability on the degree that selected PVE actions have reached their stated goals or are expected to contribute to stated goals and outcomes. In addition, other United Nations agencies working on PVE will find the evaluation results useful, as will UNESCO's partners and the wider PVE community.

Scope

16. The evaluation will assess the contribution of UNESCO's support in preventing violent extremism from 2015 to 2018. UNESCO is involved in activities involving primarily four of the five Programme sectors of the Organization. Given time and resource constraints, it is not possible for the evaluation to carry out an in-depth analysis of the entire UNESCO PVE portfolio during the stated period. Therefore, and in consultation with the reference group, the evaluation team will identify a selection of PVE areas of work, representing UNESCO's prioritized fields of action on PVE and including closely related areas such as countering online hate speech.³⁹ The evaluation will also integrate the flagship intersectoral PVE project mentioned above as a case study of intersectoral collaboration.

³⁸ A two year project launched in April 2018 and managed by Social and Human Science Sector (SHS).

³⁹ The evaluation team might consider conducting quick evaluability assessments of each intervention to determine if it can be evaluated in a reliable and credible fashion.

17. After consultation with the evaluation reference group it was determined that the evaluation will exclude a review of UNESCO's leadership and coordination work within the larger United Nations system as this would entail examining the wider question of UNESCO's interaction with the UN system and inter-agency coordination and cooperation on a broad range of issues.
18. A gender equality lens should pervade all steps of the evaluation. This includes the final drafting of the evaluation questions, the data collection and analysis as well as the evaluation report.
19. Below are some possible **evaluation questions** on each of the two key dimensions. The questions cover the evaluation criteria of relevance, effectiveness and sustainability. The questions are indicative and will be further refined and validated during the inception phase and in consultation with the evaluation reference group.

UNESCO'S programmatic work on PVE

Relevance/coherence

- i. Over the 2015-2018 period, to what extent were the selected PVE areas of work aligned with the stated needs of countries/sub-regions and the relevant decisions of Member States?
- ii. What are, if any, UNESCO's particular strengths in PVE work?
- iii. To what extent is UNESCO's work on PVE consistent with the priorities established in the 2030 Sustainable Development Agenda goals and targets?
- iv. To what extent is UNESCO's work on PVE consistent with the priorities established in the UN's prevention and peacebuilding agendas, including for youth?
- v. To what extent have UNESCO activities contributed to the Global Counter Terrorism Strategy?
- vi. To what extent is UNESCO's work in PVE coherent with the efforts of other relevant actors?

Effectiveness

- vii. To what extent does UNESCO's work on PVE have a realistic Theory of Change?
- viii. Are there identifiable results of UNESCO's selected PVE areas of work? Did these meet planned expectations?
- ix. To what extent do UNESCO activities make the most of the full potential of UNESCO's mandate and areas of competence? Are there certain areas of PVE work where UNESCO should focus more or less?
- x. To what extent was the global priority Gender Equality⁴⁰ and Global Priority Africa effectively mainstreamed in the design and implementation of PVE activities?

Sustainability

- xi. To what extent are actions and tools developed allowing stakeholders to further carry out activities based on UNESCO's expertise and guidance?

Intersectoral approach in PVE

- xii. Have UNESCO's organizational structure, working methods, managerial support, and role distribution adequately assisted in the delivery of its initiatives in PVE?
- xiii. To what extent are UNESCO's coordination mechanisms on PVE adequate for effective cross-sectoral information-sharing and coordination, including where relevant joint efforts? Comparatively, how are these coordination mechanisms functioning in Headquarters and in Field Offices?
- xiv. In what areas of PVE work has there been more coordination activities? Has this contributed to outcomes that are more effective?
- xv. What are potential lessons learned for the organization in establishing inter-sectoral mechanisms?

⁴⁰ UNESCO Priority Gender Equality Action Plan 2014-2021. https://en.unesco.org/sites/default/files/geap_2014-2021_en.pdf

Methodology

20. Bidders must elaborate an evaluation approach and methodology in the technical proposals and in the inception paper. The evaluation approach will require a combination of multiple and complementary evaluative methods and strategies collecting both quantitative and qualitative data. The final methodology may include some or all of the methodological elements below. The specific methods will be further refined during the inception phase and in consultation with the evaluation reference group and IOS.
21. Based on a comprehensive mapping of UNESCO's work in PVE⁴¹ the evaluation team, in consultation with the reference group and IOS, will need to identify a selected number of PVE activities/areas of work from the priority areas⁴², including the closely related topic of countering online hate speech.⁴³ The work on PVE in UNESCO is diverse and complex and this step of the evaluation will be crucial. Possible criteria for selection will be further discussed during the inception phase.⁴⁴
- ▶ Reconstruction/refining of an intervention logic /Theory of Change for PVE in UNESCO.
 - ▶ Desk review. Review relevant documents including: UNESCO programme and budgets, previous evaluations reports and Executive Board documents and project monitoring data. An indicative list of documents is provided at the end of the ToR (Annex IV), however the evaluation team is expected to exercise due diligence in canvassing the relevant literature.
 - ▶ Semi-structured interviews: The team will explore the perspectives of key stakeholder groups. The evaluation team, supported by the evaluation reference group will develop a more precise list of these stakeholders during the inception phase but should include: staff active in the intersectoral PVE group; other UNESCO headquarters staff involved in PVE programming; staff in specialized institutes,

41 The team will first need to canvass the main PVE interventions and activities supported by UNESCO from 2015 to 2018. CTITF mapping is updated in average every year.

42 (i) education to build resilience, (ii) media skills, counter-narratives and online coalitions, (iii) youth participation and empowerment, (iv) safeguarding cultural heritage and celebrating cultural diversity.

43 Communication and Information, Education, Culture and Social and Human Science.

44 Given the diverse nature of the work on PVE the selection of areas of work will not necessarily consist of a representative sample of the full portfolio of PVE work.

particularly MGIEP; staff in regional and national offices; Member States part of the 'Friends of PVE'; NGO partners; and beneficiary groups in the field.

- ▶ Field visits to countries where UNESCO has implemented PVE actions (to be decided during the inception phase).
 - ▶ Participatory workshops to steer the evaluation and to discuss findings, lessons learned and recommendations.
 - ▶ Two or three visits to UNESCO Headquarters in Paris, for:
 - the inception phase. The evaluation questions and methods will be reviewed, including the Theory of Change and the selected PVE areas will be identified (these can be virtual meetings);
 - the data collection phase. The team will interview relevant UNESCO management and staff;
 - the finalization phase. Initial findings and preliminary recommendations will be presented and validated in a stakeholder workshop.
22. Data collection, sampling and analysis must incorporate a gender equality perspective, be based on a human rights based approach, and take into consideration the diverse cultural contexts in which the activities are being implemented.

Roles and Responsibilities

23. UNESCO's Internal Oversight Service (IOS) Evaluation Office (EVS) with support from the evaluation reference group will manage the evaluation. IOS is responsible for the overall management of the evaluation and quality assurance of the deliverables. IOS is the owner of all evaluation tools, and may request to review data collection tools such as interview protocols and survey instruments.
24. A team of independent external evaluators will conduct the evaluation. The team or a member of the team will need to have specific subject matter expertise and or experience in the area of prevention of violent extremism. The evaluation team will prepare four main written deliverables: (i) an inception report, (ii) a draft report, (iii) a final report and (iv) communication outputs. The reports will detail the evaluation process and synthesize the main results (in English). The team will also be required

to conduct a stakeholder workshop for validating findings, lessons learned and preliminary recommendations.

25. The evaluation team will be responsible for their own logistics: office space, administrative and secretarial support, telecommunications, printing of documentation, travels, etc. IOS will provide suitable office space for the consultants when working from UNESCO premises.
26. The evaluation will be conducted according to the principles contained in the UNEG Ethical Guidelines for Evaluation. Therefore, the external consultants will have to conduct the evaluation in compliance with these principles as well as the United Nations Evaluation Group (UNEG) updated 2016 Norms and Standards for Evaluation.
27. IOS will provide technical backstopping and ensure the overall quality assurance of the deliverables. Relevant UNESCO programme sectors in Headquarters such as the Communication and Information Sector (CI), the Education Sector (ED), the Social and Human Sciences Sector (SHS), the Culture Sector (CLT) and relevant units, divisions and departments as well as field offices will support the evaluation by providing access to relevant information requested by IOS and by facilitating the organization of interviews/meetings with internal and external stakeholders as appropriate.
28. The reference group for this evaluation is composed of representatives of the CI, ED, SHS, CLT sectors and the MGIEP, (also PVE focal points/members of the UNESCO inter-sectoral team on PVE). The group will help to steer the evaluation by providing technical advice during the process and feedback on the terms of reference, the inception report, and the draft evaluation report. The Reference Group will liaise electronically and/or meet periodically during the evaluation, as necessary.
29. As part of the UNESCO IOS quality assurance processes, an external expert will also review the draft evaluation report to ensure compliance with quality standards. The recommended actions resulting from this review will be addressed prior to the finalization of the report.

Qualifications of the Company/Firm and Evaluation Team

30. The company/firm should have successfully executed evaluation assignments within the last five years and at least 6 previous assignments in evaluation of complex development programmes. In addition, it would be desirable for the company/firm to have carried out prior assignments allowing a solid understanding of the United Nations system.
31. The company/firm should present a team that meets the qualifications and experience required below.
32. The evaluation team will be composed of one senior evaluator (team leader) and one thematic expert. Preference will be given to evaluation teams that are gender-balanced and of geographically and culturally diverse backgrounds.
33. The evaluation team should have no previous involvement in the design or implementation of the activities under review and possess the following mandatory qualifications and experience:
34. Senior evaluator

Mandatory

- ▶ Advanced university degree in social sciences, political sciences, economics, or related field; specialized training in planning, monitoring and/or evaluation of social programme or policies will be an asset;
- ▶ At least 10 years of working experience in evaluation acquired at the international level or in an international setting;
- ▶ At least 5 experiences in evaluation leading an evaluation team;
- ▶ Knowledge of data collection and analysis methods (quantitative and qualitative).
- ▶ Excellent analytical and demonstrated excellent drafting skills in English;
- ▶ Knowledge and understanding of the development needs in the field of PVE or similar areas such as peace education and or youth and peace;
- ▶ Work experience in the UN or experience with assignments for the UN;
- ▶ Understanding and application of UN mandates in Human Rights and Gender Equality.

35. Thematic expert

Mandatory

- › Advanced university degree in areas relevant to the evaluation such as social sciences, public policy, international relations or other relevant fields.
 - › At least 7 years of professional experience in one of the priority action areas of UNESCO's work on PVE and good understanding of the global context in PVE.
 - › Excellent oral communication and drafting skills in English;
 - › Understanding and application of UN mandates in Human Rights and Gender Equality
 - › Work experience in the UN or experience with assignments for the UN.
36. At least one of the members of the team should have a good working knowledge of French or Arabic, including the capacity to communicate with stakeholders in the field.
37. IOS will use curriculum vitae to verify qualifications. The technical proposal requires the team to provide references, web links or electronic copies of at least one recently completed evaluation report.

Deliverables and Schedule

38. The estimate is that the evaluation assignment will require approximately 75 professional working days starting in April 2019 and finalizing in October 2019. It will include two or three (TBD) visits to UNESCO Headquarters in Paris. The first visit will be during the inception phase (this can be either in Paris or virtual). The second visit for data collection requires both members of the team to come to UNESCO Headquarters and the third visit, for the stakeholder workshop, requires the presence in Paris of at least one member of the team. In addition, the exercise will require at least three field visits by both members of the team, one should be to the Youth Empowerment project. The indicative timetable of key activities and deliverables is as follows:
39. The evaluation will consist of four main deliverables: inception report, draft report, final report and summary communication outputs.

- i. **Inception report** during the inception phase the team will prepare an inception report. This is a plan outlining how the team will carry out the evaluation. It should include, but not necessarily be limited to, the following elements: introduction and relevant background information; purpose of the evaluation; evaluation framework systematizing the methodology and identifying the issues to be addressed; the method for selecting PVE areas of work and the selected areas the evaluation will focus on; further elaborated evaluation questions; sources of information and data collection methods; revised work schedule; draft data collection instruments; and how the clients foresee using the evaluation results. It is advisable to use an evaluation matrix that connects questions and indicators to data collection methods/sources and sampling. The evaluation reference group will also be invited to review the draft inception report.
- ii. **Draft evaluation report:** The evaluation team will prepare a draft evaluation report and IOS will circulate it for comments among the evaluation reference group. IOS will consolidate all comments for the evaluation team. The team, for their part, before embarking on the final draft will provide a table explaining how they addressed each comment. The evaluation team will write the report in English according to UNESCO IOS's Evaluation Report Guidelines. IOS will share with the evaluation team the guidelines and a detailed final report template at the beginning of the assignment. The main body of the draft report **shall not exceed 30 pages**, excluding annexes.
- i. **Communication output(s):** The evaluation team will prepare a synthesis of the main findings from the evaluation. This might take different formats such as a power point presentation or slides, a 2-page brief or an infographic. The evaluation team, IOS and the client stakeholders will discuss during the inception phase the specific type of communication output(s) based on the requirements of the users.
- iii. **Final evaluation report:** As part of the UNESCO IOS quality assurance processes, all evaluation reports are subject to review by an external expert to ensure compliance with quality standards. The recommended actions from the quality assurance process will be addressed prior to finalization of the report.

Annex B: Evaluation Methodology

The evaluation methodology was developed and approved during the inception phase and is detailed in the inception report that was reviewed and approved by the evaluation reference group. Data collection methods included a desk review of relevant documents, key informant interviews, focus group discussions, and surveys. Findings from all of these sources were coded and analysed using a qualitative analysis methodology, thereby triangulating the findings from the different sources. The evaluation team held a workshop with the reference group to validate initial findings before the evaluation report was drafted, reviewed and finalised.

Document Review: Evaluators conducted a set of desk reviews, the first was held during the inception phase in order to understand UNESCO'S PVE work, to further develop the methodology and to identify a sample set of activities. Once the activities were identified, documents related to these activities were reviewed. During field visits, further documents were integrated to the desk review. To ensure gender was part of the desk review, evaluators looked at the language used in UNESCO documents and at how gender was framed.

Inception workshop: Evaluators facilitated an inception workshop with members of the Evaluation Reference Group on the 21st of May 2019 in Paris. During this workshop, the evaluation methodology, availability of a Theory of Change for UNESCO'S PVE work and the programmatic sample for the evaluation were discussed. Data sources and evaluation users were also identified. Information shared and decisions taken during this workshop fed into the development of the inception report.

Field visits: Evaluators conducted data collection in Paris on the 4th and 5th of June 2019, in Addis Ababa, between the 17th and 22nd of August 2019, in Beirut between the 30th of September and the 4th of October 2019, and in Amman between the 25th and 28th of November 2019. Throughout this period, evaluators also led remote interviews, by phone or video conference.

Key Informant Interviews: Key informant interviews (KII) were held with 43 respondents, 63 per cent of men and 37 percent of women. Key informant interviews were carried out either remotely or face-to-face during field visits. Overall, 65 percent of the KII were with external respondents and the rest were with UNESCO and IICBA staff. The interviews were open and consisted in a constructive conversation rather than in question-and-answer

sessions. However, the interviews were guided by a semi-structured protocol that ensured that key questions were responded to, while giving space for additional information to be collected. The KII protocols also ensured that the interview followed evaluation ethics and standards.

Surveys: The evaluation team collected data through two online surveys:

- a. An online survey was developed and administered to collect data from members of the intersectoral working group on PVE and the PVE focal points in Field Offices. The survey was sent to 163 members of the intersectoral group and focal points. The response rate was 26% (42 respondents).
- b. A survey was developed and administered in Addis with IICBA to increase the sample size of data sources on the PVE work that IICBA is implementing in Africa. This survey was sent to 18 government partners across Africa. The response rate was 67% (12 respondents).

Survey tools were developed together with UNESCO/IICBA staff and validated before being used. SurveyMonkey was used to administer both surveys.

Focus Group Discussions: Five focus group discussions (FGDs) were held with stakeholders in Paris (three FGDs with 50% of women and 50% or men), Addis (one FGD made up exclusively of male teacher trainers)⁴⁵ and Amman (one FGD with 50% of women and 50% or men). These FGDs enabled the team to collect key information on the views of these groups, their experiences and perspectives. The FGDs followed an open discussion format and were complementary to the key informant interviews. Discussions were guided by a set of protocols to ensure that key areas of interest were covered and that the facilitation followed evaluation ethics and standards.

Data analysis and report drafting: Analysis was centered around the evaluation questions. Through a qualitative data analysis methodology, the data from the desk review, field visits and remote interviews was populated into a qualitative analysis matrix, and coded. Data from multiple sources was triangulated and findings supported by

⁴⁵ Teacher training in Ethiopia is a male-dominated professional sector and Evaluators were not able to reach a more equal gender balance for this FGD.

strong evidence were identified and further analyzed. Gender was taken into account during the analysis as evaluators went beyond the strict evaluation question on Gender Equality and looked at whether UNESCO's sampled PVE work was gender sensitive and/ or gender transformative.

Validation workshop: As the evaluation report was drafted, a validation workshop was organized in Paris, on the 4th of February 2020. Evaluators presented key findings on all evaluation questions and provided initial lessons and recommendations. Members of the PVE intersectoral working group were invited to ask for clarifications, provided feedback and shaped some of the lessons and recommendations.

Report finalization: The draft report was first reviewed by two members of IOS, evaluators provided drafts that integrated feedback. The report was then reviewed further by IOS and sent to the Evaluation Reference Group and to an evaluation quality assurer for further feedback. Based on this round of feedback, evaluators provided a final draft for approval.

Challenges and limitations: The evaluation faced challenges and limitations related to the following elements:

Nature of programme-level evaluations: Whereas project level evaluations generally come with an evaluation framework that has been integrated in the design of the project that is often not the case with programme level evaluations. UNESCO's PVE work is not articulated around a strict logic model. Although there are links between PVE and wider expected results,⁴⁶ there are no expected results specifically for PVE work overall. Similarly, there is no agreed theory of change for UNESCO's PVE work overall. Although some projects do have strong monitoring and evaluation frameworks and theories of change, this is not the case at programme level.

Evaluating PVE that is not framed as 'PVE': How a programme decides to communicate the PVE elements of its approach has a potential impact on both the programme design and the ability to gather data for the evaluation process. For the purpose of this evaluation, the outcomes of each intervention was assessed within the framing of the project. The evaluators chose to be consistent with the approach to language and terminology used by UNESCO. This has meant that questions were adjusted depending on where data was being collected and in accordance with the terms that were being used to describe the

PVE work in that context. For example, in some cases, Evaluators were not collecting data on UNESCO's 'PVE' work, but on 'peacebuilding' work.

Selection of evaluation respondents: The evaluation framework and methodology provided a way to sample PVE activities that are representative of the PVE work implemented since 2015. Focus group discussions and key informant interview participants were selected by UNESCO staff and self-selected based on their willingness and availability to participate in the evaluation. Although this is a pragmatic approach that is standard practice, when respondents are not selected at random, a certain level of potential bias is possible. In addition, the survey response rate was too limited to be statistically representative. Nevertheless, data collected was following strict ethical protocols and triangulated through various sources to identify findings based on strong evidence and mitigate against bias.

Change in the planned field visits: The unavailability of staff from the Morocco Field Office and subsequent change in the activities sampled meant that there was less opportunity for evaluators to assess different aspects of the Youth Empowerment project in a country that was more advanced in its implementation. The assumption is that the Morocco Field Office being at a more advanced stage of project implementation than the Jordan Field Office, more results could have been identified in Morocco. Nonetheless, evaluators were able to speak to project participants, including civil society organisations, cultural actors and youth involved in the project in Jordan.

Translation: Data collection took place mostly in English, but some interviews were conducted in French, or Arabic. The data in Arabic was translated into English. Data analysis was done in French and English and the report was written in English. Translation could have led to some slight inaccuracies.

Report review: During the review of the draft report, changes were made by the Independent Oversight Service that evaluators were not able to see. Time did not permit a thorough comparison between the draft submitted to IOS by evaluators and the draft sent back by IOS to evaluators after the changes were made. Although evaluators were assured changes were made to improve consistency, clarity and to make it shorter, because evaluators were not able to see these changes, they were not able to check if this could have had an impact on the way findings are conveyed.

⁴⁶ See Annex III of the Evaluation ToR in Annex A.

Annex C: List of Documents Consulted

#YouthWagingPeace, a youth led guide on prevention of violent extremism through education

#YouthWagingPeace: Action guidelines for prevention of violent extremism

'Peace is all we want': Integrating peace-building into secondary school education in Uganda

197 EX/Decision 46. Decisions adopted by the Executive Board at its 197th session. 2015

199 EX/4.INF.4. UNESCO's contribution to the prevention of violent extremism. 2016

200 EX/9. UNESCO's role in promoting education as a tool to prevent violent extremism. 2016.

200 EX/Decisions. Decisions adopted by the Executive Board at its 200th session. 2016

2015_remarks_ambassador_mohamed_sameh_amr

2015_youth_and_internet_conceptnote_agenda_en

2016_quebec_conference_concept_note_en

2016_quebec_conference_programme_en

2017_Links to Nice conference on Youth and cyberhate

202 EX/7. UNESCO's contribution to the prevention of violent extremism through education. 2017.

202 EX/Decisions. Decisions adopted by the Executive Board at its 202nd session. 2017

205 EX/6 Part IV. SDG 4 – Education 2030: part IV prevention of violent extremism. 2018

205 EX/6 Part IV. SDG 4 – Education 2030: part IV prevention of violent extremism. 2018

205 EX/Decisions. Decisions adopted by the executive board at its 205th session. 2018

39 C/INF.25. Overview of UNESCO's contribution to the prevention of violent extremism (PVE) worldwide. 2017.

A Teacher's guide on the prevention of violent extremism

A/70/L.41 – the UN Secretary-General's Plan of Action to Prevent Violent Extremism

Addressing anti-semitism through education: guidelines for policymakers

Brand guidelines 2019 - Youth Empowerment

Brochure Youth PVE 2019 - Youth Empowerment

Documents on 2017 Arab States Regional GCED Networking Meeting: Solidifying Regional Action for GCED - Second conference

Documents on 2018 National Training: Integrating GCED and Shared Universal Values in Teacher Training Programmes in Oman

Documents on A National Seminar on Mainstreaming GCED and PVE in the National Teacher Preparation Program in Lebanon

Documents on HAWER Program – Religious Leaders Network

First regional conference on Global Citizenship Education A Guiding Framework for the Arab Region documents

Fund in Trust (FIT) – Prevention of VE through youth empowerment in Jordan, Libya, Morocco and Tunisia

<https://edition.cnn.com/2019/04/28/world/isis-sri-lanka-international-threat-intl/index.html>

<https://www.voanews.com/a/paris-conference-focuses-on-fighting-radicalization-on-the-internet/2822934.html>

Integrating peace-building into secondary school level education in Somalia

Integrating peace-building into secondary school level education in South Sudan

Intersectoral PVE meeting minutes

Japan Study Tour of the Sahel and Surrounding Countries Peace-Building, Resilience and the Prevention of Violent Extremism through Teacher Development

Japan Study Tour Report For the project on: Teacher Training and Development for Peace-Building in the Horn of Africa and Surrounding Countries

Journalists for Human Rights Final Narrative report Contrat 4500363938 - Jordan

Leaders of Tomorrow Social Innovation Challenge - Culture and Citizenship Narrative report - Jordan

Mainstreaming Preventing Violent Extremism in Lebanon - UNDP

Making PVE programmes work: rethinking approaches to the prevention of violent extremism in Lebanon

Media and Information Literacy: Reinforcing Human Rights, Countering Radicalization and Extremism

Media Diversity Institute Inception report on Increased Understanding of the concept of media and information literacy in Jordan

MEETING REPORT For the project on: "Teacher Training and Development for Peace-Building in the Horn of Africa and Surrounding Countries

Mid-term review of the UNESCO Operational strategy on youth (2014-2021)

More resilient, still vulnerable: Taking stock of prevention of violent extremism programming with youth in Tripoli, Lebanon, M. Al Masri and I Slavova

Narrative Reports - Prevention of Violent Extremism through Youth Empowerment in Jordan, Libya, Morocco and Tunisia

Preventing violent extremism through education: a guide for policy-makers

Preventing violent extremism through education: Effective activities and impact

Prevention of Violent Extremism through Youth Empowerment in Jordan, Libya, Morocco and Tunisia Workshop Narrative Report - Nov.2018 - Jordan

REPORT ON POLICY DIALOGUE TEACHER TRAINING AND DEVELOPMENT FOR PEACE-BUILDING IN THE HORN OF AFRICA AND SURROUNDING COUNTRIES

SISTER – 39 C/5 Substance Report Fund in Trust (FIT) – Prevention of VE through youth empowerment in Jordan, Libya, Morocco and Tunisia (Souria is PO on this)

Summary Launch event 2018 - Youth Empowerment

Tammej Capacity Building training and youth-led initiatives on PVE-related topics - Jordan

Terrorism and the Media: A Handbook for Journalists

The National Initiative to Promote Media and Information Literacy (MIL) Executive Plan 2019-2022 - Jordan

ToR Arab States Regional GCED Network: Solidifying Regional Action for GCED

TRAINING OF TRAINERS REPORT For the project on: "Teacher Training and Development for Peace-Building in the Horn of Africa and Surrounding Countries"

UN General Assembly. A/72/840*. Agenda item 118. The United Nations Global Counter- Activities of the United Nations system in implementing the United Nations Global Counter-Terrorism Strategy. 2018

UNCCT 2016 Concept Note - Youth Empowerment

UNESCO in Action - Preventing Violent Extremism Worldwide

UNESCO Priority Gender Equality Action Plan (2014-2021)

UNESCO's Medium-Term Strategy for 2014-2021 (document 37 C/4)

UNESCO's Programme and Budget 37C/5, 38C/5 and 39 C/5

UNESCO's Strategy on Priority Africa (2014-2021)

UNESCO's Role in UN's Action to Counter and Prevent Violent Extremism

Youth and Violent Extremism on Social Media – Mapping the Research -

Annex D: Key Informant Interview List

Name	Surname	Role/Institution
Patricia	Abi Rached (and team)	Dean of Faculty of Educational Science
Fadi	Abou Al Mouna	UNDP
Muhammad	Abushaqra	Government of Lebanon
Khalaf	Al Abri (Dr.)	Assistant Professor, Department of Educational Foundation and Administration
Omar	Al-Abdallat	Cartoonist/Trainer
Anoud	Al-Zoubi	MIL Trainer
Eyerusalem	Azmeraw	Project Officer
Maysoun	Chehab	PVE focal point
Soo Hyang	Choi	Member of the intersectoral group
Emilie	Dejasse	Member of the intersectoral group
Dania	Dirani	Project Officer
Pat Mark	Dolan Brennan	UNESCO Chair in Children, Youth and Civic Engagement UNESCO Chair for Rural Community, Leadership, and Youth Development
Therese	El Hashem (and Team)	Dean of Faculty of Pedagogy
Sayed Jaafar	Fadlallah	Lecturer in Islamic Jurisprudence
Costanza	Farina	UNESCO Representative to Jordan
Francisco	Gomez-Duran	Member of the intersectoral group
Kangying Steven Patrick	Guo Siqueira Slavens	Youth empowerment project focal point (former) Deputy Director, UNOCT UNOCT
Chafica	Haddad	Former chair of IFAP, Delegation of Grenada to UNESCO
Edward	Harvey	Co chair of the Friends of PVE (co chairs with Tunisia)
Ghayda	Hassan	UNESCO Co-Chair for the Prevention of Radicalisation and Violent Extremism,
Sami	Hourani	Leaders of Tomorrow CEO
Hegazi	Idris	PVE focal point
Christiane Zeinab	Jeitani	National Commission for UNESCO
Victoria	Kisaakye	Programme Specialist
Mehdi	Knani	Political Affairs Officer, Policy and Coordination, United Nations Office of Counter-Terrorism
Samia	Kurdieh	MIL Trainer

Philippe	Malouf	Education programme specialist
David	Morin	UNESCO Co-Chair for the Prevention of Radicalisation and Violent Extremism
Cedric	Neri	Associate Project Officer
Sabrina	Salis	Project Coordinator (previously in Amman office - Project officer)
Seiko	Sugita	PVE focal point
Vivek	Vankatesh	UNESCO Co-Chair for the Prevention of Radicalisation and Violent Extremism
Cheikh	Wafik	Religious leader
Mary	Wanjiru Kangethe	Kenya NATCOM
Fadi	Yarak	Director General
Uja		IICBA Consultant
Fighters for Peace		Partners - Lebanon

Annex E: Bio Data of Evaluators

Core consultancy team:

Marie Weiller – Team Leader/ Senior Evaluator: Marie Weiller is Monitoring, Evaluation and Learning Coordinator at International Alert. She has nearly ten years of experience in peacebuilding with international organisations working in a variety of conflict affected contexts. She has an excellent understanding of behavioural and social change work, with a specific focus on strategic design, monitoring for learning and adaptation, theory-based evaluations and strengthening reflective practice and culture within project teams and organisations. She has also developed outcome capturing approaches and integrated them in programme and organisational processes, such as outcome harvesting for monitoring and adaptation. Marie has led and managed numerous evaluation of peacebuilding programmes and projects, including a project that aimed at preventing youth radicalisation. She has also designed and led various trainings and workshops on design, monitoring, evaluation and learning for the organisations that she worked with including at the HQ level, in the country programmes and for external partners. She notably codesigned and cofacilitated a ToC development process for UNDP's PVE programme in Tunisia. Marie speaks French (native) and English.

Lucy Holdaway – Thematic Expert: Lucy leads on the development, research and implementation support on state-citizen approaches to peacebuilding at Alert. Since 2015 Lucy has led International Alert's work globally on violent extremism. Developing and improving the understanding and approach to working on violent extremism in programming and policy as well as within the broader development and peacebuilding sector. She works closely with country teams to shed light on the highly contextualised nature of why men and women are vulnerable to violent extremism. This involves understanding the interplay between factors such as exposure to violence and trauma, poor governance, reduced livelihood opportunities, peer networks, lack of political agency and ideology, and vulnerabilities and resilience to violent extremism. Lucy has been working on peace and security issues since 2005. She has extensive experience of project management, monitoring and evaluation, research including methodology



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