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Evaluation Office

EVALUATION OF UNESCO'S OPERATIONAL STRATEGY

FOR PRIORITY AFRICA (2014-2021)

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Evaluation period

September 2020-February 2021

Geographic scope

This evaluation covers UNESCO's implementation of the Operational Strategy for Priority Africa at the global level.

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Abstract & Acknowledgements

ABSTRACT

In an effort to operationalize the Organization's long-standing Global Priority Africa, and in response to a recommendation of the 2012 IOS evaluation of Priority Africa, UNESCO's General Conference adopted an eight-year Operational Strategy for Priority Africa (OSPA) in 2013. The OSPA foresaw a final evaluation at its term to assess its effectiveness and inform the design of the next iteration of the Strategy. The Priority Africa and External Relations Sector (PAX) therefore commissioned an evaluation of the OSPA in early 2020. This exercise was not designed to evaluate Priority Africa itself, as was done in the 2012 evaluation, but focused on assessing the Strategy as a tool for its operationalization.

The evaluation found that the relevance and the very existence of the Strategy was not challenged. There was overall agreement from all stakeholders that such a Strategy was necessary and that the flagship programme modality it promoted was indeed an effective mechanism that should be sustained. Nevertheless, Member States do not perceive the effects of this prioritization on the African continent. This disconnect between the ambitions of the OSPA and the actual implementation has mainly been attributed to insufficient integration of the OSPA objectives into the Organization's overarching strategic frameworks (namely its Programme and Budget – C/5), which has hindered its uptake by the Programme Sectors charged with implementing it. As a result, despite a clear division of responsibilities in the Strategy, PAX is still considered the primary entity responsible for guaranteeing the OSPA's implementation, rather than it being a common responsibility borne by all Sectors and an achievement for which every staff member should strive. The parallel reporting framework has also meant results achieved in the framework of the OSPA have not always been accurately reported as attributable to the OSPA but were only presented as an output of the Sectors' expected results. Less visible, they were harder to measure and attracted less funding. The broad definition of the flagship programmes has further rendered their translation into specific actionable and identifiable activities difficult. Finally, although Africa is the region with the largest proportion of UNESCO staff, lack of resources (both human and financial) continue to hamper the capacity of Field Offices to effectively implement the OSPA.

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Table of Contents

Abstract & Acknowledgements	iii	Annex H - Survey questionnaires	48
Table of Contents	iv	Annex I - Survey results.....	48
List of Figures, Boxes and Tables.....	v	Annex J - Evaluation team biodata.....	48
Acronyms and abbreviations	v		
Executive Summary	1		
Management Response	4		
Introduction.....	6		
Main Findings	10		
Relevance	10		
Internal Coherence.....	14		
Effectiveness.....	16		
Efficiency.....	20		
Conclusions.....	25		
Recommendations.....	25		
Annexes.....	26		
Annex A - Terms of Reference.....	27		
Annex B - Bibliography	35		
Annex C - Interview Respondents	38		
Annex D - Evaluation Matrix.....	41		
Annex E - Flagship programmes and respective objectives.....	45		
Annex F - Alignment between Agenda 2063 and SDGs	46		
Annex G - Interview protocols	48		

List of Figures, Boxes and Tables

Figure 1: Total number of projects implemented by the Priority Africa flagship programmes.....	12
Figure 2: Number of projects per flagship programme and per biennium	12
Figure 3: Total number of Priority Africa projects implemented by Headquarters and Field Offices.....	13
Figure 4: Distribution of workforce in UNESCO Field Offices.....	21
Figure 5: Percentage of vacant positions by region.....	21
Figure 6: Non-staff RP expenditure by region (rounded out to millions of USD).....	22
Figure 7: Extra budgetary funds for Priority Africa flagship programmes (in millions of USD).....	23
Box 1: Flagship interventions and activities mentioned most often as contributing to significant change	17
Box 2: Examples of UNESCO initiatives in Africa with a gender component.....	19
Table 1: Funding gap in the 40C/5 for activities in Africa per Programme Sector (in millions of USD).....	23

Acronyms and abbreviations

AU	African Union
BSP	Bureau of Strategic Planning
Cap-EFA	Capacity building for Education for All initiative
COVID-19	Coronavirus disease
HQ	Headquarters
IOS	Internal Oversight Service
NEPAD	New Partnership for Africa's Development
OECD DAC	The Organization for Economic Cooperation and Development Development Assistance Committee
OSPA	Operational Strategy for Priority Africa
PAX	Priority Africa and External Relations Sector
REC	Regional Economic Communities
SDGs	Sustainable Development Goals
STI	Science Technology and Innovation
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization

Executive Summary

1. The merit and importance of upholding Africa as a UNESCO global priority was reiterated by all stakeholders. Support for the global priority is strong across all Member States. Similarly, the value of the Operational Strategy document itself was recognized. Member State delegations described it as having a clear vision, accurately reflecting the breadth of UNESCO's mandate and aligned with the priorities and challenges of the continent. However, the Strategy, meant to "operationalize" Priority Africa, faced certain constraints in providing a framework precisely for its operationalization and implementation.
2. At an overarching level, the OSPA design responds to and is aligned with the needs, policies, and priorities of both the African Union's 2063 Agenda and Agenda 2030. This alignment is broad and high level as the OSPA was drafted prior to the two other documents. Stakeholders recognized the opportunity for closer alignment, as a future strategy will be able to take Agendas 2063 and 2030 as a point of departure rather than having to "retrofit" itself.
3. The flagship conceptual approach or modality was deemed appropriate. Almost all Member State delegations concurred that the introduction of flagship programmes was an effective mechanism to implement Priority Africa by defining the main objectives of the OSPA and facilitating advocacy and fundraising. However, the recurrent concern, across all stakeholder groups, was that flagships were too vague and designed around broad themes rather than specific projects/goals. The lack of detail and granularity affected the tangible implementation of programme interventions. Another common concern voiced by Member State delegations was that current flagships did not acknowledge that Africa is a large continent with important regional differences.
4. For UNESCO staff, the relevance and awareness of Priority Africa in their daily work is uneven. Interview and survey data suggest that Priority Africa is consistently misunderstood as having a purely "continental" focus rather than being a priority that deserves world-wide attention, and which lends itself to supporting cross continental engagement.
5. A review of pertinent documents revealed that the OSPA is compatible with the Medium-Term Strategy (37 C/4) and Programme and Budget (37 to 40 C/5).
Nonetheless, some Member State delegations pointed to a misalignment of OSPA and C/5 indicators. They expressed the view that Priority Africa was not well placed within UNESCO's structure and strategic frameworks because it was viewed as a separate objective, rather than being integrated in each Sector's objectives as defined in the C/5 and C/4.
6. Similar to what has been highlighted in previous evaluations and reviews, and despite recognized efforts by the Africa Department (PAX/AFR) to encourage further streamlining, the integration of Priority Africa into the rest of UNESCO's sectoral programmatic work continues to be challenging. A majority of Member State delegations argued that Priority Africa is not sufficiently incorporated into UNESCO's broader portfolio of work. An often-cited cause is that Programme Sectors, and by extension programme specialists, do not feel sufficiently responsible for the achievement of Priority Africa. There is confusion as to what does and does not constitute Priority Africa or whether an activity taking place in Africa automatically falls under the priority. Most respondents agreed that there is room for improvement in arriving at a systematic and coherent understanding of Priority Africa across the Organization.
7. The flagships, the programmatic backbone of Priority Africa, coexist in parallel with "regular" sectoral implementation. This has resulted in a lack of clarity of the line between flagship programmes and activities and thematic priorities. According to respondents, certain flagships such as flagship 2 on education were more easily absorbed into sectoral work, while others were more scattered. Staff interviews and survey results highlight that guidance on how to integrate and effectively take ownership of Priority Africa and drive forward the implementation of flagships in a consistent manner has been insufficient. The effect of not having clear direction on how flagships should be integrated into sectoral work has resulted in a fragmentation of efforts and to confusion regarding where individual initiatives should be anchored/housed. It was also mentioned that a drive to integrate Priority Africa into the Sectors themselves was absent as there are no staff member(s) in Programme Sectors or in Field Offices responsible for advocating for Priority Africa, identifying opportunities and supporting implementation.

8. There are important examples of project/intervention that contributed to further the OSPA objectives and are detailed in the evaluation report. Of the six flagship programmes, Member States recognized and mentioned most often flagship 1 (promotion of the culture of peace). Specifically, the Biennale of Luanda was given as an example of a successful flagship initiative. Other examples were UNESCO's work on TVET, teacher education, water management and biosphere projects, heritage protection and artificial intelligence.
9. However, at an overarching level it has been difficult to identify or measure progress towards the achievement of OSPA flagship objectives or the OSPA overall. Although each flagship in the OSPA includes an objective, main actions, and a number of expected results with linked performance indicators and benchmarks (flagship 2 for example has 7 expected results, each one with at least one key performance indicator), a majority of Member State delegations still urged for a better results framework that could help them visualize and understand easily the achievements of Priority Africa. A number of stakeholders indicated that incorporating the existing indicators in the framework of the C/5 and each Major Programme's expected results would enhance the quality of the reporting and would also increase ownership of the flagship programmes by each Sector. Further, it was mentioned that waiting until the end to launch an evaluation might be too late to understand possible adjustment and progress toward results. An enhanced Monitoring and Evaluation Framework, that includes a user friendly expenditure tracking mechanism, would facilitate a regular assessment of progress made against each flagship's performance indicators and allow Sectors to adopt corrective measures in time to improve implementation at the country level and review priorities when relevant.
10. The difficulties in understanding and communicating the contributions and achievements of the OSPA flagships is due to a certain extent to the existing reporting mechanisms. When and how to link back results to the Operational Strategy for Priority Africa is not clear-cut. Current self-reporting requests staff to define how much of any given task is aligned with or supports a specific Priority Africa element, or flagship. According to staff, this leads to wide divergences as there are no standard criteria to guide these determinations. Indeed, while some interventions may have over reported on the degree to which efforts conducted supported the OSPA objectives, others may have under reported.
11. There is a recognition across the board that UNESCO's strength lies in its diverse and multisectoral mandate, knowledge and experience. Nonetheless, it was challenging to develop multisectoral initiatives. Furthermore, besides flagship 1, the flagships themselves are largely designed along the lines of UNESCO's Major Programmes, thereby limiting opportunities for intersectorality.
12. Although the evaluation did not set out to explicitly gather future thematic priorities for the next iteration of Priority Africa, some areas emerged. Given the current context, the need to consider the challenges, exacerbated by the pandemic, were clearly voiced. In addition, interviews and a document review of Executive Board discussions and decisions highlight the importance for Africa, as well as other UNESCO Member States, of integrating the issue of the restitution and repatriation of cultural goods. Furthermore, other thematic areas mentioned were capacity building in science, technology and innovation (STI) and scientific research. Many emphasized the need to reduce the ambitions of the OSPA in order to concentrate on actual implementation.
13. The allocation of human and financial resources for Priority Africa continues to be a point of contention. Although Africa enjoys a larger portion of funding for staff than other regions and there have been some proportional increases in available resources in recent years, there is an enduring perception that UNESCO African Field Offices are inadequately staffed both in terms of numbers and seniority and that there are enduring vacancies.
14. In the case of financial resources, the Sectors were supposed to provide a portion of the funding needed to implement the flagships, whose design they contributed to, with the intention of raising additional extrabudgetary funds with the support of PAX and BSP. Although there are notable examples where this was successful and financial and in-kind resources from governments and traditional partners, including the private sector, were mobilized, the main sentiment is that sufficient funding did not materialize as envisaged. Some attributed this to a lack of clarity between sector work, flagships and specific interventions which translated into fewer concrete occasions to secure funding. A number of Member State delegations articulated the need to explore more closely funding sources in the African continent.
15. The OSPA delineates the role of the Africa Department within PAX as being focused primarily on: coordination, support and follow-up, leaving implementation to the Programme Sectors. Nonetheless, the evaluation found lingering misunderstanding on the part of both Member States and staff as to these roles and responsibilities

for implementation and modes of collaboration between PAX, Programme Sectors and Field Offices. This has led to confusion as to whom bears final responsibility and is accountable for implementing the OSPA.

Recommendations

Recommendation 1

Ensure the Priority Africa programme priorities in the new C/4 and C/5 are fully in line with the AU Agenda 2063 and the 2030 Agenda for Sustainable Development.

Recommendation 2

Develop a limited number of operational, focused, concrete and detailed (granular) flagship programmes that are embedded in sectoral or intersectoral C/5 programmes and have an allocated budget and clearly integrate gender and youth, as relevant; take into account regional and sub-regional differences in needs and priorities deriving from the conclusions of the 41 C/4 elaboration and have results frameworks with SMART indicators that enable reporting on progress and demonstrate contribution to Africa within UNESCO's programme. Each flagship should have a clearly identified lead Programme Sector, defined through its contribution to the C/5 programme, whether sectoral or intersectoral collaborating programme.

Recommendation 3

Design an awareness process to ensure all programme staff, whether working in Africa or not, are fully cognizant of the UNESCO Global Priority and how their work contributes to Global Priority Africa.

Recommendation 4

Designate Priority Africa senior-level focal points in each Programme Sector. One of the main responsibilities of these focal points would be to move forward multisectoral flagships or multisectoral initiatives.

Recommendation 5

Establish a concerted drive, in line with Strategic Transformation, the Mobility Programme and the reform of the field network, to fill staff vacancies in Field Offices in Africa in a timely manner and with appropriate level staff.

Recommendation 6

Put the emphasis on the mobilization of funds from sources in Africa and at the global level, highlighting also the built-in South-South, North-South cooperation, for example.

Recommendation 7

Redesign the reporting processes with clearer guidance on the criteria for relevance and coherence of activities with respect to Priority Africa.

Recommendation 8

Ensure that the next strategy counts with clear roles and functions in relation to who is responsible for taking the lead of flagship-type interventions. This will require that clarity between the Africa Department and Programme Sectors functions be maintained. Moreover, if focal point positions for flagships or for Priority Africa are introduced these posts will need clear reporting lines as well.

Management Response

Recommendation	Management Response
<p>Recommendation 1</p> <p>Ensure the Priority Africa priorities in the new C/4 and C/5 are fully in line with the Agenda 2063 and the SDGs</p>	<p>Accepted</p> <p>More efforts will be made to further align Priority Africa priorities in 41 C/4 and subsequent C/5 to Agendas 2030 and 2063</p>
<p>Recommendation 2</p> <p>Develop a limited number of operational, focused, concrete and detailed (granular) flagship programmes that are embedded in sectoral or intersectoral C/5 programmes and have an allocated budget and clearly integrate gender and youth, as relevant; take into account regional and sub-regional differences in needs and priorities deriving from the conclusions of the 41 C/4 elaboration and have results frameworks with SMART indicators that enable reporting on progress and demonstrate contribution to Africa within UNESCO's programme. Each flagship should have a clearly identified lead Programme Sector, defined through its contribution to the C/5 programme, whether sectoral or intersectoral collaborating programme.</p>	<p>Accepted</p> <p>PAX will work with Programme Sectors and Field Offices towards the elaboration of a smaller number of well-designed concrete intersectoral flagships, underpinned by gender equality and youth-related principles, and a clear results framework. These new intersectoral Flagship programmes will be, to the extent possible, aligned to the 4 Strategic Objectives of the 41 C/4 and C/5, with some Sectors playing a leading role and others in a collaborating role, as concerns the implementation of the new Flagship programmes.</p>
<p>Recommendation 3</p> <p>Design an awareness process to ensure all staff, whether working in Africa or not, are fully cognizant of the UNESCO Global Priority and how their work contributes to Global Priority Africa.</p>	<p>Accepted</p> <p>PAX is working on a new communication strategy for Global Priority Africa, which will aim at better communicating on the work related to this global priority and how various Programme Sectors contribute to it. This has already been initiated with the new publication on the work of Global Priority Africa, as implemented by all relevant Sectors and Field Offices, during the period 2018-2020.</p>
<p>Recommendation 4</p> <p>Designate Priority Africa senior-level focal points in each programme sector. One of the main responsibilities of these focal points would be to move forward multisectoral flagships or multisectoral initiatives.</p>	<p>Accepted</p> <p>In consultation with Programme ADGs, senior-level Priority Africa Focal Points have been designated to work between the Sectors and ADG/PAX, in view of contributing to the design, implementation, coordination and monitoring of new and strengthened intersectoral flagships, fully aligned to the 41 C/4 and C/5 and responding to the priorities of the African Continent.</p>

Recommendation	Management Response
<p>Recommendation 5</p> <p>Establish a concerted drive, in line with Strategic Transformation, the Mobility Programme and the reform of the field network, to fill staff vacancies in field offices in Africa in a timely manner and with appropriate level staff.</p>	<p>Accepted</p> <p>PAX will work closely with HRM in view of implementing this recommendation.</p>
<p>Recommendation 6</p> <p>Put the emphasis on the mobilization of funds from sources in Africa and at the global level, highlighting also the built-in South-South, North-South cooperation, for example.</p>	<p>Accepted</p> <p>Working alongside African Member States and BSP, PAX will use such modalities as the Partners' Forum (as part of the Structured Financing Dialogue) and other resource mobilizing events organized on the African continent, jointly with Field Offices in Africa, to mobilize funds from African stakeholders. This will include mobilizing private partners and foundations.</p>
<p>Recommendation 7</p> <p>Redesign the reporting processes with clearer guidance on the criteria for relevance and coherence of activities with respect to Priority Africa.</p>	<p>Accepted</p> <p>The design of new and focused Flagships, integrating a clear results framework (targeted expected results and indicators), will allow for a better monitoring of and reporting on activities directly related to Priority Africa under the 41 C/5 and subsequent C/5 under the 41 C/4.</p>
<p>Recommendation 8</p> <p>Ensure that the next strategy counts with clear roles and functions in relation to who is responsible for taking the lead of flagship-type interventions. This will require that clarity between the Africa Department and Programme Sectors functions be maintained. Moreover, if focal point positions for flagships or for Priority Africa are introduced these posts will need clear reporting lines as well.</p>	<p>Accepted</p> <p>This will be fully detailed in the new Operational Strategy for Priority Africa for the period 2022-2029.</p>

Introduction

1.1 Background

1. Since 1984, UNESCO has defined the African continent as a priority in the implementation of its mandate. As a result, in 1989, UNESCO developed the Priority Africa framework to guide its programming in a way that better addressed the needs of the African continent. In 2004, it formally integrated Africa as one of its two Global Priorities in its Medium-Term Strategy for 2008-2013 (34 C/4). In 2013, as a response to a recommendation from an IOS evaluation, UNESCO developed the Operational Strategy for Priority Africa (OSPA) (2014-2021).¹
2. The OSPA was designed to “consolidate the results of action taken by UNESCO in order to achieve Africa’s priorities and the Organization’s main medium-term goals set for 2014-2021.” *The OSPA was expected to serve as a general guide for all UNESCO actions in favour of Priority Africa, in particular action under a small number of “flagship programmes” aimed to raise the profile of Priority Africa as recommended by the Member States.*² The document was developed through a broad consultation which included internal and external partners: African Member States at UNESCO, including their National Commissions; Programme Sectors at Headquarters and Field Offices; the African Union; Regional Economic Communities (RECs);³ UN partners; other key regional institutions, such as the African Development Bank, and African and international experts. The institutional framework to support the implementation of Priority Africa included the initial establishment of the Africa Department, which has since into the Priority Africa and External Relations Sector (PAX) and the Liaison Office in Addis Ababa.
3. This report reflects the findings of the final evaluation of the OSPA. The main objective of this evaluation is to critically review UNESCO’s experience implementing the OSPA from 2014-2020 and identify what worked and what could be improved,

1 UNESCO. 2013. *Priority Africa at UNESCO An operational strategy for its implementation 2014-2021*. Paris: UNESCO.

2 UNESCO. 2013. *Priority Africa at UNESCO An operational strategy for its implementation 2014-2021*. pp. 8.

3 “The Regional Economic Communities (RECs) are regional groupings of African states. The RECs have developed individually and have differing roles and structures. Generally, the purpose of the RECs is to facilitate regional economic integration between members of the individual regions and through the wider African Economic Community (AEC), which was established under the Abuja Treaty (1991).” see <https://au.int/en/organs/recs>

taking advantage of the knowledge and experience gained thus far, in order to inform decision-making on Priority Africa. The lessons from this assignment will also contribute to the development of UNESCO’s Medium-Term Strategy for 2022 to 2029 (41 C/4). The African Union’s vision of “An integrated, prosperous and peaceful Africa, driven by its own citizens and representing a dynamic force in the global arena”⁴ has guided the design of the priorities of UNESCO’s Global Priority Africa and the drafting of the OSPA.

4. For the 2014-2021 strategic period, detailed in the 37 C/4, UNESCO, together with Member States, agreed to focus on two major areas:
 - i. Building peace by building inclusive, peaceful and resilient societies.
 - ii. Building institutional capacities for sustainable development and poverty eradication.⁵
5. The OSPA provides an operational vision and guidance to support the achievement of Priority Africa’s priorities and ensure alignment with the Organization’s medium-term goals set for 2014-2021. The OSPA was designed to pursue the aforementioned overarching objectives through the implementation of six “flagship programmes” designed to raise the profile and facilitate the implementation of Priority Africa. The flagship programmes were conceptualized as opportunities to capitalize on intersectoral work and to support both youth and gender as cross-cutting themes.
6. The six UNESCO Flagship Programmes are listed below: (For specifics on the objectives of each flagship, please see Annex E).
 - i. Promoting a culture of peace and non-violence
 - ii. Strengthening education systems for sustainable development in Africa: improving equity, quality and relevance
 - iii. Harnessing Science, Technology and Innovation (STI) and knowledge for the sustainable socio-economic development of Africa

4 [Vision and Mission](#) | African Union (au.int). In the OSPA, pp. 4.

5 See <http://www.unesco.org/new/en/testing/africa-relaunch/about-us/strategy/>

- iv. Fostering science for the sustainable management of Africa's natural resources and disaster risk reduction
 - v. Harnessing the power of culture for sustainable development and peace in a context of regional integration
 - vi. Promoting an environment conducive to freedom of expression and media development.
7. The implementation of the OSPA generally, and through the flagship programmes specifically, is reliant on the work and efforts of the following main actors:
- Priority Africa and External Relations Sector (which includes the Africa Department)
 - The Liaison Office to the African Union (AU) and United Nations Economic Commission for Africa (UNECA)
 - The Bureau of Strategic Planning (BSP)
 - Programme Sectors both at the HQ level and in Field Offices
8. Of these four actors, the Priority Africa and External Relations Sector is responsible for the institutional and intersectoral coordination of Priority Africa, in close cooperation with the relevant Sectors and Offices.
9. Currently, UNESCO is developing the Medium-Term Strategy for 2022 to 2029 (41 C/4). As indicated in the Director-General's Preliminary Proposals on the Draft 41 C/4 and Draft 41 C/5 (document 210 EX/22), this process provides an opportunity for UNESCO to strengthen the implementation of Priority Africa, secure a closer and well-defined alignment between Priority Africa and the African Union Agenda 2063, and more deliberately pursue the implementation of the 2030 Agenda for Sustainable Development.

Scope

10. This report reflects the findings of an evaluation of UNESCO's Operational Strategy for Priority Africa (2014-2021) (OSPA). The evaluation has been guided by the assignment's Terms of Reference (ToR) (see Annex A), and its scope was refined during the inception period, which included a series of inception interviews with selected UNESCO staff. The evaluation focused on evaluation criteria (relevance,

internal coherence, effectiveness, efficiency, impact and sustainability) and aimed to systematically respond to 16 evaluation questions. The overarching questions included:

- The extent to which the intervention achieved or is expected to achieve its objectives and its results, including any differential results across groups.
 - The compatibility of the intervention with other interventions in a country, sector or institution.
 - The extent to which the intervention delivers or is likely to deliver results in an economic and timely way.
 - The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.
11. The main evaluation questions have been sub-divided into a larger set of specific questions (see Annex D- Evaluation Matrix). Whilst the evaluation aimed to address all six OECD-DAC evaluation criteria, the evaluation was not able to ascertain the impact and sustainability of the Strategy because, as will be explained in further detail in the report, it was difficult to attribute achievements to the Strategy itself. Any finding pertaining to impact or sustainability has been absorbed into other sections of the report. To avoid repetition, a specific section was not included.
12. The overarching objective of this evaluation is to gain an improved understanding of the experience implementing the OSPA from 2014-2020 in order to inform the future approach to operationalize Priority Africa which may include the development of a new OSPA. To this end, the evaluation makes eight actionable recommendations that take advantage of the knowledge and experience gained thus far.
13. This evaluation did not explore the merit of UNESCO's Priority Africa as a concept, as this had partially been the object of a previous corporate evaluation conducted in 2012.⁶ However, some respondents chose to elaborate on their own perceptions of Priority Africa. The merit and importance of upholding Africa as a UNESCO global priority was reiterated by all stakeholders. Support for the global priority is strong across Member States, as is attested to by the discussion on the Draft Resolution

⁶ UNESCO IOS/EVS. 2012, September. Evaluation of UNESCO Priority Africa, 2012. Paris: UNESCO. Available at: <https://unesdoc.unesco.org/ark:/48223/pf0000217790/PDF/217790eng.pdf.multihttps://unesdoc.unesco.org/ark:/48223/pf0000217790/PDF/217790eng.pdf.multi>

on Global Priority Africa in July 2020 (209 EX/32 Rev.) when 33 non-African Member States took the floor to voice their support for Global Priority Africa. The responses collected during this assignment were consistently positive, suggesting that the challenges encountered in implementing Priority Africa are not tied to the priority as a concept, but to the inherent difficulties that are faced when trying to operationalize and implement such a tall order.

Methodology

14. This evaluation covered the 2014-2020 time period and was conducted between September 2020 and March 2021. The conduct of this evaluation was participatory and evidence based. During the inception period, the evaluation team reviewed pertinent documents and interviewed key stakeholders. This served to refine the focus and scope of the assignment. The data collection responded to the evaluation questions and included the use of both quantitative and qualitative data sources. Data was systematically analysed and triangulated. The evaluation was conducted in line with the United Nations Evaluation Group (UNEG) Norms and Standards.

Evaluation phases

15. This evaluation included three main phases:
- An inception phase, which included preliminary interviews with selected members of the Evaluation Reference Group and a document review. This phase focused on the final evaluation questions and the details of the methodology, as well as the development of an evaluation matrix (see Annex F).
 - A data collection phase, during which all original data was collected, including interviews, surveys and focus group discussions. In addition, during this phase literature was reviewed and systematically coded according to the evaluation questions.
 - An analysis and write-up phase, in which the collected data was compiled, analysed, triangulated, and used to draft this report.

Data collection methods

16. The following data collection tools were used during the assignment:
- **Desk review** of UNESCO documents covering relevant General Conference and

Executive Board decisions, project documents retrieved from SISTER, strategic documents from the African Union and UNESCO as well as UNESCO corporate evaluations and audits from the 2014-2020 period (see Annex B).

- **In-depth individual and group interviews** with UNESCO staff in African Field Offices, and Headquarters (HQ), and with representatives from the African Permanent Delegations to UNESCO, representatives from Permanent Delegations of donor countries, and a select number of key figures from partner organizations selected by UNESCO as important collaborators.⁷ A full list of interview respondents can be found in Annex C. Interview protocols can be found in Annex G.
 - **Surveys:** Two surveys were conducted: the first focused on collecting information from all UNESCO staff (n=179 with F: 109, M: 72, Other: 4⁸) and the second survey targeted African National Commissions (n=9 active/ 46 non responses with F: 2, M: 7, Other/withheld: 0⁹). The surveys were issued in three languages (English, French and Portuguese).
 - **Focus group discussions:** An online platform was used to conduct focus groups with UNESCO staff. One concentrated on collecting information on Most Significant Changes that could be traced to the OSPA, and a second focused more broadly on the OSPA experience, including the achievements of the Strategy and the effect of not having earmarked funding for the implementation of the OSPA. These discussion questions were shared with UNESCO staff. Thirteen UNESCO staff members registered for the first discussion, during which one member provided comments. Sixteen UNESCO staff members registered for the second discussion and 5 of them provided concrete comments.
17. Data related to flagships initially aimed to focus specific attention on the achievements and lessons experienced through the implementation, or on efforts to implement flagships 1, 2, and 4. However, in an attempt to expand the understanding of the experience, respondents unfamiliar with the aforementioned

⁷ An additional 3 organizations were contacted, but did not respond to repeated efforts to secure an interview.

⁸ It is worth noting that 355 UNESCO staff opened the survey and invested time in reading the questions, but responded to all questions with either NA (not applicable) or by leaving the question blank. While this would further suggest that UNESCO staff are not very familiar with the OSPA, this has not been taken as proof of this. The survey responses which have only included blanks and NA have been excluded from the analysis.

⁹ It is worth noting that although 46 African National Commissions opened and read the survey, and indeed spent time looking at the questions (which is recorded by the time spent on the survey), only 9 commissions actually responded to the questions.

flagships were also invited to share their experiences in relation to flagship programmes more broadly or to other flagships. As noted below (see limitations) the time available for this assignment did not permit deep dives into the flagship programmes.

18. The data was systematically analysed using MAXQDA, a mixed methods data analysis software. All data presented in this report has been triangulated. This process has included obtaining and cross-verifying information from different data collection tools and sources to assess the quality of collected evidence and ensure the robustness of the findings.

Limitations

19. During the conduct of this assignment some important challenges and limitations were encountered.
 - **Time frame:** The assignment had a very limited time frame which posed challenges in relation to effectively collecting data from all concerned parties. Mainly interview respondents external to UNESCO, including some African Union representatives and representatives from RECs, who could speak to the relevant issues, could not be located in time or, when located, were unavailable to engage in an interview.
 - **Response rates:** The response rates for the Focus Group Discussions and the surveys were low. To some extent this may be indicative of a broader challenge (knowledge of the OSPA and its application). A review of the available data, however, suggests that this shortcoming did not affect findings, as the available data was very consistent, and all findings presented in this report could be robustly triangulated. There are, however, some information sources that were too limited to effectively include. For example, the Most Significant Change exercise served to support findings regarding notable projects, but the response rate was too low to enable the development of Most Significant Change Stories as had been initially envisaged.
 - **Distinguishing the OSPA from Priority Africa:** The findings showed that knowledge on the OSPA, in general, is limited and that a considerable number of respondents do not have a clear understanding of Priority Africa and of what the OSPA is intended to achieve in relation to Priority Africa. This confusion and lack of general knowledge affected the general findings of the implementation of the OSPA.

- **Overlap:** There was considerable overlap between findings relevant to impact and sustainability and other questions in the ToR. Therefore, all questions that touched upon impact and sustainability were integrated into other sub-sections.
- **COVID-19:** The exercise took place from September 2020 to February 2021 in a highly uncertain context brought about by the COVID-19 pandemic. All data was collected remotely, which resulted in certain limitations, namely, greater difficulty in reaching certain stakeholders and in accessing documents.

Structure

20. The main findings of the evaluation will be presented in four chapters followed by conclusions and recommendations. The chapters are structured according to four evaluation criteria: Relevance, Internal coherence, Effectiveness and Efficiency.

Main Findings

21. This section focuses on presenting the main findings of the evaluation. These are structured according to evaluation criteria and evaluation questions.

Relevance

22. This section focuses on presenting the main findings of the evaluation. These are structured according to evaluation criteria and evaluation questions.

Key findings:

- » There is overall alignment between the OSPA and the African Union 2063 Agenda and the Sustainable Development Goals (SDGs).
- » There is an opportunity to achieve a deeper alignment with the 2063 Agenda and the SDGs.
- » Conceptually, flagships provided a modality to further the objectives of Priority Africa and ensure clear and consistent alignment with Agenda 2063 and the SDGs. However, flagships conceived as part of the OSPA lacked a clear set of Specific, Measurable, Achievable, Relevant and Time-bound (SMART) indicators to secure specific achievements.

Alignment with the African Union Agenda 2063 and the 2030 Agenda

23. Global Priority Africa remains relevant for UNESCO.¹⁰ At the overarching level, the OSPA is aligned with both the African Union's 2063 Agenda and with the United Nations 2030 Agenda for Sustainable Development (Sustainable Development Goals-SDGs). A review of documents and interviews with respondents familiar with all three documents across all categories of interviewees (Member States, UNESCO staff and partners) confirm this (see Annex F). However, this alignment can only be high level and requires a very flexible approach to the parameters defining each objective. This is understandable, because the OSPA was drafted prior to both other documents, and the time frames covered are different.

24. UNESCO and some of the partner organizations explored how the OSPA could/ did align with Agenda 2063 and the SDGs and mapped their linkages. The effort to review alignment by UNESCO is reflected in a document drafted for the 200th session of the UNESCO Executive Board,¹¹ which shows that the general vision of all three documents targets similar areas (see Annex F). Indeed, some of the goals included in both agendas are included in multiple flagships. For example: Agenda 2063 Goal 17 and SDG 5 on gender equality are included in all flagships. Likewise, SDG 4 on education is captured in 4 flagships. In addition, Agenda 2063 Goal 18 on youth and children is included in both flagship 1 and 2. Other Goals from Agenda 2063 which are reflected in the OSPA flagships include cultural renaissance (Goal 16); peace and security (Goal 13); human rights (Goal 11); peaceful Africa (Goal 14); well and educated citizens (Goal 2); skilled revolution underpinned by STI (Goal 11); climate and environment (Goal 7); blue/green economy (Goal 6). Additional SDGs are included in the flagships, such as: peace and security (SDG 16); innovation (SDG 9); life on land (SDG 15); life in water (SDG 14); climate action (SDG 13); water access (SDG 6); and cities and human settlements (SDG 11).
25. The current linkages between the three documents are at a relatively high level. Amongst the National Commissions who responded to the survey, 6 out of 9 respondents noted that the documents align very well at this conceptual level. The challenges to aligning the OSPA and the flagships to Agenda 2063 and SDGs reside rather at a programmatic level. How to operationalize the linkages is not fully clear despite some SISTER project documents reporting on alignment between UNESCO activities and SDGs as well as Agenda 2063.¹² Amongst UNESCO staff survey respondents, 31% of respondents¹³ thought the documents aligned very well. An analysis of SISTER documents revealed that links with SDGs are more common than reported links to Agenda 2063 goals, and also that projects that contribute to either SDGs or Agenda 2063 do not consistently report these linkages¹⁴.

11 UNESCO. 200/EX/13.INF *Aligning UNESCO Operational Strategy for Priority Africa with the 2030 Agenda for Sustainable development and the African Union Agenda 2063*. Paris: UNESCO

12 In some instances, SISTER documents allow for the identification of alignment, while in others specific alignment is identified in the narrative describing the interventions.

13 Respondents gender distribution: n=176, F=36, M=18, Other=1

14 Of reports reviewed for the period C37-C40 only 7 projects reported to the Africa department made specific mention of links to SDGs and only 4 made mention of links to the Agenda 2063.

26. Still, there have been some notable successes. According to most respondents familiar with all three documents, the existence of the OSPA and Agenda 2063 and Agenda 2030 has encouraged collaboration with the AU and RECs. This is supported by documentation attesting to UNESCO's participation in the Regional Coordination Mechanism for Africa, which aims to enhance the UN system-wide coherence, coordination and cooperation at the regional and sub-regional levels, to 'deliver as one' in support of the African Union (AU) and its New Partnership for Africa's Development (NEPAD). UNESCO is a coordinator or member of the following clusters: Infrastructure, Social and Human Development, Science and Technology, Peace and Security, Advocacy and Communication.¹⁵ PAX aimed to further pursue collaboration during 2020 but some of these plans were hampered by the onset of the COVID-19 pandemic.¹⁶ At the same time, a few respondents noted that the pandemic had encouraged and increased the communication between PAX, Programme Sectors, and Field Offices through online communication.
27. Interviews with UNESCO partners in the region suggested that knowledge of the OSPA outside UNESCO is not widespread. Further, UNESCO staff, including those based in African Field Offices, are generally unfamiliar with all three documents and lack the degree of knowledge required for them to be conversant on key issues, such as alignment. This was a view that was already highlighted in the 2012 evaluation of Priority Africa.¹⁷
28. What staff within UNESCO expect of alignment is something much more detailed than what is currently possible when examining all three documents alongside each other. The expectation that the OSPA be far more specific and facilitate concrete and tangible field level activities is an expectation that was consistently highlighted by respondents and which emerges as a key finding throughout this report. This perspective was also highlighted in the 2017 Review of Priority Africa Flagship Programme Report.¹⁸
29. Despite the fact that, thus far, alignment is focused at top-level strategic objectives, discussions held during interviews with individuals more familiar with all three documents consistently underlined that there are opportunities for stronger and more deliberate alignment between the three documents that can be further capitalized in the future. First, a revised OSPA will be able to take Agenda 2063 and the SDGs as a point of departure rather than trying to find a way to "retrofit" itself into the goals and objectives of these two Agendas. Second, as findings consistently showed, there is a need for flagships (see next Sub-section) that are far more detailed in nature. This will also allow for a clearer and more precise link between Agenda 2063, the SDGs and the OSPA.
30. The UNESCO Executive Board has noted that the current drafting of the next UNESCO Medium-Term Strategy for 2022 to 2029 (41 C/4) provides an opportunity for the Organization to reinforce the implementation of Priority Africa and ensure its alignment with the Africa Union Agenda 2063 while also pursuing the implementation of the 2030 Agenda for Sustainable Development.¹⁹

The Relevance of the Flagships

31. The six flagship programmes included in the OSPA are designed to provide a framework which, while aligned with UNESCO's existing focus areas (education, natural sciences, social and human sciences, culture, communication and information), can serve to promote the development of the African continent in a manner that is aligned with the African Union's general objectives and with UNESCO's own Priority Africa and other strategic objectives as reflected in the C/5 (see Annex F).
32. The evaluation assessed the relevance of flagship programmes on three dimensions: first, are flagships a good approach to highlighting focus areas of Priority Africa? Second, have flagships, as currently designed, been a relevant tool to ensuring that the OSPA is effectively implemented? And finally, can flagships be an opportunity to ensure further and improved alignment with Agenda 2063 and the SDGs?
33. The total number of projects implemented in all Priority Africa flagship programmes increased during the period of the evaluation from 765 projects in the 37 C/5 to 881 in the 40C/5. (See Figure 1). Throughout the period, Field Offices implemented

15 See: <http://www.unesco.org/new/en/testing/africa-relaunch/regional-integration/regional-coordination-mechanims/>

16 More information on COVID-19 impact: Socio-economic and cultural impacts of COVID-19 on Africa: what responses from UNESCO from UNESCO?, <https://unesdoc.unesco.org/ark:/48223/pf0000373903https://unesdoc.unesco.org/ark:/48223/pf0000373903>

see also <https://unesdoc.unesco.org/ark:/48223/pf0000373739/PDF/373739eng.pdf.multi>, para 6

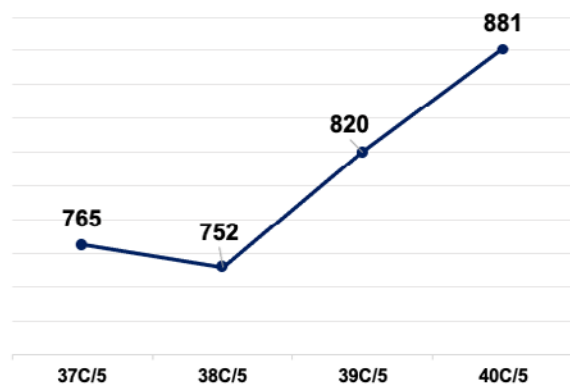
17 UNESCO. 2013. Priority Africa at UNESCO An operational strategy for its implementation 2014-2021. Paris: UNESCO, pp.5

18 Louise Kleberg. 2017, January. Review of priority Africa flagships programmes report. Paris: UNESCO.

19 UNESCO Executive Board, 209EX/32Rev. 2020, June. Global Priority Africa. Paris: UNESCO, para 7. Available at <https://unesdoc.unesco.org/ark:/48223/pf0000373739/PDF/373739eng.pdf.multi>.

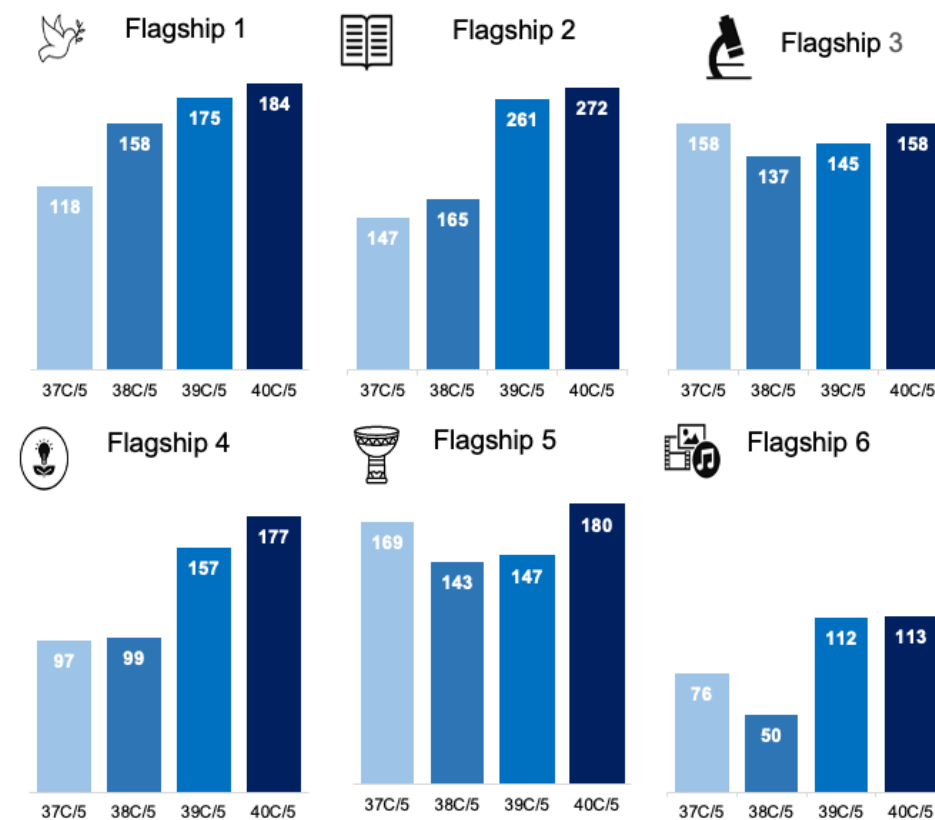
55% of projects and Headquarters 45% (Figure 3). A review of individual flagship programmes, showed that flagship 2 (strengthening education systems for sustainable development in Africa) implemented the largest number of projects overall during the 2010-2014 period (845) followed by flagship 5 (Harnessing the power of culture for sustainable development and peace in a context of regional integration) (639) and flagship 1 (promoting a culture of peace and non-violence) (635)..

Figure 1: Total number of projects implemented by the Priority Africa flagship programmes²⁰



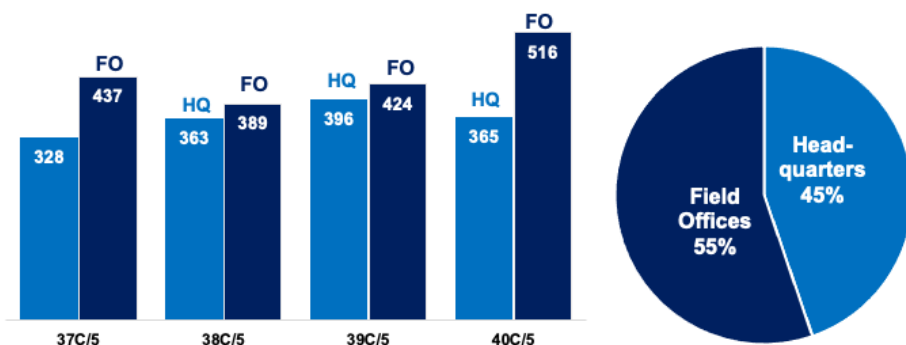
²⁰ Source: SISTER reports (2014-2020) – For the purpose of this graphic, the crosscutting projects from the 39 and 40C/5 (i.e. those that contribute to several flagships at a time) were only counted once. The 37 and 38C/5 does not disaggregate the data based on the number of flagship projects (i.e. a project that contributes to several flagships is counted several times and counted as a new item each time).

Figure 2: Number of projects per flagship programme and per biennium²¹



²¹ Source: SISTER reports (2014-2020) – to enable comparison between the different periods, crosscutting projects were calculated as a single project for each flagship it contributed to (see previous note). As a result of this methodological choice, the total number of projects per biennium would be higher than that reflected in Figure 1. This however allows for an identification of trends in implementation and funding at the flagship level.

Figure 3: Total number of Priority Africa projects implemented by Headquarters and Field Offices²²



34. In relation to focus areas, and Priority Africa more broadly, all but two Member States viewed the flagship conceptual approach or modality as an appropriate vehicle to implement Priority Africa. According to Member State representatives, flagships give direction to both Member States and the Secretariat regarding the main objectives of the OSPA. Member States also noted that having flagships facilitated advocacy and fundraising, and generally felt that the themes covered by the flagships were appropriate. This view was echoed by eight National Commissions surveyed, which consistently noted that flagships were a good modality to highlight priority areas within Priority Africa.²³
35. A concern voiced by Member State delegations interviewed, and stated in the 2017 Review of Priority Africa Flagship Program Report, was that current flagships did not acknowledge that Africa is a large continent with important regional differences.²⁴
36. The views expressed by UNESCO staff on the relevance of Priority Africa flagship programmes, however, was not as homogenous. Amongst UNESCO staff, 83 (48%)²⁵ survey respondents felt the flagships were an appropriate modality to implement Priority Africa.²⁶ Of these, 42 had worked in Africa. However, 15 UNESCO staff

members who had worked in Africa felt that flagships were either not appropriate or they were uncertain if flagships were an appropriate way of ensuring the effective implementation of Priority Africa. Fourteen UNESCO staff who felt that the flagships were not an appropriate mechanism to ensure the implementation of Priority Africa reported having been engaged in implementing flagship-related activities, which suggests they did not see any added value to the flagship approach. On the other hand, 13 staff members who had been engaged in the implementation of flagships were amongst those who felt that flagships added value.

37. Indeed, most respondents felt that the idea of using a flagship approach to implement the objectives of the Operational Strategy for Priority Africa was correct, in the sense that Priority Africa should have areas of direct focus allowing the operationalization of broad objectives. However, the structure and scope of the flagships as currently designed was consistently challenged, and is a critical point of contention. The principal concern raised was that flagships, as currently defined, were not sufficiently detailed to allow for the tangible implementation of program interventions. Furthermore, the general view was that flagships failed to add significantly to already existing thematic work and may actually have contributed to confusion regarding where thematic work ends and flagship work begins. This view was somewhat echoed by some Member States who noted that, since flagships are so very closely aligned with UNESCO's thematic areas, at times it is difficult to see what has been added by the inclusion of flagships, when the general objectives of flagships, as currently described, could also have been achieved through the standing work of the UNESCO thematic areas.
38. Overall, UNESCO staff tended to agree that taking flagships one step further towards operationalization by ensuring they were designed as specific activities with SMART indicators would serve to ensure that they were fully and effectively relevant tools to implement Priority Africa. The general view presented in interviews was that the current flagships are a good point of departure, but an additional layer which maps out very specific interventions would be needed in order to ensure that flagships become an optimal way to both highlight and achieve the objectives of Priority Africa in a tangible and demonstrable way.
39. Most interview respondents from UNESCO ranks felt that the OSPA was not sufficiently operational and that, while it provided conceptual clarity it did not move sufficiently beyond being conceptual and aspirational. This reduced its operational relevance and served to further silo UNESCO's work, which in turn works against

²² Source: SISTER reports (2014-2020)

²³ Sample: n=9, one omitted the question

²⁴ Louise Kleberg. 2017, January. Review of priority Africa flagships programmes report. Paris: UNESCO.

²⁵ Percentages have been rounded up/down to the closest full figure.

²⁶ Respondents gender distribution: n=173, F=58, M=25

a comprehensive and coherent effort to achieve the objectives of Priority Africa. Member States echoed this view, suggesting that flagship efforts needed to be better integrated into the work of UNESCO. This view was already highlighted in the mid-term review of Priority Africa conducted in 2017, which found that “a better focus on ownership of the Flagship Programs by all concerned parties, and notably the Program Sectors” was needed to ensure the maximum impact of available tools and resources.²⁷

40. Respondents from organizations which partner with UNESCO and who were familiar with Agenda 2063 and SDGs noted that, while vaguely familiar with the OSPA and its flagships, they did not use them enough to really know how well they aligned or how the latter could be operationalized in a meaningful way. Those who were vaguely familiar with the flagships noted that these lacked specificity and that linkages with the broader work of the Programme Sectors were unclear.
41. A final issue of note is that, while Priority Africa is a UNESCO global priority and, as such, is relevant to the agency’s work across the globe, this evaluation found that within UNESCO, Priority Africa is consistently misunderstood as having a purely “continental” focus rather than being a priority that deserves worldwide attention and which lends itself to supporting cross-continental engagement. Multiple respondents noted that UNESCO staff not working on Africa-related issues consider Priority Africa, and the OSPA, to be irrelevant to them. This, in turn, truncates the implementation of Priority Africa and has limited the reach of the OSPA.

Internal Coherence

42. This section focuses on the following issues related to internal coherence: Compatibility between Priority Africa and UNESCO’s portfolio; alignment with the Medium-Term Strategy; the degree to which Programme Sectors own the OSPA and integrate it into their own work, and the division of responsibilities between the different UNESCO organizational elements involved in Priority Africa.

²⁷ Louise Kleberg. 2017, January. Review of priority Africa flagships programmes report. Paris: UNESCO.

Key findings:

- » Priority Africa fits well within UNESCO’s overall objectives and could be well nested within UNESCO’s programme areas.
- » There is a clear alignment with the current medium-term strategy.
- » The flagships have not been consistently understood as part of sectoral work, but as additional/different activities.

Compatibility between the UNESCO Portfolio and Priority Africa and OSPA Alignment with the Medium-Term Strategy

43. The internal coherence between Priority Africa and the rest of UNESCO’s work is regarded as strong. Interviewees across respondent categories consistently noted that Priority Africa is well aligned with UNESCO’s overall line of work and hence coherent with UNESCO’s objectives at a broad level. Furthermore, UNESCO staff noted that Priority Africa is a sensible (logical) priority for UNESCO, but those most familiar with Priority Africa lamented the limited degree to which staff not working in the African continent, or on issues directly related to Africa, understand the priority and/or its worldwide relevance.
44. The 2012 evaluation of UNESCO Priority Africa, as well as interviews with permanent delegations, pointed to Global Priority Africa as an important and strong political statement of UNESCO’s commitment vis à vis Africa. Accordingly, the current UNESCO Medium-Term Strategy (37 C/4) focuses on nine specific strategic objectives, each of which is directly tied to the objectives reflected in the OSPA.²⁸ In pursuit of ensuring that the OSPA is well-aligned with the Medium-Term Strategy, the Africa Department is continuously working with Programme Sectors and Field Offices.
45. At an overarching level, all categories of respondents felt the OSPA was coherent with UNESCO’s own objectives. Still, a notable number of UNESCO staff interviewed felt that Priority Africa, as it currently stands, was stronger conceptually rather than pragmatically.
46. Although the OSPA was specifically designed to operationalize Priority Africa and

²⁸ UNESCO Executive Board, 209EX/32Rev. 2020, June. Global Priority Africa. Paris: UNESCO. para 13.

resolve key challenges identified in the 2012 evaluation²⁹, respondents concluded that Priority Africa still lacked a mechanism and/or operational tools to ensure its objectives were met. The current evaluation found that the OSPA was a definite step forward towards clarifying operational objectives. However, some important challenges identified in 2012, in terms of practical operationalization and internal coherence, persist.

Ownership and Integration of the OSPA into Sectoral Programmatic Work

47. Currently, Programme Sectors lead the operationalization of UNESCO activities. The flagships have provided some guidance on how Priority Africa can be operationalized, but this guidance has been insufficient at the operational level for Programme Sectors to effectively take ownership of flagships and drive their implementation in a consistent manner. Indeed, multiple respondents, across all categories, felt that the flagships generally supported a siloed approach to work and were often not owned by either the Programme Sectors or Field Offices. The review of documentation suggests that identifying interventions as supporting flagships is somewhat arbitrary. A review of SISTER documents revealed that narrative explanations of project interventions were inconsistently attributed or linked to flagships. Basically, two interventions that are very similar same may or may not be linked to a specific flagship.
48. Flagships were designed at a theoretical level without clear implementation mechanisms. Moreover, intersectoral work is not consistently conducted within the framework of flagships or, rather, there are no institutional mechanisms that would require or guide intersectoral work to make use of a flagship. According to Field Office and HQ staff, most efforts to develop intersectoral programmes have resulted from a common interest and cooperation among Field Offices that decide to engage in joint work on an ad hoc basis. A review of SISTER documents appears to confirm this, since most often attributions to flagships were not linked to a clear intersectoral effort. A review of main actions under flagships showed they tend not to have considerable intersectoral elements. For example: Flagship 2 has focused its action on a series of education-related activities focusing on improving access and quality of education. The only potential for overlap with another Sector has been with the Communication and Information Sector through the use of ICT in education. Similarly, while Flagship 4 can be seen as working with both natural, as well as human and social sciences, a review of projects indicated that each can be more neatly fitted within a single sector. A flagship where the opportunity for cross-sectoral collaboration is most evident is Flagship 1, as the Sectors listed in the main action include education, communication and culture elements. Still, in many instances, efforts attributed to Flagship 1 do not have many (if any) intersectoral elements or at least few, if any, were highlighted in the intervention description in the SISTER reporting system.
49. Respondents did note, however, that some flagships could be, and in some instances, were “absorbed” by a sector because they were well aligned with the work of that sector. Education, for example, was one instance where the objectives of the sector and of the flagship were particularly well aligned. At the same time, while well aligned and easily implementable, multiple respondents questioned the goal of a flagship that seemed to largely duplicate sector elements. Other flagships, such as Flagships 1 and 4, were less directly aligned with a single UNESCO Sector, but can still be nested within one. Responses from interviews point to a paradox which illustrates the challenge in designing flagship programmes. Whereas most staff agree that flagships should not be directly aligned with the sectors; many also contend that the most easily implemented flagships are precisely those that are more closely aligned with a Sector.
50. The effect of not having a clear guidance on how flagships should be integrated into sectoral work has resulted in confusion regarding where individual initiatives should be anchored/housed (thematic areas or flagship). The evaluation also found evidence of lack of clarity over the responsibilities of the Field Offices, as it was not always clear whether activities aimed at implementing the OSPA, and specifically the design of flagship interventions, should be the purview of Programme Sectors or PAX. This has led to the opinion, amongst a good proportion of UNESCO field staff interviewed, that flagships and the OSPA have not been an effective tool to support their ability to implement Priority Africa. Very few UNESCO staff, not directly involved in the development of the OSPA or specifically tasked with its implementation, had a comprehensive understanding of its purpose and use. Despite this, however, the same respondents felt that an OSPA type document could be very valuable if it were more operational in content and design.

29 UNESCO IOS/EVS. 2012, September. Evaluation of UNESCO Priority Africa, 2012. Paris: UNESCO. Available at: <https://unesdoc.unesco.org/ark:/48223/pf0000217790/PDF/217790eng.pdf.multi><https://unesdoc.unesco.org/ark:/48223/pf0000217790/PDF/217790eng.pdf.multi>

Division of Responsibilities

51. The OSPA delineates the role of the Africa Department within PAX as being focused primarily on coordination, support and follow-up. The degree to which this role has been consistently understood and the perceptions regarding how well it has been done varied amongst the different respondents interviewed during this assignment.
52. The general consensus amongst those interviewed was that the challenges encountered during efforts to implement the OSPA, and flagships specifically, are not rooted in the roles and responsibilities by the different offices, but rather in a lack of clarity regarding the OSPA and flagships themselves.
53. Respondents consistently noted that PAX should play an advisory role, but that HQ-based Sector staff should lead on the implementation of the flagships, with Field Offices playing an instrumental role in the implementation of programmes. Although theoretically the current structure supports this division of roles and responsibilities, in reality it has not materialized in this way because the OSPA and flagships are not sufficiently well understood/delineated. The ensuing confusion leads to overlap between offices and roles and to a tendency to neglect the implementation of the OSPA.

Effectiveness

54. This section focuses on responding to the key evaluation questions centred on effectiveness. Specifically: the degree to which the OSPA has been a driver for the work conducted by Field Offices; specific examples of successful/effective projects and interventions; the progress made and opportunities missed; and the degree to which the OSPA has served as a mechanism to further gender equality, support cross-sector work and introduce innovation.

Key findings:

- » The work of Field Offices is broadly guided by UNESCO's overarching strategies, programs and budgets (C/4, C/5). However the lack of operational granularity of the OSPA means that its value in driving the work of Field Offices is limited to determining an overarching spirit/intent.
- » There are numerous examples of effective project/intervention but at an overarching level it is difficult to verifiably measure progress towards the achievement of OSPA flagship objectives or of OSPA overall because reporting is not always consistent.
- » The implementation of Priority Africa faced certain challenges such as: an understanding of Priority Africa as only concerning Africa; flagships that lack focus and are seen as competing against other program sector C/5 expected results and a lack of dedicated funding allocation for flagship implementation.
- » It was difficult to find progress in gender equality that could be directly attributed to the OSPA.
- » The degree of cross-sectoral work that could be ascribed to the flagship approach varied from flagship to flagship, with some being more aligned to a specific sector's program than others and hence having a reduced potential to ensure cross-sectoral work.
- » Innovation appears to be tied more directly to individual interventions than to flagships at a conceptual level.

Examples of Successful Interventions

55. It is clear that in the period under analysis, the OSPA contributed to some very specific achievements. Seventeen out of 25 interviewed permanent delegations shared concrete examples of flagship activities and projects that were implemented in the context of the OSPA and which, in their perspective, led to concrete results. Flagship Programme 1 and UNESCO's work on the Biennale of Luanda was the most often cited example. As detailed in Box 1 below, other examples were UNESCO's work on TVET, teacher education, water management and biosphere projects, heritage protection and artificial intelligence.
56. Although the evaluation did not set out to explicitly gather future thematic priorities for the next iteration of Priority Africa, some areas emerged. Given the current

context, the need to consider the challenges, exacerbated by the pandemic, were clearly voiced. In addition, interviews and a document review of Executive Board discussions and decisions highlight the importance for Africa, as well as other UNESCO Member States, of integrating the issue of the restitution and repatriation of cultural goods. Furthermore, other thematic areas mentioned were capacity building in science, technology and innovation (STI) and scientific research. Many emphasized the need to reduce the ambitions of the OSPA in order to concentrate on actual implementation.

Box 1. Flagship interventions and activities mentioned most often as contributing to significant change

Flagship Program 1: Member States and multiple UNESCO staff mentioned the Biennale of Luanda (co-organized by UNESCO, the AU and Angola). It both supported Priority Africa and was also clearly aligned with AU Goal 4 and one of the AU's own Flagship Programmes (5. Silencing the Guns by 2020), as well as supporting SDG 16 and 17. See [here](#).

Flagship Program 2: Member States mentioned UNESCO's support in the field of education, including teacher education, and TVET.

Flagship Program 3: "Teg Campus" held in Equatorial Guinea. BIOSphere and Heritage of Lake Chad (BIOPALT) project. See <https://en.unesco.org/biopalt>.

Flagship Program 4: Hydrological program in Southern Africa. IOC-AFRICA, as well as a water management and biosphere project in Central Africa.

Flagship Program 5: Heritage protection activities and training. Women in African History successful project that furthered Priority Africa and extended beyond the geographical confines of the continent. See <https://en.unesco.org/womeninafrica/>.

Two cross-cutting UNESCO programs and partnerships were cited as examples of positive actions in Africa: **The Forum on Artificial Intelligence in Africa (2018)**, **The L'Oréal-UNESCO Program for Women in Science**.

Other successful interventions that UNESCO staff attributed to the OSPA included:

- » **Resilient Art Initiative** (2019), including the conduct of events in Quito, Ecuador which focused on providing a space for Afro-descendent artists, creators and leaders from different countries, including 4 events with a focus on Afro-descendent women.
- » Efforts that focused on promoting the furthering of maternal languages in the context of the **2019 International Year of Indigenous Languages** (see here).

Challenges with Reporting

57. Although staff in interviews and in the survey provided concrete examples of successful interventions in Africa, many also shared that they were not actually sure if these were formally part of Priority Africa or not. This attests to lack of clarity amongst staff as to what actually constitutes Priority Africa. It represents missed opportunities, as efforts might go unaccounted for because those involved are unaware of the linkages between what they do and Priority Africa. This scenario applies to some activities that take place within the African continent and may also apply to work conducted in other continents where staff appear even less aware of how their efforts may, and do, further Priority Africa.
58. At an overarching level it has been difficult to identify or measure progress towards the achievement of OSPA flagship objectives or the OSPA overall. Although each flagship in the OSPA includes an objective, main actions, and a number of expected results with linked performance indicators and benchmarks (flagship 2 for example has 7 expected results, each one with at least one key performance indicator), a majority of Member State delegations still urged for a better results framework that could help them visualize and understand easily the achievements of Priority Africa. A number of stakeholders indicated that incorporating the existing indicators in the framework of the C/5 and each Major Programme's expected results would enhance the quality of the reporting and would also increase ownership of the flagship programmes by each Sector. Further, it was mentioned that waiting until the end to launch an evaluation might be too late to understand possible adjustment

and progress toward results. Respondents across all categories mentioned that an enhanced Monitoring and Evaluation Framework, that includes a user-friendly expenditure tracking mechanism, would facilitate a regular assessment of progress made against each flagship's performance indicators and allow Sectors to adopt corrective measures in time to improve implementation at the country level and review priorities when relevant.

59. Specifically reporting on progress was considered arbitrary. Although programme reporting allowed linking to flagships, a review of reports noted that very similar activities, and in some cases the continuation of a single activity, could be selected, or not, as contributing to a flagship. Similarly, in certain instances, activities were reported as linked to more than one flagship. The inconsistencies points to the lack of clarity regarding what falls within a flagship and what does not and to a lack of standard criteria to guide determinations.³⁰ As one respondent noted: «I can determine a project intervention is 50, 75 or 100% aligned with/responding to OSPA priorities, while a colleague could make a completely different attribution... this means we can never really know how much verifiable progress we have made». Indeed, while some interventions may have over-reported on the degree to which efforts conducted furthered Priority Africa objectives, others may have under-reported.

The Role of the OSPA in Field Offices

60. The general view shared by multiple interviewees amongst both UNESCO staff and delegations familiar with the OSPA is that the strategy is strong, in that it puts forth a clear vision, is well aligned with UNESCO's work and with priorities in the continent. At the operational level, the work of Field Offices is guided by the Medium-Term Strategy (37 C/4) and Programme and Budget (37 to 40 C/5s), and not by the OSPA. Interview responses noted that the OSPA played a limited role as a guidance document for determining how best to achieve the objectives of Priority Africa. Similarly, the role of flagships in serving to develop a Field Office programmatic agenda was also limited.
61. Limited knowledge of the OSPA was also highlighted by individuals representing

³⁰ A similar challenge was found and highlighted in the evaluation of UNESCO's Global Priority Gender Equality. See UNESCO Internal Oversight Service Evaluation Office. 2020. From Ambition to Action: Evaluation of the UNESCO Global Priority Gender Equality. Paris: UNESCO.

<https://unesdoc.unesco.org/ark:/48223/pf0000227150/PDF/227150eng.pdf.multi>

UNESCO partners working in Africa, who stressed that they are very vaguely, if at all, familiar with the OSPA to begin with, and do not actively use it to better understand UNESCO priorities or guide their work with UNESCO. The same partners also noted that their knowledge of Agenda 2063 and the SDGs was far more nuanced and that their own interventions aimed to align with these documents. Although this experience may be limited to the partners interviewed, these remarks suggests that there are opportunities to expand the use of guidance documents at Field Office level beyond the C/4 and C/5, to include Agenda 2063, the SDGs, and the OSPA as ways to further ensure that Priority Africa is better integrated. (see also Relevance sub-section). Other interviews with UNESCO Field Office staff supported this view, with some noting that the lack of operational utility of the OSPA had led them to develop alternative strategic guidance documents to support their own work in the region.

62. Beyond the use of the C/4 and C/5 to guide agenda development at Field Offices, data collected for this assignment consistently suggests that instances where the OSPA did play a role in steering programmatic decisions and the definition of the agenda came about primarily from the individual initiatives of UNESCO staff members. Those who find that the OSPA can lend opportunities for securing funding or feel that highlighting the implementation of Priority Africa is important, use the OSPA generally, and the flagships in particular, as a way to define their activities and launch projects and programmes. These particular efforts appear to have been deliberate, which has not been consistently the case when activities developed were then retroactively reported as fulfilling the objectives of a specific flagship.
63. Even in instances of successfully implemented OSPA-driven interventions, many staff members highlighted that the flagships are not easy to implement due to the lack of clarity between flagships and thematic priorities. For example, respondents noted that they were not always sure what attributes in a project determined if it could be or should not be a flagship effort, as opposed to a regular sector effort. For example, the education thematic priority is anchored on an understanding that "education transforms lives and is at the heart of UNESCO's mission to build peace, eradicate poverty and drive sustainable development" and has the Education 2030 Framework for Action as its guidance document,³¹ while the second OSPA flagship focuses on "strengthening education systems for sustainable development in

³¹ See: <http://en.unesco.org/themes/education>

Africa.” The question raised was: which activities are flagship activities and which activities are responding to the Framework for action document, since the latter can easily include all that is encompassed in the former?

64. Although Flagships 1 and 4 are seen as programmes that are somewhat wider than a single sector, their principal elements do fall well within a single sector. This does not mean that there are no opportunities for overlap, but that UNESCO staff interviewed struggled with clearly seeing where thematic work ends, and flagships begin or how to distinguish between the two more clearly. Some UNESCO staff highlighted that intersectoral work is not new to UNESCO and, therefore, having projects that include the contribution of multiple sectors, with one being lead, is not an approach introduced by flagships. Here again, the solution given to meet the challenge faced is the development of flagships that are more strictly defined, so as to ensure that they can be easily understood and operationalized.

Gender Equality

65. Gender equality is both a critical issue, generally, and one that is particularly relevant to the African continent (see Agenda 2063, Goal 17). Therefore, its prominence in the OSPA as a cross-cutting issue, together with youth (see Agenda 2063, Goal 18), is pertinent. A review of project revealed that of the 12 interventions undertaken under the 37/C5 (2014-2015), five were reported as being gender sensitive; of the 14 interventions implemented over the 2016-2017 period (38/C5), eight were reported as being gender sensitive. A small but nevertheless positive trend was noted in reports corresponding to the 39/C5, where six projects were identified as gender sensitive and two additional ones as gender responsive, from a total of 22 projects. Most recently the number of gender responsive projects increased to 3, with four additional ones reported as gender sensitive, from a total of 21 for 2020 alone (40/C5). How gender markers are used seems inconsistent. Project descriptions that appear very similar or identical categorize their gender marker differently which might point to discrepancies in the application of the gender markers.
66. The 2017 assessment on UNESCO and Gender Equality in Sub-Saharan Africa identified a number of projects with considerable gender elements across a range of themes. (See Box 2 below).
67. UNESCO staff who responded to the survey overwhelmingly (76%)³² felt that

gender should be integrated as a key element into specific flagships. However, staff did not attribute gender achievements to Priority Africa or the OSPA.

Box 2. Examples of UNESCO initiatives in Africa with a gender component

Women in African history;

Promoting cultural industries an initiative in Senegal;

Crowdsourcing girl's education in Ethiopia and Tanzania;

Promoting comprehensive sexuality education in Ethiopia and Ghana;

Promoting a culture of peace in Northern Nigeria: capacity building for head teachers, teacher training institutes and journalists on safety and security of schools in the states of Northern Nigeria;

Support for the Stabilization and Reconstruction Plan in Eastern Democratic Republic of Congo (STAREC) in the Democratic Republic of Congo;

Project to eliminate cultural norms and practices leading to gender-based violence in Kenya and Ethiopia;

Project to promote rights and social inclusion of girls and women with Albinism in Burundi;

Project for socio-economic rehabilitation of women suffering exclusion because of witchcraft accusations in Burkina Faso;

Project to strengthen communication skills of common Country Assembly members in Kenya;

Project on gender-sensitive training of teaching staff and head teachers to promote girls' and women's access to science, technology, engineering and mathematics (STEM) education in Kenya and Lesotho;

L'Oreal-UNESCO for Women and Science partnership;

Gender InSITE Program;

Green Economy in Biosphere Reserves project Ghana, Niger and Tanzania;

Project on Building women's skills for food security and agricultural development in Kenya.

³² Respondent distribution: x=132, n=172, F:74, M:58, Other:3

68. The ability to see gender as an integral part of the OSPA is important, despite the existence of the Gender Equality priority, because it could serve to highlight gender challenges that are specific to African countries and to sub-regions within the continent. While efforts to highlight the linkages between the two have clearly been made, data from interviews and surveys suggest that there is still room for a stronger and more tangible focus on gender as an integral element of the implementation of Priority Africa. The evaluation of the Global Priority Gender Equality, concluded in June 2020, found that UNESCO staff in general lacked capacity to effectively mainstream gender into programming across sectors. This would suggest that the challenge with gender integration is not specific to flagships but is more general.³³

Cross-sectoral Work

69. One of the key objectives of flagships is the promotion of intersectoral work. This has not materialized consistently. There are a number of examples of instances of cross-sectoral projects in Africa. However the use of the flagships as vehicles for cross-sectoral initiatives varied. This was confirmed both by interview respondents and survey respondents. Amongst survey respondents only 31%³⁴ thought that the OSPA had conducted intersectoral work. As mentioned above, flagships run in parallel with UNESCO's existing programmatic areas of work and it is therefore difficult to distinguish between UNESCO standing thematic areas of work and the OSPA flagships. The evaluation found that the development of cross-sectoral initiatives is overly dependent on the contacts, connections and experiences of individuals and therefore contingent on individual initiative, and not necessarily an organization-wide concept that was operationalized. This is confirmed by a review of SISTER documents which shows that most interventions that report links to flagships include activities that target some elements of flagships rather than all the elements of a single flagship, and are often not intersectoral in nature.
70. Member States have acknowledged the challenges of engaging in intersectoral work. Indeed, during interviews, the need to appoint senior-level Priority Africa Focal Points staff within the Programme Sectors at Headquarters as a way to diminish this challenge was mentioned by most Member State representatives. Their view is underlined in the Executive Board document (209 EX/32 Rev.).³⁵

33 See UNESCO Internal Oversight Service Evaluation Office. 2020. From Ambition to Action: Evaluation of the UNESCO Global Priority Gender Equality. Paris: UNESCO.

34 Respondent distribution: x=53, n=172; F: 37; M:16

35 UNESCO Executive Board, 209EX/32Rev. 2020, June. Global Priority Africa. Paris: UNESCO.

Innovation

71. As with the challenges encountered with developing intersectoral flagship interventions, the degree to which innovation has been prominent in OSPA work has been ad hoc and dependent on the initiatives of individuals. The flagships themselves are not understood as platforms that have particularly led or encouraged innovation. However, there are instances where activities that were regarded as “flagship” projects or “flagship-driven” projects introduced innovative actions or approaches. For example, the Biennale of Luanda was innovative in that it brought together a group of people of diverse backgrounds and with different approaches to discuss and build longer lasting partnerships around the issue of a culture of peace in Africa. Another example provided was the BIOPALT project, which focuses on the Lake Chad biosphere. This effort was noted as particularly innovative for UNESCO because it brought together a multiplicity of elements, including environmental issues regarding preservation of natural resources, together with an early warning system for flooding, and income generation efforts for the communities dependent on the area.

Efficiency

72. This section focuses on responding to key evaluation questions on efficiency, trends in resources for Priority Africa and extra-budgetary resources.

Key findings:

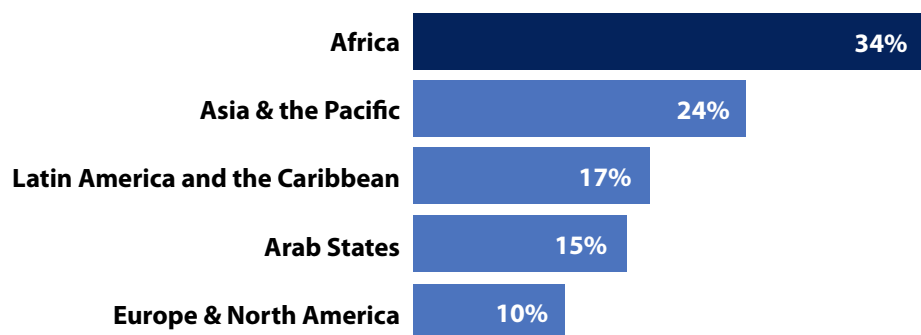
- » Compared to other regions, Africa has access to a larger proportion of funding. This has to be understood relative to the demands, so adequate financial and human resources continue to be a limitation for delivery.
- » UNESCO has well-established mechanisms to raise extra-budgetary funds. The flagships were conceptualized as an opportunity to raise additional extra-budgetary resources. By and large, this has not materialized as envisaged.

Human Resources Issues

73. The allocation of UNESCO human resources for Priority Africa is a point of contention across groups of respondents including permanent delegations and UNESCO staff from different Sectors and Field Offices.

74. While this assignment could not assess the technical competence or seniority of staff in UNESCO African Field Offices, both interviewed Member State representatives and UNESCO staff interviewees expressed concern regarding both the number and seniority of positions in African UNESCO Field Offices, as well as the length of vacancies in Africa. The concern raised in interviews, however, might not be completely supported by the available data. In terms of numbers, Africa is the region with the largest number of UNESCO staff posts, at least since 2014³⁶. In June 2020, Africa had the largest share of staff in the Field Offices with 34%.

Figure 4: Distribution of workforce in UNESCO Field Offices³⁷

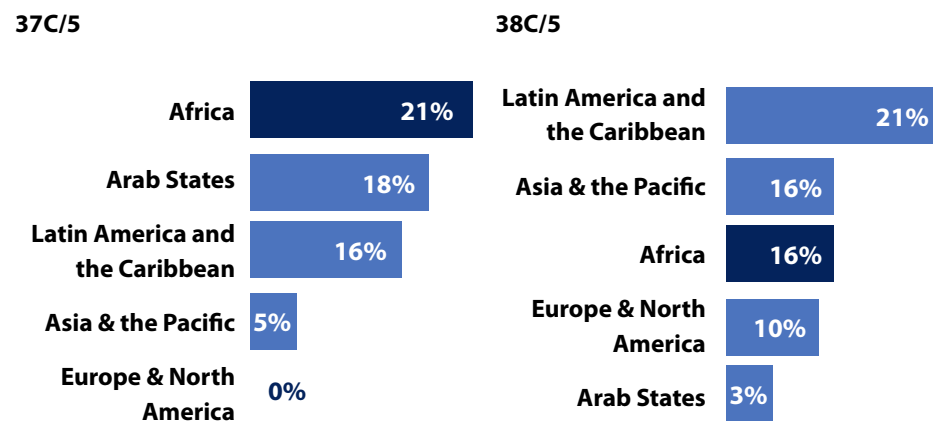


75. Nevertheless, the capacity of these Field Offices in Africa to drive programme implementation has at times been hampered by vacancies. Figure 5, below, shows that Africa, with 1 in 5 posts open, was the region with the highest number of vacancies in the 2014-2015 period. An effort was made to fill the positions in the following biennium, dropping the percentage to 16%. Still, 12 posts remained open. Whilst there was no data available to the evaluation team for the 39C/5 and the 40C/5, information on vacancies reported in connection with the 37/C5 and 38/C5 show that the challenges experienced by Africa are not particular to the continent.

³⁶ UNESCO Reports on the Budgetary Situation of the Organization for the 37C/5 (199EX/4.INF.3) and the 38C/5 (204EX/4.INF)

³⁷ June 2020. Key Data on UNESCO Staff - June 2020

Figure 5: Percentage of vacant positions by region³⁸



76. A review of audit reports provides some insight into remaining issues. Whilst the 2015 individual reports for the Harare, Windhoek and Rabat Office showed there were no vacant positions - as did the Yaoundé 2019 report - more recent reports showed that posts have remained open for long periods of time in certain African offices but that this is not necessarily the case across all Field Offices in the continent. For example, in the Dar es Salaam Office in September 2018, there were 6 vacant posts, including that of the Director. The Cairo audit report (July 2020) indicated that 1 P4 post in Education had been vacant since early 2018, whilst in Nairobi (September 2020) there were 5 vacancies -- four at P4 level and one at P5 level. In certain instances, these were the only professional posts assigned to a given sector's unit within the office. The vacancies therefore affected the ability of the Office to implement activities in this programmatic area. The individual situations of each office may vary significantly from one biennium to another and from one subregion to another. Nevertheless, this data seems to suggest that challenges around adequate staffing remained throughout the 39 and 40C/5 reporting periods. However, the evaluation did not access recent data to confirm this trend or to assess the overall effects of a reduced staff on programme implementation, as these figures must be seen in context of the number of staff in the region as well as the attributable workload. The latter was out of scope for this assignment and was

³⁸ Source: UNESCO Reports on the Budgetary Situation of the Organization for the 37C/5 and the 38C/5

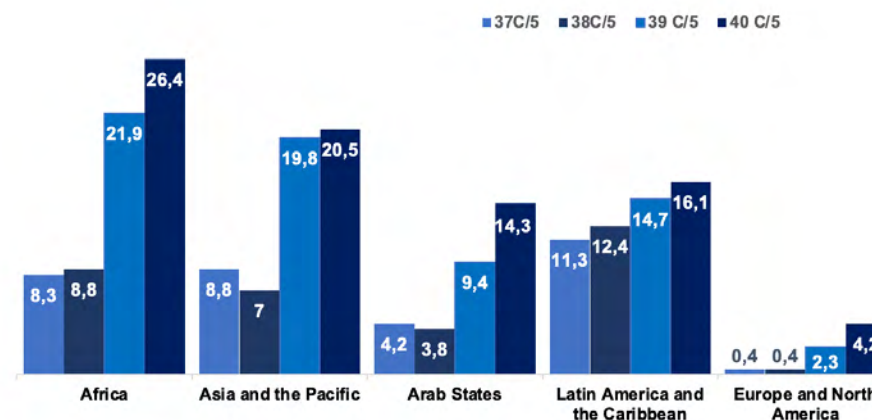
not measured through this exercise. That being said, both Member States and staff interviewed indicated such vacancies had an adverse effect on the furtherance of Priority Africa on the continent.

77. Some UNESCO staff interviewed perceived this as a broader human resourcing challenge that UNESCO faced, while others suggested that these shortcomings -- of posts not adequately filled in the continent -- is the result of Priority Africa, and the implementation of the OSPA by extension, not really being priorities for the Organization. The concern regarding staff in Africa (in terms of numbers and adequate competence) was highlighted in the previous evaluation of Priority Africa (2012) and also in the 2017 Review of Priority Africa Flagship Report, where staff shortages were considered as one of the reasons for the challenges in implementing flagships.
78. In this evaluation staffing issues were mentioned by 12 of 29 UNESCO staff interviewed. In interviews with permanent delegations, the issue of insufficient staff in terms of numbers or seniority was the problem most often mentioned as an obstacle for efficient and effective implementation of Priority Africa. Further, interviewed permanent Member State delegations suggested that having senior staff that could coordinate Priority Africa activities at the Programme Sector level at Headquarters in Paris (focal points) would be an asset.

Regular Budget

79. The IOS 2012 evaluation indicated that budget allocations to Africa between 2008-2013 (34 C/5, 36 C/5) increased in relation to both resources for staff and for activities. The review of data for this evaluation shows that the trends identified in 2012 remain. Both budget allocations, as reflected in the C/5 budget documents and reported expenditure (see figure 6) have consistently favoured Africa throughout the evaluation period.

Figure 6: Non-staff RP expenditure by region (rounded out to millions of USD)³⁹



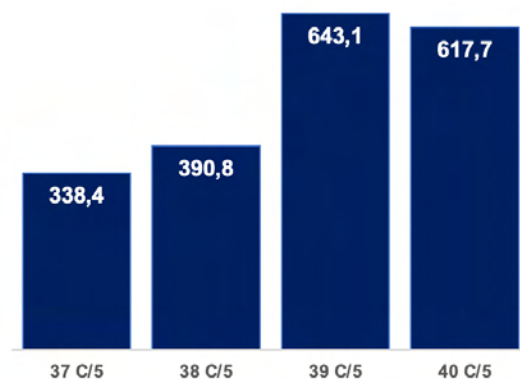
Extra-Budgetary Resources

80. In 2008, as a response to the growing funds being made available to UNESCO through extra-budgetary contributions, the Organization established the "Complementary Additional Programme (CAP)", which is UNESCO's central vehicle for programming extra-budgetary activities and mobilizing resources. Within UNESCO there are many actors engaged in resource mobilization processes: Program Sectors, Category I Institutes, Field Offices and Central Services. The Division for Cooperation with Extrabudgetary Funding Sources in the Bureau of Strategic Planning (BSP/CFS) provides overall coordination with partners and donors.
81. Extrabudgetary funds far exceed regular programme budget funds for the implementation of Priority Africa flagship programmes. While regular programme budget funding has remained steady, extrabudgetary funds have increased considerably. In rounded out numbers the figure for the 37 C/5 was 338 million USD, close to doubling to around 618 million USD in the 40 C/5.⁴⁰

³⁹ Ibid and UNESCO Reports on the Budgetary Situation of the Organization for the 39C/5 (209EX/4.II.INF) and 40C/5 (211EX/4.INF) The time periods covered are not consistent. The first three biennia cover the full implementation period while the 40/C5 covers only the first year of the biennium, until 31st December 2020.

⁴⁰ SISTER Reports (2014-2020)

Figure 7: Extra budgetary funds for Priority Africa flagship programmes (in millions of USD)⁴¹



82. The 2012 Evaluation of Priority Africa highlighted that UNESCO appeared to face challenges with securing additional funds for Africa even though Africa was the principal recipient of Development Aid financial support. This concern was reiterated in the 2017 External Audit of UNESCO's extra-budgetary resource mobilization strategy, which highlighted that funds for Africa represented 13% of funds mobilized for the 2014-2015 period. The same audit noted that the extra-budgetary funds secured from private donors for Africa for the 2012-2015 period corresponded to 5.8% of extra-budgetary resources, while the UNESCO average was 13.2%. The audit also indicated that while in some regions the proportion of extra-budgetary funds relative to the regular budget was as high as 74% (Latin America), in Africa the proportion of funds available through extra-budgetary sources accounted for 41% (2012-2015), making the proportion of extra-budgetary funds, relative to total available funds, the smallest amongst all UNESCO operational regions.
83. There however seems to have been a positive shift in recent years as reflected by the figures under the 39C/5, as the funding gap of the Africa Department was filled and exceeded through extrabudgetary resources⁴². Under the 40C/5,

⁴¹ Ibid

⁴² Follow-up to Decisions and Resolutions Adopted by the Executive Board and the General Conference at Their Previous Sessions (207 EX/5.III.A; 209 EX/5.II.C.INF)

PAX was appropriately funded from the start of the biennium to coordinate the implementation of Priority Africa as per its expected result 2, with only a 200 000 USD funding gap. By the end of 2020, the Sector had already secured half a million USD in voluntary contributions. Similarly, already halfway through the biennium, half of the Programme Sectors have managed to fill the funding gap for activities to be undertaken in Africa, sometimes even considerably exceeding their targets (see Table 1 below). Besides the Culture Sector – where Africa is the second least resourced region -, the continent seems to have become a funding priority for all Sectors, mobilizing the third largest volume of extrabudgetary funds amounting to 105.3 million USD of the total funds mobilized by UNESCO, after the Arab States and the Asia-Pacific regions⁴³.

Table 1: Funding gap in the 40C/5 for activities in Africa per Programme Sector (in millions of USD)⁴⁴

	ED	SC	IOC	SHS	CLT	CI
Funding gap in Jan. 2020	44.5	6.5	0.8	7.0	10.9	3.7
Remaining gap in Dec. 2020	0	0	0.8	2.0	8.8	0
Percentage of the gap filled ⁴⁵	106%	138%	0%	71%	19%	172%

84. Regarding in-kind contributions from African countries themselves to Field Offices and institutes in Africa, these have remained steady since 2015, with a slight upward evolution from 17% of the global governmental in-kind contributions to Field Offices and institutes in 2015 to 19% in 2020⁴⁶.

⁴³ Financial Management Report for the 2020-2021 (40C/5) – status on the funding gap; Follow-up to Decisions and Resolutions Adopted by the Executive Board and the General Conference at Their Previous Sessions (211EX/5.II.E)

⁴⁴ Financial Management Report for the 2020-2021 period (40C/5) – status on the funding gap

⁴⁵ Percentages above 100% reflect how the concerned Sector has managed to secure funds in excess of the funding gap initially calculated in the 40C/5.

⁴⁶ Execution of the Programme adopted by the General Conference, Part II (199 EX/4.INF.3; 204EX/4.INF; 209/EX4.II.INF; 211 EX/4.II.INF)

85. Although there are notable examples where financial and in-kind resources from governments and traditional partners, including the private sector, were mobilized, the main sentiment is that sufficient extrabudgetary funding did not materialize as envisaged. Some attributed this to a lack of clarity between sector work, flagships and specific interventions which translated into fewer concrete occasions to secure funding. Many Member State delegations articulated the need to explore more closely funding sources in the African continent.

Conclusions

86. The OSPA was an important step towards improved operationalization of Priority Africa. It provided a clear framework for what Priority Africa aimed to achieve and a common understanding what Priority Africa means in practice.
87. Nonetheless, the evaluation identified some key challenges. First, the flagships -- while a good conceptual idea, and intended to provide direction and facilitate cross-sectoral work -- lack the degree of operational granularity to encourage their active use as a means to implement Priority Africa more systematically in the field.
88. Second, the OSPA has not served to drive work in the Field Offices as had been originally envisaged. One potential reason is that it is not regarded as operational enough and it is not always well known by UNESCO staff. This applies to programmes in Africa and even more so outside the continent.
89. In a future iteration of a strategy for Priority Africa, there is an opportunity to strengthen the relationship between UNESCO and key organizations in Africa (including the African Union and the RECS), and better streamline work on Global Priority Africa across all of UNESCO, including work conducted in other regions. The new iteration of Priority Africa will also need to reflect the changing nature of priorities brought about by COVID-19 as well as the unique context of each African region.

Recommendations

Recommendation 1

Ensure the Priority Africa programme priorities in the new C/4 and C/5 are fully in line with the AU Agenda 2063 and the 2030 Agenda for Sustainable Development.

Recommendation 2

Develop a limited number of operational, focused, concrete and detailed (granular) flagship programmes that are embedded in sectoral or intersectoral C/5 programmes and have an allocated budget and clearly integrate gender and youth, as relevant; take into

account regional and sub-regional differences in needs and priorities deriving from the conclusions of the 41 C/4 elaboration and have results frameworks with SMART indicators that enable reporting on progress and demonstrate contribution to Africa within UNESCO's programme. Each flagship should have a clearly identified lead Programme Sector, defined through its contribution to the C/5 programme, whether sectoral or intersectoral collaborating programme.

Recommendation 3

Design an awareness process to ensure all programme staff, whether working in Africa or not, are fully cognizant of the UNESCO Global Priority and how their work contributes to Global Priority Africa.

Recommendation 4

Designate Priority Africa senior-level focal points in each programme sector. One of the main responsibilities of these focal points would be to move forward multisectoral flagships or multisectoral initiatives.

Recommendation 5

Establish a concerted drive, in line with Strategic Transformation, the Mobility Programme and the reform of the field network, to fill staff vacancies in Field Offices in Africa in a timely manner and with appropriate level staff.

Recommendation 6

Put the emphasis on the mobilization of funds from sources in Africa and at the global level, highlighting also the built-in South-South, North-South cooperation, for example.

Recommendation 7

Redesign the reporting processes with clearer guidance on the criteria for relevance and coherence of activities with respect to Priority Africa.

Recommendation 8

Ensure that the next strategy counts with clear roles and functions in relation to who is responsible for taking lead of flagship-type interventions. This will require that clarity between the Africa Department and Programme Sectors functions be maintained. Moreover, if focal point positions for flagships or for Priority Africa are introduced these posts will need clear reporting lines as well.



Annexes

Annex A - Terms of Reference.....	27
Annex B - Bibliography	35
Annex C - Interview Respondents	38
Annex D - Evaluation Matrix	41
Annex E - Flagship programmes and respective objectives	45
Annex F - Alignment between Agenda 2063 and SDGs	48
Technical Annexes: available upon request at ios@unesco.org	
Annex G - Interview protocols	48
Annex H - Survey questionnaires	48
Annex I - Survey results.....	48
Annex J - Evaluation team biodata.....	48



Annex A - Terms of Reference

Evaluation of the Operational Strategy for Priority Africa (2014-2021)

Background

1. In 2018, sub-Saharan Africa was home to over a billion people, a figure set to double by 2050 with 1 in 5 people worldwide coming from this region.⁴⁷ Africa is a young continent; in 2019 over 60% were under 25.⁴⁸ A young, fast growing population opens prospects of growth and dynamism. In fact, in the first decade of the 21st century, Africa had strong economic growth (5.5% per year). However, the continent continues to face significant challenges, such as providing meaningful educational and work opportunities to this mostly young population. Some countries continue to experience entrenched conflict and war, which destroys economies, worsens inequalities and pushes people to displacement. With 31% of children in sub-Saharan Africa out of school⁴⁹, 41% of women lacking basic literacy skills⁵⁰ and 89% of workers informally employed⁵¹ there are concerns that some countries will not achieve the SDGs.
2. To focus attention on the specific development challenges faced by this continent, UNESCO established the “Priority Africa Programme” in 1989. In UNESCO’s 34 C/4 Medium Term Strategy (2008-2013),⁵² Priority Africa was formalized as one of two Organizational Global Priorities, together with Global Priority Gender Equality. From its inception a key element of UNESCO’s Global Priority Africa was its alignment with the priorities defined by Africa through the African Union and its New Partnership for Africa’s Development (NEPAD).⁵³ This alignment was further attested in the context of the alignment exercise undertaken by PAX-Africa Department in 2016, as part of the 200th Session of the Executive Board.⁵⁴

47 [World Population Prospects 2019](#), UN Department of Economic and Social Affairs, Table 1, page 6.

48 *Ibid*, Figure 10, page 16.

49 [New methodology shows that 258 Million children, adolescents and youth are out of school](#), *UIS Fact Sheet No 56*, Sept. 2019, UNESCO Institute for Statistics (UIS), Table 1, page 4.

50 UNESCO Institute for Statistics, [SDG 4 data dashboard](#).

51 [Women and men in the informal economy: a statistical picture, Third Edition](#), 2018, International Labour Organization (ILO), Figure 13 – G1, page 27

52 Action in favour of Africa will respect the priorities decided by Africa itself through the African Union and its New Partnership for Africa’s Development (NEPAD).

53 NEPAD is an economic development programme of the African Union adopted in 2001.

54 see Annex in [200.EX/13.INF](#)

3. UNESCO is one of the few UN organizations to have explicitly placed a specific focus on the African continent.⁵⁵ The goal in defining it as a priority is to mainstream its objectives throughout the Organization’s programmatic work.
4. In 2012, the Internal Oversight Service (IOS) carried out the [Evaluation of Priority Africa](#). The evaluation underlined some areas of programmatic success such as the Capacity building for Education For All initiative (Cap-EFA). However, the overall picture was of concern. Some of the main findings of the 2012 evaluation were:
 - a) unclear understanding of Priority Africa within UNESCO;
 - b) insufficient decentralization to the region of human and financial resources;
 - c) underperforming flagship programmes;
 - d) conflicting and fragmented priority frameworks for UNESCO’s work in the region, including unclear roles and responsibilities.
5. In 2017, the Africa Department commissioned a mid-term review of Priority Africa Flagship Programmes. The most notable findings were that the six flagship programmes as well as the Strategy itself were closely aligned with the goals of both Agenda 2030 and the African Union’s Agenda 2063. However, the review also highlighted that further alignment would require “a better focus on ownership of the Flagship Programs by UNESCO Programme Sectors.”
6. Through resolution 40C/61, Member States requested the Director General to ensure the consistency and complementarity of programmes to benefit Africa. These programmes should be developed in accordance with relevant decisions of the governing bodies and informed by findings and recommendations of the IOS 2012 Evaluation. In addition, they must be within the frameworks of the 2030 Agenda for Sustainable Development and the African Union’s Agenda 2063: The Africa we want.
7. A key recommendation of the 2012 evaluation was to develop a shared vision and strategy for Priority Africa and operationalize it with well-defined organization wide objectives and a clear definition and division of roles and responsibilities. **This recommendation resulted in the adoption of the Operational Strategy for Priority Africa (2014-2021) OSPA.**

55 For UNESCO Africa refers to Sub-Saharan Africa only. Therefore 47 of the 54 African states are covered in UNESCO’s Priority Africa programme

The Operational Strategy for Priority Africa (2014-2021)

8. The 37C/4 Medium Term Strategy (2014-2021) introduces a separate complementary strategy for Priority Africa. The OSPA lays out the development issues and challenges faced by Africa: population growth, sustainable development and economic growth, social transformations and democratic governance. The objectives of the operational strategy are "to consolidate the results of action taken by UNESCO in order to achieve Africa's priorities and the Organization's main medium-term goals." The Operational Strategy was drafted after consultations with African Member States, African Institutions, including the African Union and Regional Economic Communities, UNESCO Programme Sectors, the Bureau of Strategic Planning and UNESCO Field Offices in Africa. The Strategy's objectives coincide with those of the African Union.⁵⁶
9. In order to concretely address these issues, UNESCO designed an eight-year implementation strategy around six flagship programs relevant across UNESCO sectors, aimed at:
 - (1) Promoting a culture of peace and nonviolence;
 - (2) Strengthening education systems for sustainable development in Africa: improving equity, quality and relevance;
 - (3) Harnessing Science Technology and Innovation (STI) for the sustainable socio-economic development of Africa;
 - (4) Fostering science for the sustainable management of Africa's natural resources and disaster risk reduction;
 - (5) Harnessing the power of culture for sustainable development and peace in a context of regional integration;
 - (6) Promoting an environment conducive to freedom of expression and media development.
10. Activities and programmes undertaken in the context of Global Priority Africa, including those specifically related to the flagship programmes, are implemented

⁵⁶ Building peace, security and stability in Africa, contributing to inclusive and sustainable economic and social growth, strengthening integration and cooperation at the continental level, promoting African values as a basis for continental integration and strengthening the Commission's work to project a positive vision and image of Africa on the international scene. African Union. Draft Strategic Plan for 2014-2017

at the Sector or field-level. The Priority Africa and External Relations Sector (PAX)⁵⁷ is in charge of coordinating and monitoring these activities. The Sector is headed by an Assistant Director-General and subdivided in two divisions, including one focused exclusively on African matters: the Division for Priority Africa Coordination (referred to as the Africa Department). This Division is subdivided into four Units: i) the Contextual Analysis and Foresight Unit, ii) the Section for Cooperation with African Regional Organizations, iii) the Unit for Relations with African Member States and Partnerships and iv) the Social Mobilization and Communication Unit.

11. The PAX Sector further performs an advisory role guiding programmatic sectors, Member States and partners in establishing appropriate links for the furtherance of African interests. All five programmatic Sectors at Headquarters and the Intergovernmental Oceanographic Commission (IOC-UNESCO) contribute towards activities in Africa, supported by 16 Field Offices based in sub-Saharan Africa. Amongst these, the Addis Ababa Office plays a special role as UNESCO's Liaison Office with the African Union.

Situating the theme within UNESCO's Programme and Budget

12. UNESCO's Programme and Budget document for the current biennium (2020-2021), the 40C/5, includes two specific, crosscutting, expected results (ER) for the Africa Department of PAX:
 - ER 1: Impact and visibility of UNESCO's programmes in Africa strengthened through **enhanced coordination and monitoring** of the Operational Strategy for Priority Africa (2014-2021), and better understanding of Africa's development opportunities and challenges
 - ER2: Support to Priority Africa enhanced through increased and more efficient **strategic partnerships** with public and private stakeholders
13. Most funds aimed at implementing Priority Africa stem from the Sectors' respective budgets as they directly implement programmes and other activities in Africa. These are supplemented by the 1 069 800 USD in regular programme funds budgeted in the 40C/5 for the Africa Department's operational activities. Nevertheless, given the breadth of activities implemented in the context of Global Priority Africa, extrabudgetary resources are required to fulfil the Organization's ambitions and

⁵⁷ Pursuant to the 205th session of the Executive Board, the Africa Department and the Division of Member States and Partners merged to create the Priority Africa and External Relations Sector (PAX).

support implementation, hence the importance of a financial strategy around partnerships as elicited in ER2. In preparation for this, PAX devised a specific resource-mobilization strategy for the OSPA.⁵⁸

2030 Sustainable Development Agenda and 2063 Agenda for the African Union

14. UNESCO's Priority Africa contributes to the achievement of the 2030 Agenda with the hope of alleviating poverty in Africa and encouraging prosperous development in Africa. In particular, UNESCO leverages its strengths in the fields of its mandate to contribute towards the achievement of a certain number of SDGs: SDG 4 (education), 5 (gender equality), 6 (water and sanitation), 9 (innovation), 11 (cities and human settlement), 13 (climate action), 14 (life in water), 15 (life on land), 16 (peace and justice) and 17 (partnerships).
15. UNESCO has sought to align itself with the aspirations of the Africa Union's 2063 Agenda.⁵⁹ It collaborates with relevant institutions on the continent such as the Africa Regional Collaboration Platform (RCP), the AU Commission, the NEPAD and the eight Regional Economic Communities (REC).

Rationale for Evaluation

16. The rationale for this evaluation is to contribute to better defining the future work and strategic positioning of the Organization in all areas of its mandate relevant to Africa. It will focus on the strategic and policy approach taken by the Organization to give priority to Africa.
17. The final evaluation is envisaged in the Strategy and was requested by the Priority Africa and External Relations Sector (PAX) to IOS.⁶⁰
18. It has been eight years since the last full-fledged evaluation of Priority Africa. This Biennium 2020-2021 marks the end of the implementation period for the Operational Strategy for Priority Africa as well as for the 37C/4 Medium Term Strategy. Regional consultations are currently taking place. The evaluation will therefore provide inputs and feed into the preparation of the next Medium-Term Strategy (41 C/4) and Programme and Budget (41 C/5), as well as, importantly, to a renewed strategic approach or a new strategy for the Global Priority Africa for the

period 2022-2029. It is foreseen that a new Strategy will be adopted by Member States at the 41st UNESCO General Conference in November 2021.

Purpose and Scope

19. The evaluation has the following objectives:
 - i. Assess the relevance, coherence, efficiency, effectiveness and sustainability of the Operational Strategy for Priority Africa
 - ii. Analyse the performance of flagship programmes and progress in the implementation of these flagship programmes as integral components of sectoral programmes.
 - iii. Assess the degree of relevance, efficiency and coherence of the "flagship programmes modality/approach"
 - iv. Provide recommendations and input to the future orientation of the C/4 and C/5 as well as the revised strategy for Priority Africa for the period 2022-2029.
20. The evaluation will review the period of 2014-2020.
21. While the evaluation will be mainly formative in its orientation – in line with the above purpose of the envisaged continuous improvement – it will include summative elements as it is essential to learn what has been working so far, why and under what circumstances. It will also highlight challenges in order to extract lessons and identify possible improvements to ensure the effective implementation of the programme.
22. The final evaluation will involve all relevant stakeholders, comprising Member States, Programme Sectors and IOC-UNESCO, the Field Offices in Africa, the African Union, Regional Economic Communities, and other key external partners of UNESCO.
23. The final evaluation report will be submitted to the UNESCO Priority Africa and External Relations Sector, and be presented to the spring session of the Executive Board in 2021. It will be made publicly available on the IOS website.
24. To ensure findings from the evaluation are integrated in a timely manner to the ongoing development of the next Medium-Term Strategy (C/4) and Programme and Budget (C/5), a report with preliminary evaluation findings will be provided in December 2020.

⁵⁸ See Annex III of 194 EX/Decision 5.I. (<https://unesdoc.unesco.org/ark:/48223/pf0000226615>)

⁵⁹ 199 EX/Decision 5.II.E. The African Union's Agenda 2063 is found in UNESCO's programming tool (SISTER).

⁶⁰ OSPA, p. 27.

Evaluation Questions

25. The evaluation will organize the questions it seeks to answer around six criteria. Together, criteria describe the desired attributes of an intervention or a programme. All interventions/programmes should be relevant to the context, coherent with other interventions, achieve their objectives, deliver results in an efficient way, and have positive impacts that last.⁶¹
26. The following are possible overarching questions. In consultation with the evaluation team, and after reviewing the compressed timeline, certain questions might be combined or adjusted during the inception phase.

Relevance:

The extent to which the intervention objectives and design respond to beneficiaries' global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change.

- i. To what extent does the Operational Strategy for Priority Africa address the priorities and specific needs of African countries (as identified by AU, RECs)?
- ii. To what extent do the flagship programmes address the priorities and specific needs of African countries?
- iii. To what extent is the Operational Strategy for Priority Africa in alignment with the African Union's Agenda 2063? and the 2030 Agenda?
- iv. ***In the current Covid19 sanitary crisis, should UNESCO reorient its flagship programmes to better address developing needs in the African region?

Coherence

The compatibility of the intervention with other interventions in a country, sector or institution.

- v. To what extent is the OSPA consistent with the efforts of external partners, particularly the RECs, African Union and United Nations Country Teams? (external coherence)
- vi. To what extent are flagship programmes implemented as components of

UNESCO major programmes, and owned, by Programme Sectors and Field Offices? (internal coherence).

- vii. Do flagship programmes facilitate the take up of initiatives by local stakeholders/partners?

Effectiveness⁶²

The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.

- viii. What is the progress in reaching the objectives outlined in the OSPA?
- ix. To what extent are African Member States (through UNESCO National Commissions, Line Ministries and Permanent Delegations at Headquarters) invested in the success of the OSPA?
- x. To what extent has UNESCO capitalized on its partnership networks in the African Region (National Commissions, Chairs, and category 1 and 2 Institutes) to advocate and strengthen for Global Priority Africa and the implementation of the OSPA?
- xi. How well have private and public strategic partnerships contributed to results of the OSPA?
- xii. Have the flagship programmes facilitated greater involvement of certain key African stakeholders (youth, civil society organizations) in UNESCO's activities and decision-making processes?
- xiii. To what extent have the flagship activities and programmes integrated gender in the design of the programmes itself, and in contributing to advancing gender equality at the country level?
- xiv. Are the monitoring mechanisms for Priority Africa producing useful and actionable data to steer the flagship programmes?
- xv. To what extent has the partnership and resource mobilization strategy been effective?

⁶¹ Better Criteria for Better Evaluation Revised Evaluation Criteria Definitions and Principles for Use OECD/DAC Network on Development Evaluation.

⁶² Effectiveness analyses progress towards objectives along the results chain / causal pathway. In contrast to impact, which looks at higher-order effects and broader changes to which an intervention may be contributing, effectiveness is concerned with more closely attributable results

- xvi. To what extent did the establishment of 5 Multisectoral Offices in sub-Saharan Africa, help or hinder the effective implementation of the OSPA?

Efficiency

The extent to which the intervention delivers, or is likely to deliver results in an economic and timely way.

- xvii. To what extent have sufficient human and financial resources been decentralized and directed at Priority Africa? What are the trends in comparison to the resources for Africa detailed in the IOS 2012 evaluation?
- xviii. To what extent is the current division of roles and responsibilities between PAX, the programmatic Sectors and the Field Offices conducive to an efficient implementation of Priority Africa?

Sustainability and Impact

The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.

The extent to which the net benefits of the intervention continue, or are likely to continue.

- xix. To what extent have flagship programmes contributed to sustained changes at the country level? Are there concrete examples of programmes that have contributed to longer-term changes?
- xx. Are there longer-term effects of the OSPA and flagship programmes on gender equality in the region?

Methodology

The evaluation in the current context of Covid-19

27. The evaluation will take place in a highly uncertain context brought about by the global pandemic. As such, the IOS Evaluation Office has defined some basic parameters⁶³ foremost of which is the health of the evaluation team, stakeholders or any other individuals involved in the evaluation.

28. The Evaluation Office of UNESCO has reviewed each evaluation in its 2020 workplan, considering adjustments and on occasion postponing the exercise. In the case of the Evaluation of the OSPA, evaluation findings will feed into future Member State led decision-making processes, (the development of the next OSPA, and the 41 C/4) which have not been postponed by the crisis. Therefore, in these circumstances IOS together with the evaluation team, and the reference group will discuss feasible approaches and methods in order to carry out the evaluation while being mindful of the safety and health of those involved and with as minimal impact as possible on the quality of the evaluation products.
29. It is unlikely the evaluation will include field visits to UNESCO Headquarters, the Liaison Office in Addis Ababa or UNESCO regional and national offices in Africa. Interviews with key informants will be conducted by telephone and virtual platforms. Access to some evaluation stakeholders such as beneficiaries or some national partners might prove challenging. This is one of the main limitations of the evaluation. IOS and the evaluation team will be in constant communication to explore different modalities and innovative solutions.
30. Taking into account the current sanitary crisis, which precludes certain forms of data collection such as direct observation, the methods will rely to a larger extent on a review of existing documentation.
31. The evaluation may include some or all of the methodological elements below. The specific methods will be further refined during the inception phase, in consultation with the Evaluation Reference Group and the evaluation team, in due consideration of any developments related to the sanitary crisis.
32. The evaluation team will use a mixed method approach involving quantitative and qualitative data from multiple sources. Any findings require triangulation with more than one data source. The evaluation will use the most recent theory of change (intervention logic) on Priority Africa to help guide the analysis.
33. A recommended methodological approach will include:
- Desk review. The evaluation will review and synthesise in detail past evaluations and audits. For the past years, IOS evaluations have integrated Priority Africa as a line of analysis. The synthesis will collect all evaluations in the period 2014-2020 and systematise the findings, conclusions and lessons learned concerning Priority Africa. The desk review will also include reviews of reference documents

⁶³ UNESCO Guidance on Evaluation in the context of the Pandemic-March 2020

including annual reports of Field Offices in Africa, programme and budgets and implementation and monitoring reports. In addition, the analysis will cover documents produced by other institutions notably the AU. A final list of relevant documents will be identified together with PAX, however the evaluation consultant or team is expected to exercise due diligence in canvassing the relevant literature.

- Review/adjustment of the Theory of Change. The evaluators will review intervention logic/ theory of change for Priority Africa. Such an exercise was conducted as part of the 2012 evaluation. The consultant will integrate any necessary adjustments.
- Resource analysis. The evaluation will reproduce the analysis conducted in the IOS evaluation of 2012 which reviewed the allocation of financial and human resources dedicated to Africa. This will allow capturing trends and changes from 2011-2012 to the present.
- Review a sample of flagship programmes- Building on the analysis carried out in the 2012 evaluation and the Review of Priority Africa Flagship Programmes (2017), the evaluation will select (in consultation with the reference group) a small number of flagship programmes for more detailed analysis.

Techniques

- Desk review and systematic synthesis of documents and evaluations
- Structured and semi-structured interviews (for the most part through virtual means) with stakeholders including: UNESCO Member State representatives from Africa and from other regions, UNESCO Directors in Regional and National Offices in Africa; UNESCO staff in Headquarters; UNESCO Directors of Category I Institutes, partners including AU and RECs and other UN agencies.
- Survey of UNESCO staff based in African Field Offices and in UNESCO PAX-Africa Department.
- Questionnaire(s) and/or survey(s) of all UNESCO Member States and UNESCO's partners.
- Participatory workshop to discuss preliminary findings, lessons learned and recommendations prior to the finalization of the evaluation report.

34. 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

35. The evaluation will be managed by UNESCO's Internal Oversight Service (IOS) Evaluation Office, which will be responsible for the overall management of the evaluation and quality assurance of the deliverables.
36. IOS is ultimately responsible for the content of the evaluation and is the owner of the reports, the data collection tools and the raw data.
37. A senior evaluation consultant or a team of consultants will conduct the evaluation. The evaluation consultant(s) will need to have specific knowledge and experience of the African continent and, ideally, be based in Africa.
38. The evaluation consultant(s) will be responsible for developing an inception report which will include an adjusted/revised theory of change and further precisions on the methodology. The consultant(s) will conduct data collection, analyse the data and prepare a draft with initial findings by December 2020 (in English or French). The final report will be due in February 2021. The consultant(s) might be required to present findings and recommendations to UNESCO stakeholders including Member States.
39. The evaluation team will be in charge of its own logistics: office space, administrative and secretarial support, telecommunications, printing of documentation etc. Given the current circumstances, travel is not envisaged and therefore the majority, if not all of the interviews, will be conducted virtually. Therefore, it is critical that the consultant(s) have excellent internet connectivity and experience with virtual platforms.
40. IOS will support access to relevant documentation contact details and lists of stakeholders. It will also facilitate the communication with relevant Member States, UNESCO staff from Headquarters, Field Offices and specialized institutes.
41. An Evaluation Reference Group will guide the evaluation process and ensure the quality of associated deliverables. In consultation with PAX, IOS will establish the reference group to accompany the evaluation process and provide feedback on the terms of reference, the inception report and the draft evaluation report. The

group will be composed of the evaluation manager from the Evaluation Office and representatives from the following entities: the Priority Africa and the External Relations Sector (PAX), one or two Programme Sectors; the Bureau of Strategic Planning, the Division for Gender Equality, the UNESCO Liaison Office with the African Union and from two UNESCO Field Offices in Africa (Abuja and Windhoek Offices).

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

Qualifications of External Experts

43. The recommended composition of the evaluation team includes one team leader/senior evaluator and one junior level evaluator/researcher. IOS will also consider alternative team compositions.
44. The consultant(s) should collectively possess the following mandatory qualifications and experience:
45. Team Leader/Senior evaluator
- University degree at Masters level or equivalent in education, social sciences, political sciences, economics, or any related field;
 - At least 10 years of working experience in evaluation acquired at the international level or in an international setting, including at least 5 in Africa;
 - Substantive knowledge and experience in the development field in Africa;
 - Familiarity with UN mandates and its programming in the framework of the Sustainable Development Agenda
 - Familiarity with Agenda 2063.
 - Experience with strategic planning, strategic management and RBM principles;
 - Understanding and application of UN mandates in Human Rights and Gender Equality
 - Demonstrated excellent drafting skills in English or French;

- Oral communication skills and ability to work in both English and French (read documents, conduct interviews, send emails)

No previous involvement in the implementation of the activities under review.

Desirable skills:

- Knowledge of the work of the African Regional Economic Communities
- Knowledge of UNESCO's programmatic areas of work (i.e. education, natural sciences, social and human sciences, communication and information), especially in the African context
- Ability to work in other languages commonly used in Africa (Arabic, Portuguese or KiSwahili)

46. Verification of these qualifications will be based on the provided curriculum vitae and may include an interview. Candidates are also encouraged to submit other references such as research papers or articles that demonstrate their familiarity with evaluation in the African context. We strongly encourage candidates from Africa to apply for this exercise.

Deliverables and Schedule

47. The evaluation will take place between August 2020-March 2021.
48. The estimation is that the evaluation assignment will require approximately 80 to 85 professional working days. As the evaluation will need to be finalized by early 2021, the period from mid-September to mid-December will require a full time commitment from the principal evaluator. Given the current sanitary crisis, the evaluation, in principle will not include field visits. IOS and the evaluation team will monitor the situation closely.
49. The evaluation will consist of five main deliverables: inception report, initial findings, draft report, final report and communication outputs.

Activity/Deliverable	Indicative Timing
Finalization of Terms of Reference	June 2020
Call for Proposals and Selection of Consultants	July-August 2020
Inception phase	August-September 2020
**Inception note	Early September 2020
Data collection and analysis phase	September-November 2020
**Short initial report with preliminary findings	December 2020
Presentation of preliminary findings	December 2020
**Draft evaluation report	Early February 2021
**Final report and communication outputs	End of February 2021

**deliverables

50. Deliverables

i. Inception note:

This is a plan outlining how the team will carry out the evaluation. It should include, any adjustments to the methodology and evaluation questions from the ToRs. It is advisable to use an evaluation matrix that connects questions and indicators to data collection methods/sources and sampling. It should also include the communication plan for the evaluation products.

ii. Initial findings note

This deliverable will be required in December 2020. (There is no flexibility on the timing of this deliverable). It will provide initial feedback and inform the ongoing discussions on the next OSPA and the 41 C/4 and 41 C/5. The note should focus primarily on initial findings in a succinct 5-10 page note.

iii. 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, will provide a table explaining how they addressed each comment. The report will be written in English or French according to UNESCO IOS's Evaluation Report Guidelines. IOS will share the guidelines and a detailed final report template with the evaluation team at the beginning of the assignment. The main body of the draft report shall not exceed 30 pages, excluding annexes.

iv. 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

v. 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.

References

- Priority Africa at UNESCO
- [The UNESCO Operational Strategy for Priority Africa \(2014-2021\) and the Action Plan for its implementation](#) (37C/4 Compl.2)
- [Evaluation of UNESCO's Priority Africa](#) (2012)
- Overview of Priority Africa Flagship Programs and Actions (see [here](#))
- African Union's [2063 Agenda](#)
- Alignment of UNESCO's Priority Africa with the 2030 and 2063 Agendas (see [Annex in 200 EX/13.INF](#)).

Annex B - Bibliography

Author	African Union	Date
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African Union Commission	The key agenda 2063 flagship programs projects	2015
African Union Commission	A shared strategic framework for inclusive growth and	2015
African Union Commission	AGENDA 2063 LINKAGES WITH THE SUSTAINABLE DEVELOPMENT GOALS	2015
UNESCO	African heritage and its sustainable development	2016
UNESCO	UNESCO and gender equality in sub-Saharan Africa	2017
UNESCO	Aligning UNESCO operational strategy for priority Africa with the 2030 agenda for sustainable development and the african union agenda 2063	2016
UNESCO	World heritage for sustainable development in Africa Publication	2018
UNESCO	Review of UNESCO Culture Sector's work on intercultural dialogue with a specific focus on: The General and Regional Histories. The Slave Route and Cultural Routes projects Plan Arabia . Alliance of Civilizations 'International vademecum' projects	2011
UNESCO	Evaluation of UNESCO Priority Africa	2012
UNESCO	Audit of UNESCO's Multisectoral Regional Office in Abuja	2018
UNESCO	Audit of the UNESCO Rabat Office	2015
UNESCO	Remote audit of the UNESCO Office in Harare	2015

UNESCO	Remote audit of the UNESCO Office in Windhoek	2015
UNESCO	Remote audit of the UNESCO Office in Khartoum	2015
UNESCO	Remote audit of the UNESCO Office in Harare	2017
UNESCO	Audit report on the UNESCO Field Office network	2018
UNESCO	Audit report Dar es Salaam Office	2019
UNESCO	FINAL EVALUATION REPORT: UNESCO Tanzania: Provision of alternative learning opportunities for adolescent girls forced out of schools due to teenage pregnancies	2015
UNESCO	Evaluation of UNESCO's Capacity Development for Education for All (CapEFA) Program	2016
UNESCO	Evaluation of the Impact of the UNESCO Intervention Relating to People with Albinism Carried out Within the Framework of the UN Development Assistance Plan (UNDAP 2011-2016) in Tanzania	2016
UNESCO	End-term evaluation report: Strengthening sexual and reproductive health and HIV prevention among children and young people through promoting comprehensive sexuality education in Eastern and Southern Africa	2015
UNESCO	Evaluation of UNESCO-China Funds-in-Trust (CFIT) Project: Quality Teachers for EFA – Enhancing Teacher Education for Bridging the Education Quality Gap in Africa'	2016
UNESCO	End term evaluation of the project "retaining girls in lower secondary schools and increasing their learning outcomes in afar and benishangul gumuz regional states, Ethiopia"	2016
UNESCO	" Project External Evaluation: Revitalizing Adult and Youth Literacy" – RAYL –	2017
UNESCO	Evaluation of the International Fund for Cultural Diversity (IFCD) UNESCO	2017
UNESCO	Review of priority Africa flagships programs Report	2017

UNESCO	Evaluation report on the project "support to the Effective The In Nigeria	2015
UNESCO	End-Term Evaluation of the Project "Retaining Girls in Lower Secondary Schools and Increasing their Learning Outcomes in Gambella and Somali Regional States, Ethiopia"	2017
UNESCO	Mid-term evaluation of interventions from the UNESCO-HNA partnership for girls' and women's education	2017
UNESCO	The Mid-term Monitoring & Evaluation Report of the UNESCO/FCTA Youth Mobile Project	
UNESCO	Evaluation of the Project Green Economy in Biosphere Reserves (GEBR): A means to Biodiversity Conservation, Poverty Reduction and Sustainable Development in Sub-Saharan Africa (Ghana, Nigeria and Tanzania), UNESCO (Division of Ecological and Earth Sciences)	2018
UNESCO	External evaluation of UNESCO's extra budgetary project: Promoting democracy and freedom of expression	2017
UNESCO	UNESCO-Korea Funds-in-Trust project: 'ICT Transforming Education in Africa' targeting Mozambique, Rwanda and Zimbabwe – Final evaluation	2019
UNESCO	Evaluation of UNESCO-China Funds-in-Trust (CFIT) Project Phase II: Improving Quality Teacher Education in a selected number of countries in Sub-Saharan Africa REF: CFIT	2019
UNESCO	UBRAF Project Evaluation: Cross-Cutting Issues in Education	2019
UNESCO	UNESCO Reformed Field Network in Africa	2014
UNESCO	Enhanced Delegation of Authority to UNESCO Field Offices and Revised Reporting Lines	2014
UNESCO	Dialogue with Permanent Delegations to UNESCO on the future Medium-Term Strategy 2022-2029 (41 C/4) - Pillar 3 of UNESCO's Strategic Transformation -	2019

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UNESCO	Dialogue with Permanent Delegations to UNESCO on the future Medium-Term Strategy 2022-2029 (41 C/4) - Pillar 3 of UNESCO's Strategic Transformation -	19 July 2019
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UNESCO	Dialogue with Permanent Delegations to UNESCO On the future Medium-Term Strategy 2022-2029 (41 C/4) - Pillar 3 of UNESCO's Strategic Transformation -	24 July 2019
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UNESCO	DECISIONS ADOPTED BY THE EXECUTIVE BOARD AT ITS 194th SESSION	2014
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UNESCO	DECISIONS ADOPTED BY THE EXECUTIVE BOARD AT ITS 199th SESSION	2016
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UNESCO	DECISIONS ADOPTED BY THE EXECUTIVE BOARD AT ITS 201st SESSION	2017
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UNESCO	ALIGNING UNESCO OPERATIONAL STRATEGY FOR PRIORITY AFRICA WITH THE 2030 AGENDA FOR SUSTAINABLE DEVELOPMENT AND THE AFRICAN UNION AGENDA 2063	2016
UNESCO	GLOBAL PRIORITY AFRICA	2020
UNESCO	EXECUTION OF THE PROGRAM ADOPTED BY THE GENERAL CONFERENCE PROGRAM IMPLEMENTATION REPORT (PIR)	2020
UNESCO	ANALYTICAL PROGRAM IMPLEMENTATION REPORT (APIR) (1 January 2014-31 December 2017)	2018
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UNESCO	PROGRAM IMPLEMENTATION REPORT (PIR) (1 January 2018-31 December 2019)	2020
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UNESCO	34 C4 37 C4 Medium-term Strategy 2008 2020	2008
UNESCO	37 C4 Medium-term Strategy 2014 2021	2014

UNESCO	40 C5 Draft Budget and Program 2020 2021	2019
UNESCO	Action Plan for World Heritage in the Africa Region (2012-2017)	2016
UNESCO	UNESCO Operational Strategy for Priority Africa 2014-21	2014

Note: In addition, web pages and SISTER system outputs have also been reviewed. Information on these is found in the footnotes.

Annex C - Interview Respondents

UNESCO staff at Headquarters

Name	Gender	Position	Unit/Section	Sector
Abdul Rahman Lamin	Male	Programme Specialist	Youth and Sport Section	SHS
Abou Amani	Male	Director a.i.	Division for Hydrological Science	SC
Anne Coupez	Female	Chief of Unit	Executive Office (Education Sector), Unit for Strategic Planning, Monitoring, Institute and Field Coordination.	ED
Charaf Ahmimed	Male	Senior Advisor to the Director-General of the UNESCO	Office of the Director General	CAB
Damiano Giampaoli	Male	Programme Specialist	Gender Equality Division	CAB
Emilie Wagner	Female	Field Coordination Officer	Coordination and Field Support Office	PAX
Eric Volibi	Male	Chief of Section	Social Mobilization Unit in the Africa Department	PAX
Firmin Matoko	Male	Assistant Director-General		PAX
Ibrahim Abdoulaye	Male	Programme Specialist	Contextual Analysis and Foresight Unit	PAX

Name	Gender	Position	Unit/Section	Sector
Jaya Conhye-Soobrayen	Female	Programme Specialist, Partnerships	Unit for Relations with African Member States and Partnerships	PAX
Magdalena Landry	Female	Chief of Section	Coordination and Field Support Office	BSP
Ranwa Safadi	Female	Chief of Section	Strategic Planning, Monitoring and Reporting	BSP
Tosin Animashawun	Female	Programme Specialist	Division of Priority Africa Coordination	PAX
Zulmira Rodrigues	Female	Senior Programme Specialist	Section for Relations with the African Union	PAX

UNESCO staff in the field

Name	Gender	Position	Office
Abdourahamane Diallo	Male	Head of Office	Accra – National Office to Ghana
Ana Elisa Santana	Female	Director	Addis Ababa – Liaison Office to the African Union and UN Economic Commission for Africa
B. Djaffar Moussa-Elkhadum	Male	Director	Windhoek – National Office to Namibia
Edmond Moukala	Male	Officer in Charge	Bamako – National Office to Mali
Ghaith Fariz	Male	Director	Cairo – Regional Bureau for Sciences in the Arab States
Hubert Gijzen	Male	Director	Harare – Regional Office for Southern Africa

Name	Gender	Position	Office
Jean-Pierre Ilboudo	Male	Head of Office	Kinshasa - National Office to the Democratic Republic of the Congo
Julius Banda	Male	Head of Office	Juba - National Office to South Sudan
Malebogo Mowe	Female	Liaison officer to the AU and UNECA	Addis Ababa - Liaison Office to the African Union and UN Economic Commission for Africa
Tirso Dos Santos	Male	Head of Office	Dar es Salaam - National Office to the United Republic of Tanzania
Vincenzo Fazzino	Male	Head of Office	Libreville - National Office to Gabon
Yao Ydo	Male	Director a.i.,	UNESCO International Bureau of Education (and former Director of the Yaoundé Office)

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Permanent Delegation of the Republic of Botswana	H.E. Mr Mustaq Moorad, Ambassador, Permanent Delegate
Permanent Delegation of Burundi	H. E. Mr Ernest Niyokindi Ambassador Permanent Delegate
Permanent Delegation of Chad	Mr Maamoune Charfadine, First Secretary
Permanent Delegation of Congo	H. E. Mr Henri Ossebi, Ambassador, Permanent Delegate

Permanent Delegation	Name
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Permanent Delegation of the Arab Republic of Egypt	Mr Wael Abdelwahab, Deputy Permanent Delegate
Permanent Delegation of Equatorial Guinea	Ms Maria José Samba Ovono Obono, Chargée d'affaires a.i. Ms Marisa Nlang, First Secretary Mr Domingo Bote, Third Secretary
Permanent Delegation of Ethiopia	Dr. Tilaye Gete Ambaye, Deputy Permanent Delegate
Permanent Delegation of Gabon	H.E. Ms Rachel Annick Ogoula Akiko
Permanent Delegation of Kenya	Ms Helen Gichuchi, Deputy Permanent Delegate Mr John Paul Oluoch, Senior Research Assistant Ms Dorcas Marwa, Third Secretary Ms Akuorkor Plahar, Research Assistant
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Permanent Delegation of the Republic of Mauritius	H.E. Mr Vijayen Valaydon, Ambassador, Permanent Delegate
Permanent Delegation of the Kingdom of Morocco	H.E. Mr Samir Addahre, Ambassador, Permanent Delegate Mr Hassan Zehairi, Minister Plenipotentiary Mr Yassine Dalal, Minister Plenipotentiary
Permanent Delegation of the Republic of Namibia	H.E. Mr Albertus Aochamub, Ambassador, Permanent Delegate
Permanent Delegation of the Federal Republic of Nigeria	Mr Imoh Sunday Egbo, Chargé d'affaires, Deputy Permanent Delegate

Permanent Delegation	Name
Permanent Delegation of Rwanda	H.E. Mr François-Xavier Ngarambe, Ambassador, Permanent Delegate.
Permanent Delegation of Senegal	H. E. Mr Souleymane Jules Diop, Ambassador, Permanent Delegate
Permanent Delegation of Seychelles	Mr Ralph Agrippine, Charge d'affaires, a.i.
Permanent Delegation of South Africa	Ms Kgomotso Rahlaga, Counsellor
Permanent Delegation of Togo	H.E. Mr Sankardja Lare Sambiani, Permanent Delegate Professor Seddoh, Representative of Togo to the UNESCO Executive Council Mr Elom Agudze, Assistant
Permanent Delegation of the United Republic of Tanzania	H.E. Mr Samwel William Shelukindo, Ambassador, Permanent Delegate

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Permanent Delegation of the Kingdom of Norway	Mr Stig Arne Skjerven, Deputy Permanent Delegate Ms Kristin Karlsen, Chargée de mission
Permanent Delegation of Saudi Arabia	H.R.H. Princess Haifa Al Mogrin, Permanent Delegate
Permanent Delegation of Sweden	Mr Mikael Schultz, Deputy Permanent Delegate Ms Frida Gustafsson, Attaché

UNESCO Partners

Name	Gender	Position	Organization
Dr Jops Jope	Male	Programme Coordinator	African World Heritage Fund
Ms Rita Bissoonauth	Female	Head of Mission	African Union/International Centre for Girls' and Women's Education in Africa (AU/CIEFFA)

Annex D - Evaluation Matrix

The evaluation matrix detailed here includes all the evaluation questions, data collection tools and sources. It is important to recognise that due to time constraints some of the expected respondents could not be reached (see Annex C). However, despite this shortcoming all findings presented in this report have been triangulated. There are however some information sources that were too limited to effectively include. For example, the Most Significant Change exercise served to support findings regarding notable projects, but was too scarce to enable the development of Most Significant Change Stories, as had been initially envisaged.

	Question	Data collection tool	Sources of Data
Relevance	How can the alignment between the OSPA and the African Union Agenda 2063 and the 2030 Agenda be improved? (as relevant to Flagship programmes)	Literature review (including strategic plans)	OSPA Strategy document UNESCO Country-Programming Documents African Union's Agenda 2063 NEPAD strategy document AU strategic documents that are relevant to the FPs selected, such as the Continental Education Strategy for Africa (2016–2025)
	Are flagships a good approach to support Priority Africa?	Head of Mission	OSPA strategy document African Union's Agenda 2063 Staff of UNESCO Africa Department Staff of UNESCO National Commissions Staff of UNESCO Field Offices Staff of African Union Commission and staff of RECs Staff from relevant Sectors at HQ Ministries of beneficiary member states

	Question	Data collection tool	Sources of Data
Internal coherence	How well does Priority Africa fit (compatibility) with the rest of UNESCO's portfolio of work? (Do other UNESCO programmes support (or undermine) Priority Africa?)	Literature review, Key informant interviews, and Survey	OSPA strategy document African Union's Agenda 2063 Staff of UNESCO Africa Department Staff of UNESCO National Commissions Staff of UNESCO Field Offices Staff at HQ PAX and Sector Staff of African Union Commission and staff of RECs Staff from relevant Sector Ministries of beneficiary member states Potential to discuss at Director level (to be discussed)
	How well is the OSPA aligned with the Organization's Medium-Term Strategy (37 C/4) and Programme and Budget (37 to 40 C/5s)?	Literature review, Key informant interviews	PAX, and Field Office staff
	How did the share of resources allocated to the Africa flagships evolve in the C/5s (% of total sectoral operational budget disaggregated by RP and extrabudgetary)?	Literature review, Key informant interviews	PAX, and Field Office staff, human resources
	To what extent are OSPA flagship programmes been integrated into (owned by) the programmatic work of sectors?	Literature review, Key informant interviews, and Survey	Agenda 2030 Operational Strategy for Priority Africa document Country SDG Frameworks and National Development Plans Staff of UNESCO Africa Department Staff of UNESCO National Commissions Staff of UNESCO Field Offices Staff of African Union Commission and staff of RECs Staff from relevant Sector Ministries of beneficiary member states
Effectiveness/Relevance	Is the OSPA driving the work of UNESCO Field Offices in Africa?	Literature review, Key informant interviews, and Survey	OSPA flagship programmes Staff of UNESCO Africa Department Staff of UNESCO National Commissions Staff of UNESCO Field Offices Staff of African Union Commission and Staff of RECs Staff from relevant Sector Ministries of beneficiary member states
	What has been the progress in reaching the objectives outlined in the OSPA (including both the perception around facilitating activities, but also enhancing their quality; encourage information sharing (ex: between FO and HQ)? Has progress reached been linked to the existence of the OSPA?	Literature Review, and Key Informant Interviews, potentially also the collection of Most Significant Change stories that may highlight these criteria.	OSPA Programme reports OSPA Programme monitoring and evaluation reports OSPA Programme management staff Staff of UNESCO Africa Department Staff of UNESCO National Commissions Staff of UNESCO Field Offices Staff of African Union Commission Staff of relevant departs at RECs Staff from relevant Sector Ministries of beneficiary member states

	Question	Data collection tool	Sources of Data
Effectiveness Relevance	Are there opportunities which could be better capitalized upon in the future to strengthen the implementation of the OSPA?	Key informant interviews, and Survey	Staff of UNESCO Africa Department Staff of UNESCO National Commissions, Staff of UNESCO Field Office Staff at HQ PAX and sectors Staff of Line Ministries in Member states Permanent Delegations at UNESCO Headquarters Staff of African Union Commission and Staff of RECs
	To what extent have flagship programmes (those selected) contributed to progress in gender equality?	Literature review, Key informant interviews, and Survey	Evaluation reports, Partnership strategy documents Staff of UNESCO National Commissions, Staff of UNESCO Field Office Staff of Line Ministries in Member states Permanent Delegations at UNESCO Headquarters Staff of African Union Commission and Staff of RECs
	To what extent has the OSPA or the Flagship programmes been vehicles for cross-sector initiatives?	Literature review, Key informant interviews, and Survey	Evaluation reports, Partnership strategy documents Staff of UNESCO National Commissions, Staff of UNESCO Field Office Staff of Line Ministries in Member states Permanent Delegations at UNESCO Headquarters Staff of African Union Commission and Staff of RECs
	To what extent have the Flagship Programmes introduced innovative elements to reach objectives?	Literature review, Key informant interviews, and Most significant Change stories	Evaluation reports, Partnership strategy documents Staff of UNESCO National Commissions, Staff of UNESCO Field Office Staff of Line Ministries in Member states Permanent Delegations at UNESCO Headquarters Staff of African Union Commission and Staff of RECs

	Question	Data collection tool	Sources of Data
Effectiveness/Relevance	To what extent have sufficient human and financial resources been decentralized and directed at Priority Africa? What are the trends in comparison to the resources for Africa detailed in the IOS 2012 evaluation?	Literature review, Key informant interviews	Evaluation Reports Budgets and Financial reports Staff of UNESCO Africa Department Staff at HQ PAX and sectors Staff of UNESCO National Commissions, Staff of UNESCO Field Office Staff of Line Ministries in Member states Permanent Delegations at UNESCO Headquarters Staff of African Union Commission and Staff of RECs
	What measures/mechanisms have been put in place to raise extrabudgetary resources (i) roles of HQ- Programme Sectors and PAX/ FO Directors? – and ii) how successful?	Literature review, Key informant interviews	PAX, and Field Office staff, Human resources.
	To what extent is the current division of roles and responsibilities between PAX, the Programme Sectors and the Field Offices been conducive to an efficient implementation of the OSPA?	Literature review, Key informant interviews	Evaluation Reports Budgets and Financial reports Staff of UNESCO Africa Department Staff at HQ PAX and sectors Staff of UNESCO National Commissions, Staff of UNESCO Field Office Staff of Line Ministries in Member states Permanent Delegations at UNESCO Headquarters Staff of African Union Commission and Staff of RECs
Impact and sustainability⁶⁴	Are there concrete examples of OSPA flagship programmes or activities that have contributed to longer-term changes?	Literature review Key informant interviews, and survey, Most Significant Change stories	Evaluation reports OSPA flagship programmes progress reports Staff of UNESCO Africa Department Staff of UNESCO National Commissions, Staff of UNESCO Field Office Staff of Line Ministries in Member states Staff of African Union Commission and Staff of RECs

⁶⁴ In order to reduce duplication these questions are not addressed in a section of their own, but rather in relevant locations throughout the report.

Annex E - Flagship programmes and respective objectives

Flagship Program	Objectives
1. Promoting a culture of peace and nonviolence;	<ul style="list-style-type: none"> • Address the causes and increase the capacity of peaceful resolution of conflicts; • Promote values and traditional endogenous practices of the culture of peace, specifically involving women and young people on a daily basis.
2. Strengthening education systems for sustainable development in Africa: improving equity, quality and relevance;	<ul style="list-style-type: none"> • Improve the quality and relevance of education.
3. Harnessing STI and knowledge for the sustainable socio-economic development of Africa;	<ul style="list-style-type: none"> • Strengthen the policy framework for knowledge production and STI systems; • Increase institutional and human capacity to produce and disseminate knowledge; • Strengthen the capacities of African societies to monitor, make use of, and to critically assess knowledge and STI for development; • Encourage the participation of youth and especially women in ICTs as regards their use and application in the context of socio-economic development and STI activities and research and development; and to strengthen commercialization of the results of research and links between academia and industry.
4. Fostering science for the sustainable management of Africa's natural resources and disaster risk reduction;	<ul style="list-style-type: none"> • Strengthen Africa's scientific institutions and networks for the sustainable use and management of natural resources; • Increase resilience to disasters and to enhance preparedness through the development of early warning systems; • Improve Member States' governance in environmental management for better access and benefit-sharing of natural resources; • Create an enabling environment to develop green and blue economies and move up the natural resources processing value chain.
5. Harnessing the power of culture for sustainable development and peace in a context of regional integration;	<ul style="list-style-type: none"> • Culture (heritage in all its forms and contemporary creativity) is mainstreamed into public development policies; • Young people made aware of the values of the heritage and mobilized to protect and safeguard it.
6. Promoting an environment conducive to freedom of expression and media development.	<ul style="list-style-type: none"> • Improvements in the enabling environment for press freedom; • Strengthening the safety of journalists in Africa; • Strengthening capacities of media institutions and professionals in Africa; • Promoting and strengthening community media as enablers of the free flow of information for development.

Annex F - Alignment between Agenda 2063 and SDGs

Figure 1: Alignment between OSPA flagship programmes, Agenda 2063 and SDGs according to UNESCO

Mapping of UNESCO’s Contribution to the 2030 Agenda SDGs and to the African Union Agenda 2063 Goals(AU-2063) through the 2014-2017 Flagship Programmes of the Operational Strategy for Priority Africa

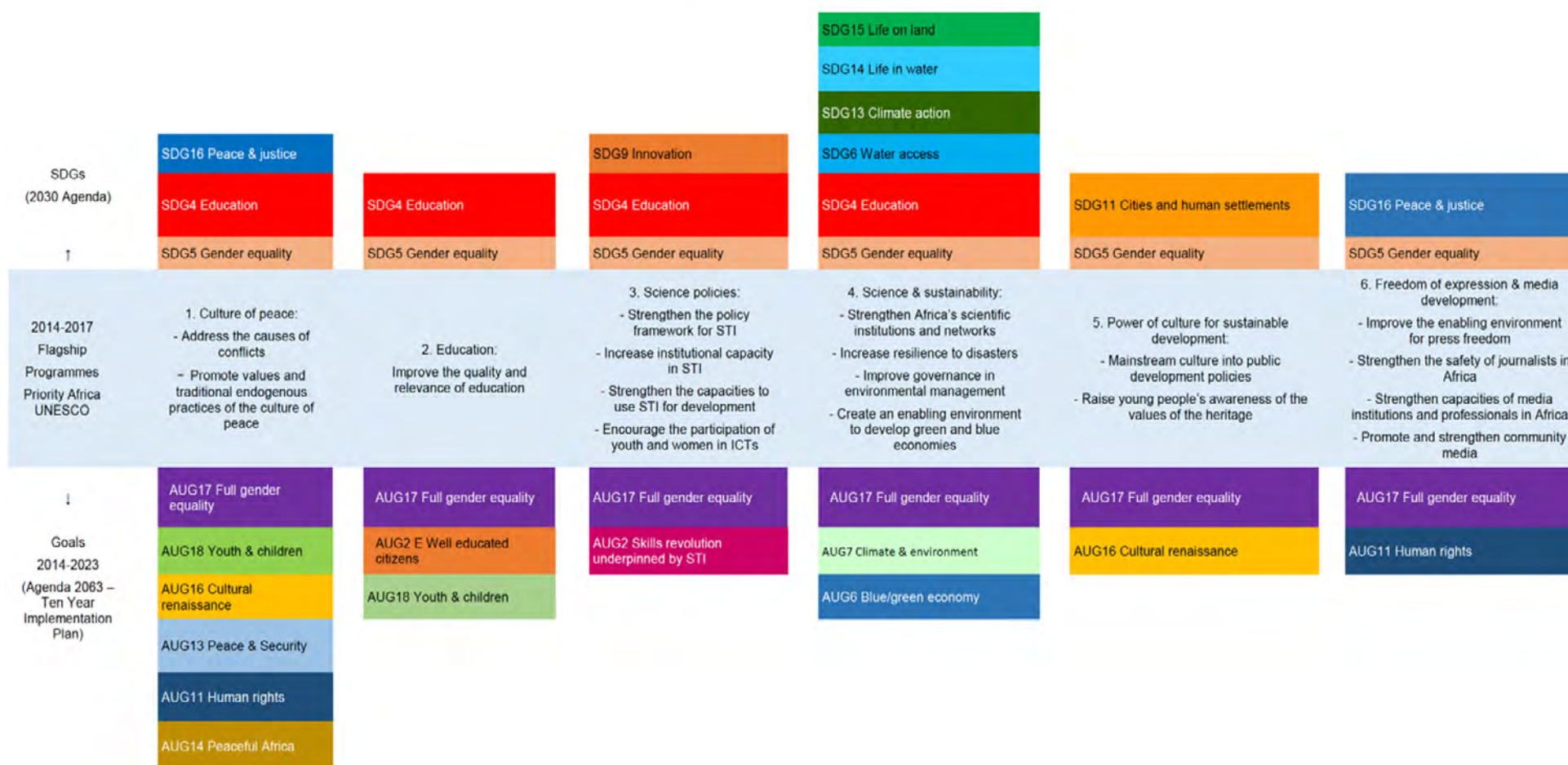


Figure 2: Alignment between Agenda 2063 and SDGs according to the African Union⁶⁵

Agenda 2063 Goals	Agenda 2063	SDGs in Agenda 2030
1. A high standard of living, quality of life and well-being for all citizens.	Incomes, jobs and decent work Poverty, inequality and hunger Social security and protection, including persons with disabilities Modern, affordable and liveable habitats and quality basic services	1. End poverty in all its forms everywhere in the world 2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture. 8. Promote sustained, inclusive and sustainable Economic growth, full and productive employment and decent work for all. 11. Make cities and human settlements inclusive, safe, resilient and sustainable.
2. Well educated citizens and skills revolution underpinned by science, technology and innovation.	Education and science, technology and innovation (STI) driven skills revolution	4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.
3. Healthy and well-nourished citizens.	Health and nutrition	3. Ensure healthy lives and promote well-being for all at all ages.
4. Transformed economies.	Sustainable and inclusive economic growth STI driven manufacturing, industrialization and value addition Economic diversification and resilience	8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all. 9. Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation.
5. Modern agriculture for increased productivity and production.	Agricultural productivity and production	2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture.
6. Blue/ocean economy for accelerated economic growth.	Marine resources and energy Port operations and marine transport	14. Conserve and sustainably use the oceans, seas and marine resources for sustainable development.
7. Environmentally sustainable and climate resilient economies and communities.	Bio-diversity, conservation and Sustainable natural resource management. Water security Climate resilience and natural disasters preparedness	6. Ensure availability and sustainable management of water and sanitation for all. 7. Ensure access to affordable, reliable, sustainable and modern energy for all. 13. Take urgent action to combat climate change and its impacts. 15. Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss.
8. A United Africa (Federal or Confederate).	Frameworks and institutions for a United Africa	
9. Continental financial and monetary institutions established and functional.	Financial and monetary institutions	
10. World class infrastructure criss-crosses Africa.	Communications and infrastructure connectivity.	9. Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation.
11. Democratic values, practices, universal principles of human rights, justice and the rule of law entrenched.	Democracy and good governance Human rights, justice and the rule of law	16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.

⁶⁵ Alignment between Agenda 2063 and the UN 2030 Agenda for Sustainable Development can be found at: <https://au.int/agenda2063/sdgs>

12. Capable institutions and transformative leadership in place.	Institutions and leadership Participatory development and local governance.	16.Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.
13. Peace, security and stability is preserved.	Maintenance and preservation of peace and security	16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.
14. A stable and peaceful Africa.	Literature review, Key informant interviews	
15. A fully functional and operational APSA	Fully operational and functional APSA all pillars	
16. African cultural renaissance is pre-eminent.	Values and ideals of Pan Africanism Cultural values and African Renaissance Cultural heritage, creative arts and businesses	
17. Full gender equality in all spheres of life.	Women and girls empowerment Violence and discrimination against women and girls	5.Achieve gender equality and empower all women and girls.
18. Engaged and empowered youth and children.	Youth empowerment and children's rights	4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all. 5. Achieve gender equality and empower all women and girls.
19. Africa as a major partner in global affairs and peaceful co-existence.	Africa's place in global affairs Partnerships	17. Strengthen the means of implementation and revitalize the global partnership for sustainable development.
20. Africa takes full responsibility for financing her development Goals.	African capital markets Fiscal systems and public sector revenue Development assistance	10. Reduce inequality within and among countries. 17.Strengthen the means of implementation and revitalize the global partnership for sustainable development.

i 'UNESCO. 200/EX/13.INF Aligning UNESCO Operational Strategy for Priority Africa with the 2030 Agenda for Sustainable development and the African Union Agenda 2063. Paris: UNESCO

Annex G - Interview protocols

Annex H - Survey questionnaires

Annex I - Survey results

Annex J - Evaluation team biodata

They are available upon request at ios@unesco.org



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