unesco

DIVISION OF INTERNAL OVERSIGHT SERVICES
Evaluation Office

Division of Internal Oversight Services

Evaluation of UNESCO's response to the Covid-19 pandemic

IOS/EVS/PI 208

March 2023

©Shutterstock

Commissioning office
UNESCO Division of Internal Oversight Services (IOS), Evaluation Office

Authors
Dr. Diane Bombart
Ms. Taipei Dlamini
Ms. Mariana Guedes Gamarra
Dr. Markus Palenberg (team lead)

Evaluation reference group members
Mr. Charaf Ahmimed, Senior Advisor (CAB)
Ms. Amita Vohra, Reform and Financial Advisor (CAB)
Ms. Astrid Gillet, Chief of Section, Executive Officer (ED)
Ms. Susan Schneegans, Programme Specialist, Executive Office (SC)
Mr. Juan Pablo Ramirez Miranda, Programme Specialist, Executive Office(SHS)
Ms. Maria Gropa, Programme Coordinator, Executive Office (CLT)
Mr. Guilherme Canela de Souza, Chief of Section, Section for Freedom of Expression and Safety of Journalists (CI)
Ms. Emilie Wagner, Field Coordination Officer, Coordination and Field Support Office (PAX)
Mr. Jean-Yves Le Saux, Director (BSP)
Ms. Caroline Siebold, Executive Officer, Strategic Coordination Office (BSP)
Ms. Xenia Yvinec, Head of Unit, Executive Office (IOC)

Evaluation period
February 2022 – March 2023

Report submission
March 2023

Cover picture
@ Shutterstock

Table of Contents

Acronyms 5

Abstract & Acknowledgements 6

Executive Summary 7

Management Response 9

1. Introduction 11

1.1. Motivation, purpose, intended users 11
1.2. Evaluation questions 12
1.3. Evaluation coverage and scope 12
1.4. Approach and methodology 13
1.5. Challenges and limitations 14
1.6. Structure of this report 14

2. The impact of the pandemic and UNESCO's response 15

2.1. New challenges and new initiatives 15
2.1.1 New challenges 15
2.1.2. New initiatives 17
2.2. Ensuring business continuity 24
2.2.1. Challenges to programme implementation 23
2.2.2. Challenges to UNESCO's governance and management 24
2.2.3. Changes made to programme implementation modalities 24
2.2.4. Changes in management and governance 25

3. Evaluation of UNESCO's response 28

3.1. Relevance 28
3.2. Effectiveness 36
3.2.1. Likely effectiveness of new response initiatives 37
3.2.2. Impact of the pandemic on the effectiveness of ongoing programme activities 40
3.3. Efficiency 44

4. Lessons learned and useful innovations 50

4.1. Key lessons learned 50
4.2. Key innovations 52

5. Conclusions 58

How has the pandemic impacted UNESCO? 58
How has UNESCO responded to the pandemic? 58
How relevant and (likely) effective was UNESCO's programmatic response? 58
How efficient was UNESCO's institutional response? 59
What are the most value-adding innovations UNESCO has developed as part of its response? To what degree and how should they be maintained? 59
How can UNESCO strengthen its resilience in view of future crises? 59

6. Recommendations 60

Annexes 63

Annex A. Terms of Reference 64
Annex B. Literature 76
Annex C. Persons interviewed 83
Annex D. Dakar field mission report (in French) 90
Annex E. Montevideo field mission report 100
Annex F. Timeline of Covid-19 related events and UNESCO response 107
Annex G. Selected response initiatives with a focus on Africa 114
Annex H. Mapping exercise analysis based on a representative random sample of 100 projects in SISTER 117
Annex I. Biodata of the evaluation team 120
Annex J. Evaluation frameworks and methods 121
Annex K. Template foro detailed analysis of programmatic and institutional dimensions 121
Annex L. Interview guide 121
Annex M. Member States' survey results 121

List of Figures, Tables and Boxes

Figure 1: Surveyed National Commissions indicated that pandemic had a significant impact on all fields of work relevant to UNESCO, especially in education and culture. 16

Figure 2: Timeline of global Covid-19 response initiatives launched at UNESCO in 2020-2021. 17

Figure 3: Most of UNESCO's programmatic responses to Covid-19 were launched in the first months of the pandemic 20

Figure 4: Governing bodies at UNESCO adapted to Covid-19 containment measures in France 27

Figure 5: National Commissions' perceived relevance of 15 pre-selected flagship responses to Covid-19 from UNESCO's five Programmatic Sectors 31

Figure 6: The Education and Communication and Information Sectors attracted a larger share of extra-budgetary resources during the pandemic. Looking more closely at those specifically dedicated to UNESCO's response to Covid-19, 2 in 3 USD mobilized were allocated to education, while barely any were spent on the sciences 37

Figure 7: During the pandemic, UNESCO disposed of significantly more in handvoluntary contributions than planned (in Mio. USD). 41

Figure 8: The achievement of more than half of UNESCO's expected results was affected by the following Covid-19-related issues. 42

Figure 9: Core elements of Organizational Resilience 47

Figure 10: Chronologie des évènements majeurs liés à la pandémie de Covid-19 au Sénégal entre 2020 et 2022 90

Table 1: Evaluation questions and purposes 12

Table 2: UNESCO launched media campaigns, including on social media, to disseminate messages related to the Covid-19 pandemic. 21

Table 3: Examples of local and regional initiatives from the UNESCO offices in Dakar and Montevideo 23

Table 4: Global ministerial meetings were held in the first two months of the pandemic 32

Table 5: SWOT analysis of virtual modalities. 51

Table 6: SWOT analysis of online consultations 53

Table 7: SWOT analysis of blended online formats 53

Table 8: SWOT analysis of the Global Education Coalition 54

Table 9: SWOT analysis of agile teams 54

Table 10: SWOT analysis of the teleworking practice 55

Table 11: SWOT analysis of virtual corporate governance sessions 55

Table 12: SWOT analysis of the simplification and digitalization of administrative procedures 56

Box 1. Brief presentation of the Global Education Coalition 22

Box 2. Illustration of implementation issues in the case of a disaster risk reduction project in the Gambia. 43

Acronyms

ADM	UNESCO's Sector for Administration and Management
CCI	Cultural and Creative Industry
CILAC	Latin American and Caribbean Open Science Forum
CI	UNESCO's Communication and Information Sector
CLT	UNESCO's Culture Sector
COMEST	World Commission on the Ethics of Scientific Knowledge and Technology
DRR	Disaster risk reduction
DBS	UNESCO's Bureau for Digital Business Solutions
ECOWAS	Economic Community of Western African States
ED	UNESCO's Education Sector
GEC	Global Education Coalition
HRM	UNESCO's Bureau of Human Resource Management
IBC	International Bioethics Committee
ICT	Information and Communication Technologies
ICTP	International Centre for Theoretical Physics
IHP	Intergovernmental Hydrological Programme
ILO	International Labour Organization
IOC	Intergovernmental Oceanographic Commission of UNESCO
IOS	UNESCO's Division for Internal Oversight Services
ITU	International Telecommunication Union
LAC	Latin America and the Caribbean
LDCs	Least Developed Countries
MOOC	Massive Open Online Course
MPTF	Multi-Partner Trust Fund
OECD	Organization of Economic Co-operation and Development
OEI	Organization of the Ibero-American States
OPDs	Organizations of Persons with Disabilities
PAX	UNESCO's Priority Africa and External Relations Sector
SC	UNESCO's Natural Sciences Sector
SEGIB	Ibero-American General Secretariat
SERPs	Socio-Economic Response and Recovery Plans
SHS	UNESCO's Social and Human Sciences Sector
SIDS	Small Island Developing States
TVET	Technical and Vocational Education and Training
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
WHO	World Health Organization
YAR	Youth As Researchers Initiative

Abstract & Acknowledgements

Abstract

This evaluation report summarises the findings of a comprehensive evaluation on how UNESCO has adapted and responded to the Covid-19 pandemic. It describes and assesses the relevance and effectiveness of UNESCO's programmatic response across all of its Sectors, and reviews how efficiently the Organization adapted itself to ensure business continuity during the pandemic. With an overall focus on learning, the evaluation identified a series of lessons and useful innovations made during the pandemic. The report's five recommendations aim to guide UNESCO towards sustaining useful innovations and further increasing the crisis resilience of its operations and programme.

Acknowledgements

The IOS Evaluation Office would like to acknowledge and thank all who participated in and contributed to the evaluation. The evaluation was managed by Ms. Claudia Ibarguen, Head of Evaluation, and supported by Ms. Taipei Dlamini, Evaluation Specialist, and Ms. Mariana Guedes Gamarra, Consultant at the IOS Evaluation Office. The external evaluation team was composed of Dr Markus Palenberg, the team leader of the evaluation, and Dr Diane Bombart, senior evaluator. The IOS Evaluation Office was responsible for the conduct and the overall quality assurance of the evaluation process and deliverables.

The evaluation team would like to thank the members of the Evaluation Reference Group for accompanying the evaluation team and providing invaluable guidance and inputs, and all the interviewees who made themselves available to collaborate in this exercise. Particular thanks go also to the Directors of UNESCO's Offices in Montevideo and Dakar, Mr. Ernesto Fernandez Polcuch and Mr. Dimitri Sanga, as well as their staff, namely Ms. Zelmira May and Mr. Michel Kenmoe, for their support in conducting the country-level consultations during the evaluation field missions.

Bernardin Assiene
Director of UNESCO's Division of Internal Oversight Services

Executive Summary

1. This evaluation report summarises the findings of a comprehensive evaluation on how UNESCO has adapted and responded to the Covid-19 pandemic.
2. **Introduction.** Since it emerged in late 2019, the Covid-19 pandemic has disrupted lives, livelihoods, and prospects for billions of people worldwide. Apart from representing one of humanity's most significant health crises, the pandemic affected almost all aspects of human development on the planet. It impacted UNESCO's programmatic work, its staff, and how the Organization is governed and managed.
3. In the face of these challenges, UNESCO mounted a comprehensive response. The disruption of programmes, governance and management required urgent fixing but also triggered innovation. New initiatives, implementation modalities, partners, and management approaches were tried out. Importantly, some changes were considered genuine improvements — useful also beyond the pandemic. But more needs to be understood about what type of response had worked and why, and what programmatic and institutional changes should be maintained.
4. The present evaluation serves this purpose. It takes stock and reflects on UNESCO's response to the Covid-19 pandemic. It identifies good practices to be maintained, replicated or upscaled, and areas needing improvement.
5. **Evaluation questions, scope, and audience.** To do this, the evaluation *describes* how UNESCO has responded and adapted to the pandemic, *assesses* how well UNESCO has responded, and *learns* from experiences made. Following this logic, it provides answers to six evaluation questions:

Purposes	Evaluation questions
Summarise what has happened	• How has the pandemic impacted UNESCO? • How has UNESCO responded to the pandemic?
Assess how well UNESCO has responded	• How relevant and (likely) effective was UNESCO's programmatic response? • How efficient was UNESCO's institutional response?
Learn from experiences made	• What are the most value-adding innovations UNESCO has developed as part of its response? To what degree and how should they be maintained? • How can UNESCO strengthen its resilience in view of future crises?

6. The evaluation focuses on the biennium 2020-21. This covers UNESCO's immediate response from early to mid-2020, and the protracted response for the subsequent 1.5 years that followed. Where useful and feasible, selected events in 2022 were also included.
7. The evaluation covers UNESCO's programmatic response across the five Main Programmes and the Intergovernmental Oceanographic Commission (IOC). It also covers how UNESCO responded to the pandemic as an institution.
8. The evaluation is presented to the UNESCO Executive Board in its 216th session in spring of 2023. Its primary users are UNESCO senior management in headquarters and field offices and UNESCO donors and Member States.
9. **Approach and methodology.** The evaluation's primary focus was on in-depth understanding and learning, rather than on covering UNESCO's pandemic response in every detail. Mixed methods were used: the team interviewed 177 people: 90 in headquarters, 41 during two field office visits (Dakar and Montevideo), and 46 external stakeholders. In addition, a comprehensive desk review was conducted, and UNESCO National Commissions were surveyed (24% response rate). The evaluation was conducted in a participatory manner and paid specific attention to adequately covering pandemic-induced inequalities - including related to gender – and aspects related to vulnerable groups in its interviews and findings.
10. **Findings on programme relevance**. The evaluation team found UNESCO's response to the Covid-19 pandemic to be highly relevant. All reviewed response activities consistently addressed important challenges caused by the pandemic, and some were globally exceptional in terms of their relevance. The pandemic also highlighted the overall relevance of UNESCO for enhancing the crisis resilience of societies. In its response, UNESCO also recognised and reacted to how the pandemic exacerbated inequalities – notably regarding gender – and risks to vulnerable groups. UNESCO's Global Priority Africa remained well embedded in UNESCO programmes during the pandemic, but low digital connectivity in many countries of the continent represented a central challenge. UNESCO's response was usually well-coordinated with that of other actors.

11. **Findings on programme effectiveness.** UNESCO quickly implemented a comprehensive and multi-faceted response to the Covid-19 pandemic. The Organization successfully mobilised additional pandemic response funds in 2020-21, although not for all Sectors. Several response initiatives potentially contributed to significant positive change, for example ministerial meetings, initiatives collecting, analysing, and publishing pandemic-related data and information, and flagship reports and frameworks. The Global Education Coalition successfully and effectively mobilised collective action with the private sector (but lacks more structure going forward). However, other response initiatives, for example webinars, video testimonials, and projects providing technical equipment oftentimes had a rather limited reach which restricts their potential effectiveness.
12. While UNESCO's ongoing programmatic work in 2020-21 remained adequately funded, it was significantly impacted by pandemic-related delays and cancellations. Most programme activities moved online, with mixed consequences for their effectiveness. Overall, this likely reduced the degree to which UNESCO's Main Programmes were able to achieve their strategic objectives and expected results in the 2020-21 biennium.
13. **Findings on institutional efficiency**. UNESCO successfully ensured business continuity during the pandemic. Options for online sessions of the Executive Board and the General Conference were established within a few months' time (which is reasonably efficient recognising that UNESCO'S Executive Board is the largest among UN agencies). UNESCO's management provided the necessary leadership and coordination during the pandemic, and administrative procedures, IT and risk management were swiftly updated.
14. Staff resilience and entrepreneurship enabled the organization's performance during the pandemic. However, unanticipated lockdowns, uneven staff capacity to work from home, and at times higher and more complex workloads impacted staff and may have eroded staff resilience since the pandemic began in early 2020.
15. **Key lessons and innovations**. Many lessons and useful innovations emerged during the pandemic. Across Sectors, the main lessons learned were that:
    - UNESCO is resilient because of its capacity to adapt.
    - Crises remain unpredictable and their consequences difficult to anticipate.
    - Apart from challenges, crises represent an opportunity for UNESCO to make a difference and demonstrate its relevance to Member States and partners.
    - Virtual modalities have significant strengths and weaknesses that can be understood and managed strategically.
    - Crisis response initiatives have most potential if they build on UNESCO's comparative advantage and possess a convincing impact logic.
16. Among the most important programmatic innovations worth maintaining also after the Covid-19 pandemic were online consultations, innovative blended online formats such as the 2021 CILAC forum, and the Global Education Coalition. Institutionally, agile teams, teleworking, virtual Executive Board sessions and several simplifications and digitalisations of administrative procedures were among the most useful innovations.
17. On a more conceptual level, UNESCO also developed new conceptual framings during the pandemic. These were aimed at orienting its initiatives and the global discourse towards strengthened resilience to the current but also future crises. Through redefinition, reconceptualization, and the identification and framing of new important issues, UNESCO extends and deepens its relevance in its function laboratory of ideas in a post-pandemic world.
18. Additional, more detailed, and Sector-specific findings, lessons and innovations were shared informally with each Sector for information and to inform learning.
19. **Recommendations**. Based on this body of evidence, the evaluation team issued five recommendations:
    - Sustain useful change — avoid "bouncing back" entirely.
    - Continue using relevant virtual formats in UNESCO programmes but take additional measures to ensure their effectiveness.
    - Further strengthen the Global Education Coalition as a sustainable multi-stakeholder partnership initiative.
    - Maintain administrative simplifications adopted during the Covid-19 pandemic.
    - Take additional measures to safeguard staff productivity and wellbeing.

Management Response

Recommendations	Management response
Recommendation 1: Sustain useful change — avoid "bouncing back" entirely *Addressed to:* UNESCO Senior Management and staff in general	**Accepted** (No management response required)
Programmatic response	
Recommendation 2: Continue using relevant virtual formats in UNESCO programmes but take additional measures to ensure their effectiveness. *Addressed to:* Programme Sectors and IOC, with the support of relevant central services. *Implement by:* December 2023	**Accepted** **Education Sector:** The Education Sector is committed to maintain the use of online modalities in a balanced way in order to ensure relevant and accessible participation of key stakeholders (internal and external). The Sector is following UNESCO's corporate guidance in this regard and has also developed internal guidelines for the use of online modalities through its Knowledge Management Service. Through its internal weekly email alerts addressed to all ED staff, the sector provides visibility on upcoming events, including online, and shares video-recordings and outcomes of meetings, so that staff can be informed and have access to relevant information, without required participation. The Sector will continue to ensure that events are tailored according to needs and expected outcomes, and choose carefully the need for online, hybrid or in person meetings. **Natural Sciences Sector:** SC's overall management response to the evaluation is positive and SC will follow up Recommendation 2 both within the Secretariat at headquarters and in UNESCO field offices within the purview of their responsibilities. SC plans to continue using virtual formats, along with hybrid and physical formats, to deliver projects and programmes. These virtual formats will take various forms, including webinars and training courses. Steps will be to taken to incorporate a brief analysis of the intended immediate results in the design of virtual activities and report on the extent to which the outcome of each activity has lived up to expectations. This information may be compiled on an annual basis, in order to pool lessons learned. Greater effort will also be made to match inexperienced colleagues to more "online-savvy" colleagues in order to support staff in effectively designing and implementing virtual formats. **Intergovernmental Oceanographic Commission:** A balanced approach will be applied to in-person and online meeting formats, seeking regular feedback from participants to optimize effectiveness and impact. Already developed best practices will be applied including sharing of documents and PPTs ahead of meetings, ensuring a balanced regional/gender representation of Member States both onsite and online, and ensuring that policy related matters are dealt with mainly at presential meetings. **Social and Human Sciences Sector:** While in-person participation and face-to-face events generate impact and networking opportunities that cannot be fully replaced by hybrid or remote modalities, SHS considers that virtual formats represent a useful complement to in-person gatherings. As a matter of fact, after the evaluation period, SHS has continued to operate effectively despite its limited resources by leveraging digital technologies to deliver on its mandate with impact. For example, following the adoption of the UNESCO Recommendation on the Ethics of Artificial Intelligence in November 2021, the development of associated monitoring tools, such as the readiness assessment methodology, was achieved through working with experts connected remotely from around the world. In addition, there are many high-level events and other fora where SHS would not have been present without the ability to connect remotely or send video messages. At the same time, SHS has been successful in getting high-level partners to participate in several events through remote participation. Remote participation modalities have also allowed participants and panelists who could not travel to attend and participate in the events, thus fostering inclusiveness and allowing for more flexibility.

Programmatic response	
	Culture Sector: CLT recognises the importance of further engaging in a results-based approach to online formats to ensure full inclusion and effectiveness. CLT will ensure to engage with ADM to remain updated on the most appropriate technologies/formats and to contribute to the house-wide evaluation of the use of such tools.
	Communication and Information Sector: During COVID19, CI Sector engagement with our beneficiaries using virtual platforms – particularly for MOOCs – involved more than 30,000 individuals from 150 countries. The sector will continue and amplify the use of these tools, implementing lessons learnt from the recommendations offered by the users after their engagement with these virtual formats, particularly the recommendation to engage these stakeholders in the early stages of developing new MOOCs, webinars and other virtual tools.
Recommendation 3: Further strengthen the Global Education Coalition as a sustainable multi-stakeholder partnership initiative. *Addressed to:* ED's Executive Office *Implement by:* December 2023	**Accepted** The Global Education Coalition will continue to foster partnerships and cross-fertilize resources for learning recovery, resilience, and progress towards SDG 4. In order to further strengthen its impact, the Secretariat will conduct a review of other global partnership programmes with a view to apply relevant best practices and principles in the functioning and operation of the GEC. This will also involve discussions with relevant UNESCO central services, as well consultations with active GEC members.
Administrative response	
Recommendation 4: Maintain administrative simplifications adopted during the Covid-19 pandemic *Addressed to:* ADM's Executive Office *Implement by:* December 2023	**Accepted** The Executive Office accepts the recommendations, for which some action points have already being embedded in the permanent rules, regulations, and guidelines of the Organization through modifications in the Administrative Manual. These measures relate to enhancements of digital and paperless workflows and validation circuits, as well as on flexible (but transparent and secure) procurement procedures. It is to be noted also that the introduction of Telework and related flexible working arrangements also imply the need for updated work-related procedures and guidelines.
Recommendation 5: Take additional measures to safeguard staff productivity and wellbeing *Addressed to:* HRM *Implement by:* December 2024	**Accepted** During a crisis, a crisis management team is formed at senior level and carries out analysis and contingency planning taking into account a wider set of variables related to the crisis, these "measures" therefore should be in a wider context then solely Human Resources, as set in the UNESCO ORMS Policy (Organizational Resilience Management Policy). Wellbeing is an integral part of this Policy. Additionally, these issues are also integrated in the new Human Resource Strategy for 2023-2027 "Adapting for the future by improving the agility and flexibility of the Organization" This Strategy includes learning & development initiatives such as People Management programme, the Mentoring Programme, specific workshops on topics such as work-life balance in a hybrid world and managing remote teams. All these elements are major components of the employee wellbeing framework and the Occupational Health and Safety (OHS) methodology, currently under review by a dedicated HCLM Task Force, in which UNESCO actively collaborates. With regard to deadline for implementation: the related (on-going and proposed) actions span over the lifecycle of the HR Strategy 2023-2027.

1. Introduction

20. This evaluation report summarises the findings of a comprehensive evaluation on how UNESCO adapted and responded to the Covid-19 pandemic.

1.1. Motivation, purpose, intended users

21. In late 2019, an unknown virus — later to be dubbed the SARS-Cov-2 virus (also known as the Coronavirus or the Covid-19 virus) — was identified in the city of Wuhan in China and started spreading into other countries over the next months. On January 30, 2020, the World Health Organization (WHO) declared the Covid-19 disease a public health emergency of international concern. As the number of cases rose significantly worldwide, the WHO characterised the spread of the virus as a pandemic on March 11, 2020. China and Italy announced country-wide lockdowns in February 2020. Several countries across the world followed, imposing lockdowns and severe travel and contact restrictions at different points in time, and with varying lengths.

22. By the time this report was finalised in January 2023, 663 million people had been infected with the Covid-19 virus, leading to over 6.7 million recorded deaths.[1] The pandemic also disrupted lives, livelihoods, and prospects for billions of people worldwide. Apart from representing one of humanity's most significant health crises, the pandemic affected almost all aspects of human development on the planet. It reversed years of gains in the reduction and alleviation of poverty and undermined progress towards the goals of the UN 2030 Agenda for Sustainable Development.

23. The pandemic impacted UNESCO's programmatic work across all its Sectors — Education, Natural Sciences, Social and Human Sciences, Culture, and Communication and Information — and the Intergovernmental Oceanographic Commission (IOC). In contrast to geographically more localised crises, the Covid-19 pandemic also affected UNESCO staff in all field offices and in headquarters, it disrupted programme implementation, and it impacted how the Organization governed and managed itself.

24. To address the new challenges faced by Member States during the pandemic, UNESCO spearheaded a broad set of new initiatives in all Sectors. Because of lockdowns, social distancing and travel restrictions, UNESCO, like other international organizations, had to adapt its working methods, its corporate governance, and how it managed itself.

25. This comprehensive and multi-faceted response to the pandemic was both reactive (adapting ongoing activities to operational challenges caused by the pandemic) and proactive (anticipating challenges in the sectors served by the Organization). The disruption of programmes, governance and management required urgent fixing but also triggered innovation. New implementation modalities, initiatives, partners and management approaches were tested. Some changes were considered genuine improvements — useful beyond the pandemic. But more needs to be understood about what type of response worked, when and why, and what programmatic and institutional changes should be maintained. Such lessons are also relevant to inform and strengthen UNESCO's crisis response and preparedness capacities.

26. The present evaluation serves this purpose. It takes stock and reflects on UNESCO's response to the Covid-19 pandemic. It determines which responses worked well, which did less so, and why. It also identifies good practices to be maintained, replicated or upscaled, and areas needing further improvement.

27. To do this, the evaluation:
    - ***Describes*** how UNESCO has responded and adapted to the pandemic,
    - ***Assesses*** how well UNESCO has responded, and
    - ***Learns*** from experiences made during the pandemic.

28. The evaluation is presented to the UNESCO Executive Board in its 216th session in spring of 2023. Its primary users are UNESCO senior management in headquarters and field offices and UNESCO donors and Member States. In addition, the evaluation also serves to inform general UNESCO staff, UNESCO partners, other UN organizations, and the general public with interest in the subject.

1 WHO, WHO Coronavirus (Covid-19) Dashboard, consulted on 17 January 2023. Please see: https://Covid19.who.int/table

1.2. Evaluation questions

29. The evaluation provides answers to six overarching evaluation questions (Table 1).

Table 1: Evaluation questions and purposes

Purposes	Evaluation questions
Summarise what has happened	• How has the pandemic impacted UNESCO? • How has UNESCO responded to the pandemic?
Assess how well UNESCO has responded	• How relevant and (likely) effective was UNESCO's programmatic response? • How efficient was UNESCO's institutional response?
Learn from experiences	• What are the most value-adding innovations UNESCO has developed as part of its response? To what degree and how should they be maintained? • How can UNESCO strengthen its resilience in view of future crises?

Source: Inception Report of the present evaluation.

1.3. Evaluation coverage and scope

30. The evaluation focuses on two main dimensions:
    a. The **programmatic response** of the Organization — i.e. how UNESCO developed, tailored and adapted its projects and programmes to support Member States and partners in overcoming the disruptions brought about by the Covid-19 pandemic in the areas of its work; and
    b. The **institutional response** of the Organization — i.e. how UNESCO itself shifted its working methods and adapted its administrative processes to ensure business continuity.

31. As regards the first dimension, the evaluation covers the programmatic response of the Intergovernmental Oceanographic Commission (IOC) and UNESCO's five Main Programmes, referred to as "Sectors" throughout this report:
    - Education (ED);
    - Natural Sciences (SC);
    - Social and Human Sciences (SHS);
    - Culture (CLT); and
    - Communication and Information (CI).

32. The evaluation does not seek to assess UNESCO's performance during the pandemic against that of other international organisations and other development actors. Rather, it focuses on assessing the extent to which UNESCO was able to and continued delivering its mandate based on its own objectives as embedded in the Programme and Budget for 2020-21 (40C/5) and other relevant UNESCO strategic documents. The evaluation therefore focuses on assessing the relevance and effectiveness of UNESCO's work against its own existing objectives. The evaluation also seeks to assess the coherence of UNESCO's overall response to the pandemic.

33. In addressing the second dimension, the evaluation covers how UNESCO responded to the pandemic as an institution, thereby addressing the evaluation criterion of efficiency. Part of the institutional response are changes to UNESCO's corporate governance by Member States, and how the institution organised and managed itself, including the management of staff and financial resources.

34. Because the pandemic affected all programmes and functions, not all response activities could be investigated in detail. Rather, reflecting the evaluation focus on learning, the evaluation team assessed the most prominent response initiatives in more depth.

35. Timewise, the evaluation focuses on the period 2020-2021. This includes UNESCO's immediate response from early to mid-2020, and the protracted response for the 1.5 years that followed. Where useful and feasible, selected events in 2022 were also covered. Nevertheless, the two-year period that spans this evaluation is still relatively short to identify clear measures of impact of UNESCO activities initiated in early 2020. For this reason, the evaluation does not specifically address the evaluation criterion of impact. That of sustainability is however addressed through the identification of key lessons learned and useful innovations, namely measures to be maintained, modified or introduced for UNESCO to be better prepared for future crises.

1.4. Approach and methodology

36. The evaluation was conducted from March 2022 to January 2023. An Evaluation Reference Group was formed to advise, guide, and support the evaluation. The reference group's members represented the Sectors of Education, Natural Sciences, Social and Human Sciences, Culture, Communication and Information, IOC, the Cabinet of the Director General, the Priority Africa and External Relations Sector, and the Bureau of Strategic Planning.

37. The evaluation was conducted in a participatory manner. Emerging hypotheses and findings were discussed as part of later-stage interviews and early findings for each Sector Programme were shared in writing with the respective Reference Group Members for their feedback as a basis for the present evaluation report. The evaluation paid specific attention to adequately covering pandemic-induced inequalities — including those related to gender — and aspects related to vulnerable groups in its interviews and findings. The key findings, lessons learned and preliminary recommendations for this evaluation were also presented to the reference group in a validation workshop in February 2023 in view of discussing the key findings and finetuning the recommendations.

38. The evaluation team used a mixed methods approach based among other on interviews, desk review, field visits and an online survey to collect and analyse evidence to answer the six evaluation questions:

    - Overall, 177 people were interviewed for this evaluation process. Most (127) (131) were UNESCO staff: 90 in headquarters, and 41 in field offices. In addition, 46 external stakeholders were interviewed. The interviewees represented all divisions within each Sector in order to ensure broad coverage of UNESCO's programmatic areas of work. 25 interviewees spanning various sections in the key central services at headquarters further provided insights into the administrative dimension of the evaluation. The interview pool was gender-balanced with 53% of interviewees being women (94 people). Interviewed persons are listed in Annex C. A sample interview guide is provided in Annex L.
    - A comprehensive desk review was conducted. The most important documents are directly referenced in the report and listed in Annex B.
    - The team conducted field visits to the Dakar and Montevideo field offices in July and September 2022. These destinations were selected in consultation with the Evaluation Reference Group. The visits were designed to obtain an in-depth understanding of how the offices had been impacted and to illustrate UNESCO's pandemic response at the country level. Mission reports are provided in Annexes D and E. The evaluation team also visited UNESCO's Paris headquarters twice: in June 2022 to conduct inception interviews and in December 2022 for an emerging findings workshop.
    - An online survey was conducted with UNESCO National Commissions (Annex M). The survey was disseminated to all 204 National Commissions of UNESCO Member States and Associated Members. 54 responses from 48 Member States were received, representing a 24% response rate.[2]
    - The evaluation team retrieved project and financial databases and put together timelines to analyse and illustrate UNESCO's pandemic response over time (Annexes F, G and H).

39. For **synthesis and sense-making**, the evaluation team first collected and assessed information separately along each of UNESCO's five Sectors, IOC, the two Global Priorities (Africa and Gender Equality), and along key institutional functions.[3] This analysis was based on detailed analysis templates (Annex K). This approach allowed for a sufficient level of detail for each dimension and function and ensured that evidence was structured in a way that allowed straightforward synthesis of overall findings across UNESCO's different programmatic dimensions and institutional functions. This detailed "bottom-up" analysis was complemented by more aggregate "top-down" and cross-sectoral evidence obtained through high-level interviews, desk review, and the Member States' survey.

2 Multiple responses from one Member State were weighted for quantitative questions so that each responding Member State was equally represented. Survey results are summarised in Annex M.

3 See the evaluation framework in Annex E for details.

1.5. Challenges and limitations

40. The evaluation was largely implemented as planned. Despite the ongoing Covid-19 pandemic, the team had sufficient access to people and information and the visits to field offices and headquarters took place as planned.

41. **Large scope.** The scope of the evaluation was considerable: it covered all UNESCO programmes and institutional functions. The evaluation team managed this large scope by designing the evaluation with learning as its primary focus, in line with the Terms of Reference for this evaluation (Annex A). This design implied that, rather than attempting to cover each element related to UNESCO's pandemic response, the team focused on reviewing and learning from the most prominent and innovative initiatives. Similarly, besides the Montevideo and Dakar Offices, information from other field offices is only covered through the team's overall review of documents. The programmatic response of Category I Institutes was covered in the broader work of Sectors.

42. **Little information on results beyond outputs.** The most important challenge for the evaluation was related to the assessment of effectiveness. Overall, available project and programme reporting did not allow for a rigorous and systematic assessment of results or, more specifically: i) what outcomes UNESCO's response activities contributed to and ii) how outcomes of ongoing programmes were impacted by delays, cancellations, and changed programme implementation modalities. Furthermore, longer-term results associated with UNESCO programmes may not have yet materialised when the evaluation was undertaken.

43. The team addressed this caveat by clearly indicating the limitations of what could be said about the effectiveness of UNESCO's response. In some instances, relevant additional information could be collected directly from staff or from the internet, for example about the number of participants, visitors, downloads, or views of particular response initiatives. The evaluation team then used logical causal arguments to argue its findings on *potential* or *likely* effectiveness.

44. **Limited consultation of external stakeholders.** The evaluation focused on the experiences of UNESCO staff. This reflected the evaluation's priority focus on what UNESCO could learn from the pandemic. Accordingly, the team considered the limited degree to which outside perspectives on UNESCO's pandemic response were reflected in the body of evidence when formulating its findings, conclusions and recommendations.

45. **Varied representation of UNESCO staff amongst interviewees.** The evaluation team interviewed more staff at headquarters than in the field (2:1 ratio overall) to discuss global-level, strategic programming decisions and consult administrative personnel stationed in Paris only. The evaluation nevertheless incorporated the broader perspective of all UNESCO staff – regardless of their grade and duty station – by extensively reviewing progress reports and several house-wide surveys distributed by the Division for Internal Oversight Services (IOS) and the Sector for Administration and Management (ADM) during the pandemic. These enabled to capture the opinions of all staff, including issues specific to the field.

1.6. Structure of this report

46. **The report has six chapters.** After this introduction, Chapter 2 summarises how UNESCO responded to the pandemic and the drivers behind the different types of response activities. Chapter 3 reviews the evaluation team's findings on how UNESCO has responded to the pandemic. Chapter 4 highlights lessons learned, and key innovations made during the pandemic. Chapter 5 concludes with summary answers to the six evaluation questions, and Chapter 6 presents the recommendations to UNESCO. Additional information is provided in annexes to this report.

2. The impact of the pandemic and UNESCO's response

47. This chapter summarises UNESCO's comprehensive and multi-faceted response to the Covid-19 pandemic. The information provided is descriptive. It serves to document how the pandemic impacted UNESCO and how the Organization responded, addressing the first two evaluation questions.[4] This is done in two sections: the first section does this from a development perspective for UNESCO Sectors. The second section focuses on how UNESCO dealt with challenges to programme implementation, governance, management and staff.

2.1. New challenges and new initiatives

2.1.1. New challenges

48. The Covid-19 pandemic impacted programming and the work of every UNESCO Sector. The following is a summary of some of these overarching impacts along UNESCO's Sectors.

49. **Education.** The pandemic led to an unprecedented global disruption to education, with significant multi-sector consequences. About 1.6 billion learners[5] and 63 million teachers[6] were affected by extended school closures and limited access to online learning opportunities due to poor connectivity, lack of equipment or limited knowledge of and capacity in Information and Communications Technology (ICT). This caused large-scale learning losses and widened the digital gap in education. In early 2022, two in five learners continued to experience significant disruptions to their education.[7] Younger and more marginalized children were often missing out the most. While nearly every country in the world offered remote learning opportunities, they could not replace in-person learning, their quality and reach varied greatly. The longer-term consequences of school closures go beyond learning loss and its impact on life-long earnings. They also affect, for example, safety, health, nutrition, and overall wellbeing of children.

50. **Natural Sciences.** Key scientific events with importance for UNESCO's Natural Sciences Programme had to be postponed, for example the 9th World Water Forum in Dakar, Senegal, and the UN Biodiversity Conference in Kunming, China. Scientific institutions such as the Abdus Salam International Centre for Theoretical Physics (ICTP) in Trieste, Italy had to cancel their onsite activities. Because the pandemic affected indigenous groups disproportionately, the conservation of their knowledge was at risk.

51. **IOC.** During the pandemic, the circulation of commercial and research ocean vessels decreased, and the maintenance of observing equipment suffered. This led to significantly less data being collected leaving an "irreparable scar" in data records[8] with wide-reaching consequences, for example regarding weather forecasts and the understanding of the effects of climate change. The pandemic also caused delays in the implementation of early warning services, as governments focused their efforts on responding to the pandemic[9]. Post-pandemic financial pressures and shifting priorities are also expected to negatively impact ocean science in the longer term, especially in small island developing states (SIDS) and least developed countries (LDCs).[10] The pandemic also affected preparations for the UN Decade of Ocean Science for Sustainable Development 2021-2030.

52. **Social and Human Sciences.** The Covid-19 pandemic disproportionately hit vulnerable groups and fostered inequalities and discrimination: women not only faced increased unpaid domestic care work, increased stress and financial insecurity, but also increased domestic violence. In many countries, persons with disabilities were not adequately informed, let alone engaged in national dialogues on the

4 "How has the pandemic impacted UNESCO?" and "How has UNESCO responded to the pandemic?".
5 UNESCO. (2021). *The State of the Global Education Crisis: a Path to Recovery.*
6 UNESCO (2020, October 5). With over 63 million teachers impacted by the COVID-19 crisis, on World Teachers' Day, UNESCO urges increased investment in teachers for Learning Recovery. Retrieved November 1, 2022, from https://www.unesco.org/en/articles/over-63-million-teachers-impacted-covid-19-crisis-world-teachers-day-unesco-urges-increased
7 UNICEF. (2022). *Where are we on Education Recovery*? New York, United States: UNICEF.
8 UNESCO-IOC. (2022). *State of the Ocean Report 2022. Pilot edition* ; Boyer et. Al. (2023). *Effects of the Pandemic on Observing the Global Ocean.* Bulletin of the American Meteorological society 104(2).
9 UNESCO Executive Board. (2020). *Impact of the Covid-19 crisis on UNESCO's programme and activities***.** (6 X/EX/3).
10 UNESCO-IOC. (2021). *The United Nations Decade of Ocean Science for Sustainable Development (2021-2030) Implementation Plan.*

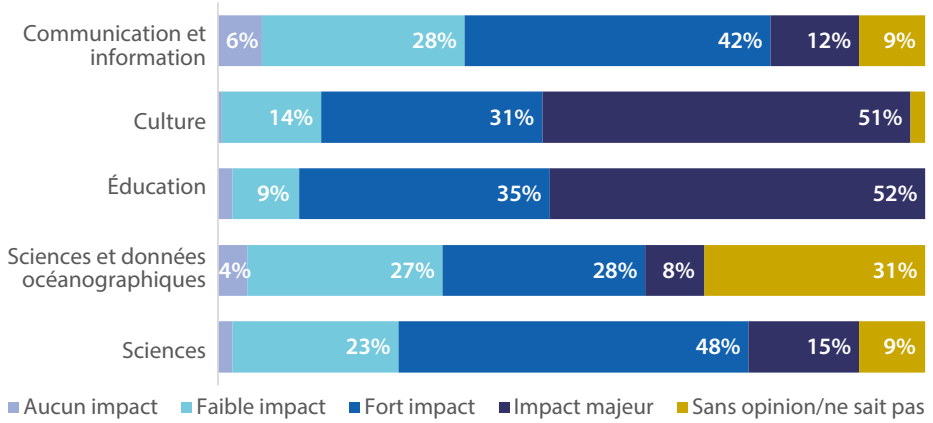
53. response to the Covid-19 pandemic. The repeated and prolonged lockdowns to protect fragile persons from contagion strongly affected the life and mental health of young people; the pandemic brought up new forms and targets of discrimination (e.g. against Asian people, Covid-infected persons or persons who refused to be vaccinated). Besides, the pandemic raised numerous human rights-related and ethical questions, for example on the proportionality of freedom-restricting measures to contain the spread of the virus, or on global and equal access to Covid-19 remedies (including vaccines) or priority-setting in the science agenda. Overall, trust in science was weakened and scientists pressured. In many countries, social and human sciences had only limited influence on pandemic-related policy decision. More broadly, the pandemic stirred and challenged the assumptions that underlie our "social contracts" and the achievement of social justice. Finally, social isolation and the impossibility to practice team sports had negative impacts on physical and mental health, particularly for youth.

54. **Culture.** Worldwide, cultural institutions closed during the pandemic, affecting employment and local economies. In 2020 alone, more than ten million jobs were lost in the culture sector, while revenues dropped by 20-40%.[11] Because of their oftentimes unconventional and informal working conditions, many artists and cultural professionals may have slipped through safety nets offered by governments during the pandemic.[12] Site-based activities such as live music, exhibitions, theatre, and cinema were affected most, especially when indoors, while those available remotely, for example through TV, books, recorded music, or games, suffered less. The sector innovated rapidly[13] to enable digital access. Examples are museums offering virtual exhibitions, the livestreaming of concerts and online libraries. Several UNESCO World Heritage sites reported an increase in abusive activities such as poaching, illegal logging, and illegal archaeological excavations during the pandemic.[14]

55. **Communication and Information.** The Covid-19 pandemic resulted in a surge of online hate speech, of disinformation about the Covid-19 disease and possible remedies, and of mistrust towards the scientific community, governments and, to some extent, towards media conveying official information. Smaller and less established media entities suffered reduced cashflows due to movement restrictions. Marginalized population groups lacked access to information on Covid-19.

56. Across sectors, the pandemic created new or exacerbated existing inequalities. Children, young people and women were often disproportionately impacted, for example by school closures and lockdown measures. Significant portions of the population, especially in least developed countries, could not be reached online, effectively cutting off some especially vulnerable groups when face-to-face support became impossible.

Figure 1: Surveyed National Commissions indicated that pandemic had a significant impact on all fields of work relevant to UNESCO, especially in education and culture.



Source: Survey of UNESCO National Commissions (n=48, i.e. 24% response rate). The surveyed fields of work were simplified somewhat compared to UNESCO Programme Sectors to better match the respective sectors in Member States.

57. Outside UNESCO's core mandate, Member States underlined how the closure of several UNESCO designated sites (Biosphere Reserves and World Heritage sites) also affected tourism, thus indirectly curtailing the economy. This was particularly true in small island developing states and certain African countries, whose economies are heavily dependent on revenue generated by tourism.

11 UNESCO and the Department of Culture and Tourism of Abu Dhabi. (2022). Culture in Times of COVID-19: Resilience, Recovery and Revival. Paris, France: UNESCO

12 UNESCO. (2022). ResiliArt 100 . Paris, France: UNESCO

13 McKinsey (2020, May 14). *The COVID-19 recovery will be digital: A plan for the first 90 days.* Retrieved November 1, 2022, from https://www.mckinsey.com/capabilities/mckinsey-digital/our-insights/the-covid-19-recovery-will-be-digital-a-plan-for-the-first-90-days

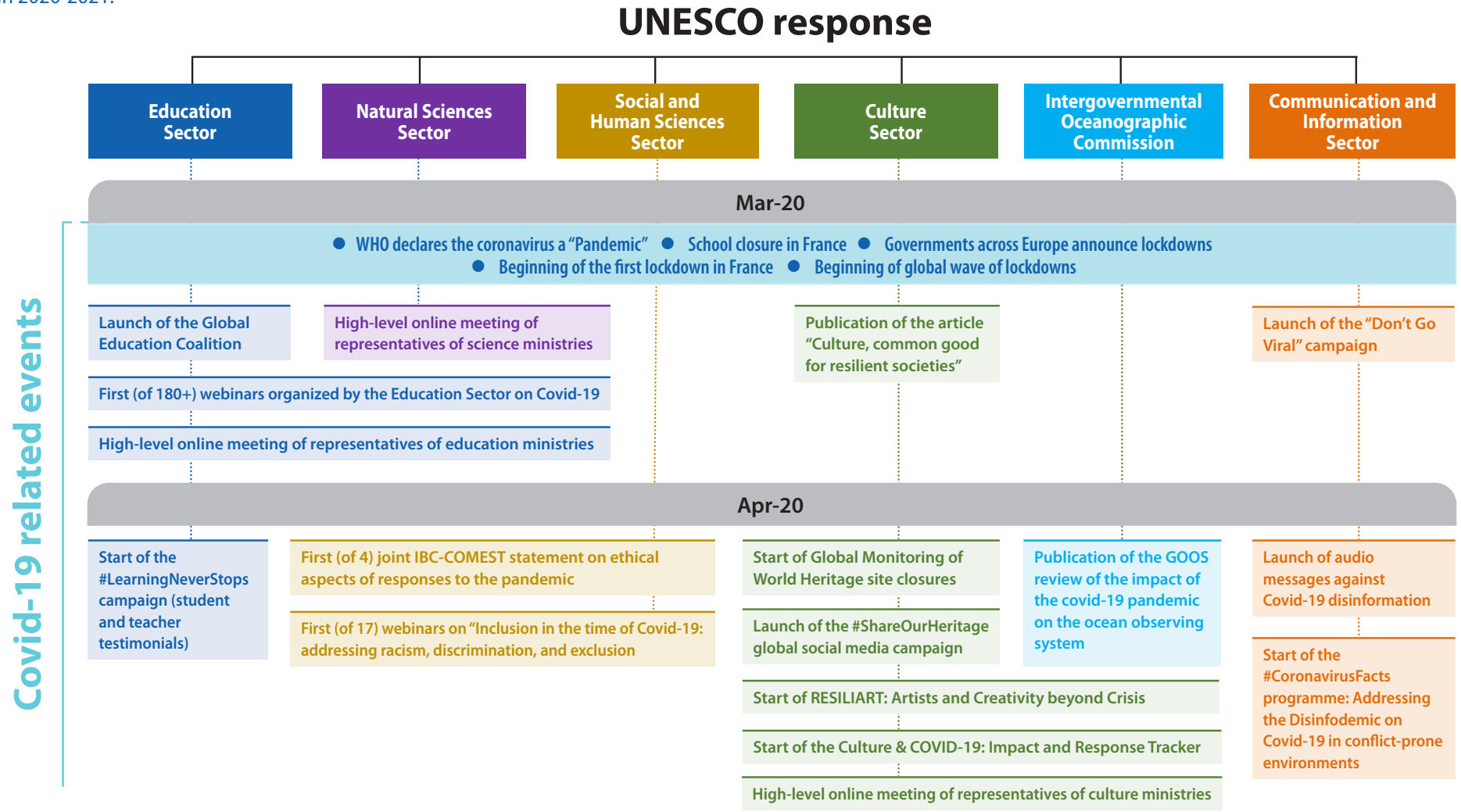
14 UNESCO (2021). World Heritage in the face of COVID-19. Paris, France: UNESCO.

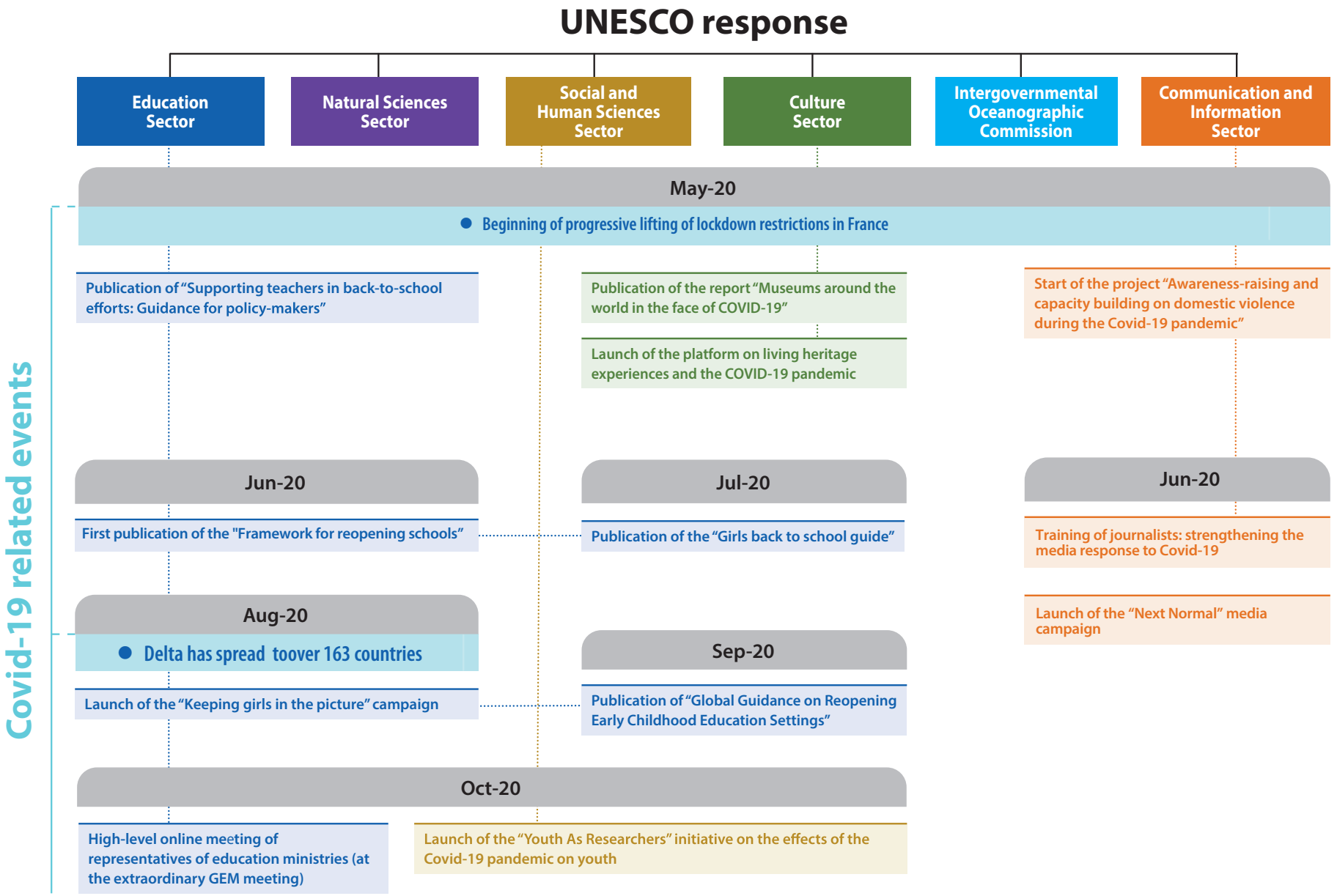
2.1.2. New initiatives

58. In response to these challenges, UNESCO launched a range of new initiatives. **Figure 2** provides an overview of when new initiatives in response to the pandemic were first launched at the global level. A more comprehensive listing – including selected regional initiatives – is provided in Annex F. Two things should be noted regarding these overviews:

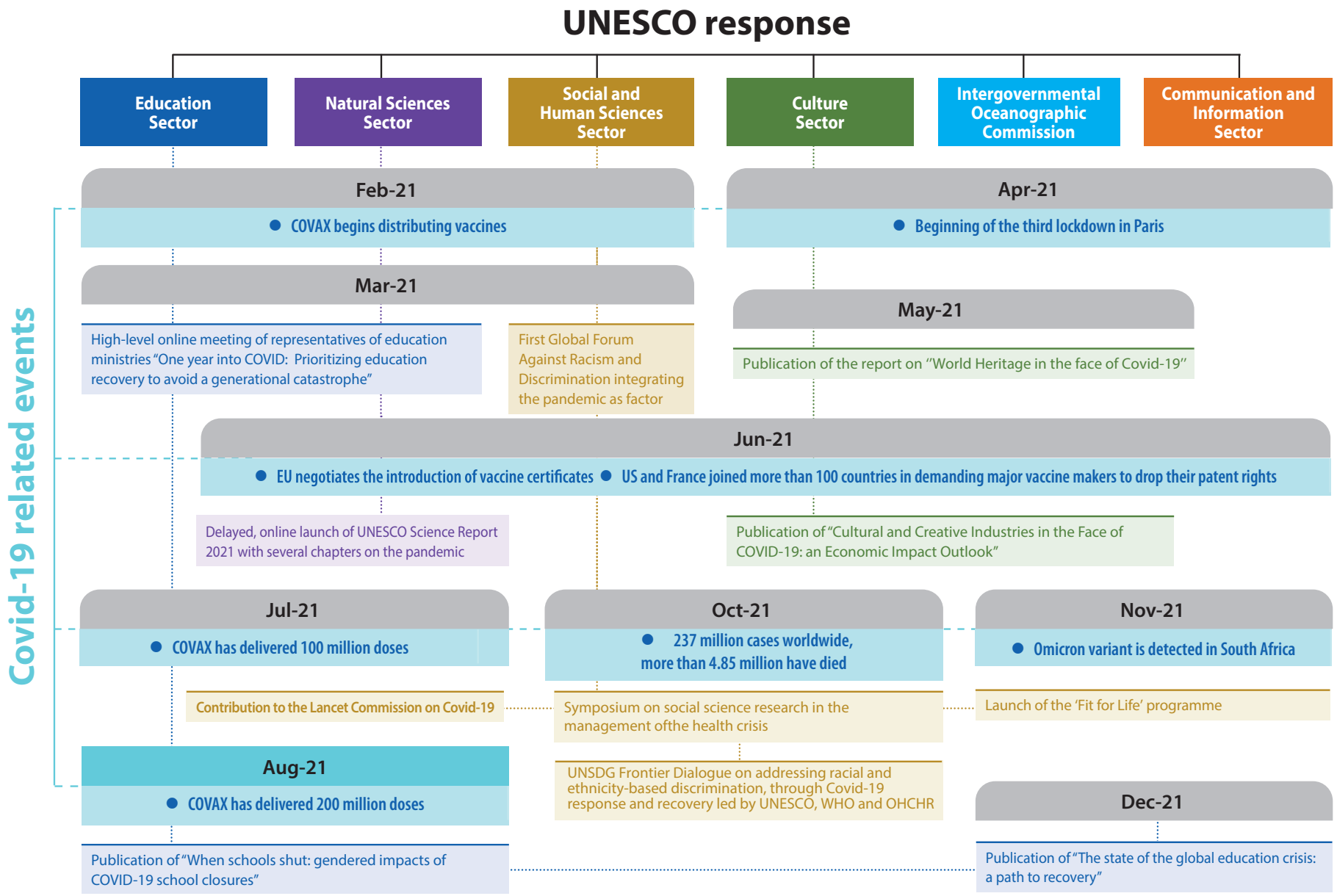
- While some of the listed initiatives are one-time events such as an online meeting or the publication of a report, others mark the beginning of a series of activities extending over several months, such as Covid-19-related campaigns or webinars.
- The overview does not claim to be exhaustive. While most major items at the global level are included in **Figure 2**, the equally rich and multi-faceted response at the regional, national, and local levels could not be covered in much detail. Only selected regional-level initiatives were reviewed by the evaluation team as part of its overall desk review and during its field visits to the Dakar and Montevideo field offices.

Figure 2: Timeline of global Covid-19 response initiatives launched at UNESCO in 2020-2021.



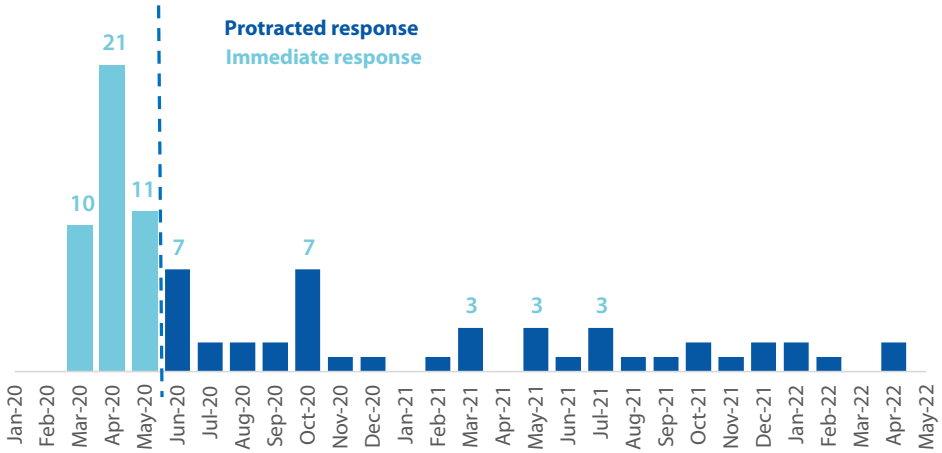


Source: Evaluation team's analysis.


UNESCO response
Education Sector
Natural Sciences Sector
Social and Human Sciences Sector
Culture Sector
Intergovernmental Oceanographic Commission
Communication and Information Sector
Covid-19 related events
Feb-21
COVAX begins distributing vaccines
Apr-21
Beginning of the third lockdown in Paris
Mar-21
High-level online meeting of representatives of education ministries "One year into COVID: Prioritizing education recovery to avoid a generational catastrophe"
First Global Forum Against Racism and Discrimination integrating the pandemic as factor
May-21
Publication of the report on "World Heritage in the face of Covid-19"
Jun-21
EU negotiates the introduction of vaccine certificates
US and France joined more than 100 countries in demanding major vaccine makers to drop their patent rights
Delayed, online launch of UNESCO Science Report 2021 with several chapters on the pandemic
Publication of "Cultural and Creative Industries in the Face of COVID-19: an Economic Impact Outlook"
Jul-21
COVAX has delivered 100 million doses
Oct-21
237 million cases worldwide, more than 4.85 million have died
Nov-21
Omicron variant is detected in South Africa
Contribution to the Lancet Commission on Covid-19
Symposium on social science research in the management ofthe health crisis
Launch of the 'Fit for Life' programme
Aug-21
COVAX has delivered 200 million doses
UNSDG Frontier Dialogue on addressing racial and ethnicity-based discrimination, through Covid-19 response and recovery led by UNESCO, WHO and OHCHR
Dec-21
Publication of "When schools shut: gendered impacts of COVID-19 school closures"
Publication of "The state of the global education crisis: a path to recovery"

59. Over time, two response phases can be distinguished: 1) an "immediate response" from March to June 2020, and 2) a "protracted response" during the remainder of 2020 and 2021. Two thirds of the initiatives and formats directly related to the pandemic that were reviewed by the evaluation team were launched quickly within that "immediate response" phase (**Figure 3** and **Annex F**). When interpreting **Figure 3** it should be kept in mind that the *launch dates* of new initiatives are shown. In some instances, these initiatives consisted of series of events over extended periods of time that continued into the protracted response phase. One example is the series of more than 180 Covid-19-related webinars of the Education Sector held from March 2020 until into 2021.

Figure 3: Most of UNESCO's programmatic responses to Covid-19 were launched in the first months of the pandemic



Source: team analysis (n=87).

60. Three global high-level meetings with ministry officials were held as early as in March 2020 for education, natural sciences and culture. These served to exchange early experiences and ideas for how these sectors were impacted by — and could respond to — the pandemic. Regional meetings followed, for example with science ministries in Latin America and the Caribbean, and global consultations were also held later in 2020, 2021 and 2022 to discuss issues related to the Covid-19 pandemic recovery. The Social and Human Sciences Sector further organized two meetings of sports ministers in Latin America and the Caribbean and used the MOST[15] ministerial fora in Central Africa and the Arab States in 2020 to discuss the social impacts of the pandemic at the regional level.

61. Overall, several hundreds of webinars were held to advocate, inform, and discuss pandemic-related issues. This format was quickly replicated across Sectors and grew into one of the most frequently used response formats. Early on, UNESCO issued advocacy and positioning statements regarding the pandemic. UNESCO's Director General, for example, warned about diminishing science funding in the Financial Times, and joined the *#GlobalCall4Water*, a worldwide call for the prioritization of water, sanitation and hygiene in the response to Covid-19.[16] One month into the pandemic, the Assistant Director-General (ADG) for Culture published an article[17] calling out for the central role of culture in times of crisis ("a common good for resilient societies", in his words), the importance of coordinated efforts and the economic and social vulnerabilities faced by artists, creators and workers of the cultural industry. UNESCO's World Commission on the Ethics of Scientific Knowledge and Technology (COMEST) and International Bioethics Committee (IBC) issued four statements, one of which called on Member States to consider vaccines as a global public good. UNESCO also established websites describing UNESCO's immediate global and regional pandemic response.

62. All UNESCO programme sectors launched and participated in campaigns to inform about the pandemic, foster exchange of experiences and ideas, and to motivate and rally supporters (Table 1). Examples of campaign highlights were renowned Ugandan singer and politician, Bobbi Wine's *Coronavirus Alert Song*, produced as part of the *#DontGoViral* crowdsourcing campaign for African artists or the *Next Normal* video, interrogating viewers' perceptions of normality in a disrupted world.

15 Management of Social Transformation Programme

16 See for example https://www.sanitationandwaterforall.org/world-leaders-call-action-Covid-19 , last visited in February 2023.

17 Ottone, E. (2020, March 29). In moments of crisis, people need culture. Retrieved July 1, 2022, from https://www.unesco.org/en/articles/moments-crisis-people-need-culture

Table 2: UNESCO launched media campaigns, including on social media, to disseminate messages related to the Covid-19 pandemic.

Examples of campaigns	Sector	Description
#DontGoViral	CI	Crowdsourcing campaign targeting Africa, in which artists use their talents and outreach capacity to advocate for protective measures, also in local languages
#NuestraCienciaResponde	SC (LAC)	Information campaign to highlight the successes and progress of regional scientific research on the Covid-19 virus
Covid-19 radio campaign	CI	Production (with WHO) and radio diffusion of short professional audio messages in many languages to fight disinformation on the Covid-19 pandemic
MIL Clicks social media initiative	CI	Production and sharing of several visual resources, messages and webinars to counter disinformation on Covid-19 by strengthening Media and Information Literacy
#LearningNeverStops	ED	Call to teachers, learners and their parents to share videos on how they continue education despite school closure, aimed at fostering hope and inspiring others.
#ShareOurHeritage	CLT	Global Social Media campaign to promote access to culture and education around cultural heritage despite closed sites
My COVID-19 Story #YouthOfUNESCO	SHS	Call to young people to share videos or texts on their Covid-19 related challenges and solutions to inspire others and feed into the Youth as Researchers Initiative.
Campaign in India on domestic violence during the Covid-19 pandemic	CI	Creation and radio-diffusion of contents on gender-based and domestic violence women's health and nutrition and Covid-19 bulletins.
Next Normal campaign	CI	Sharing of a video using the pandemic as an opportunity to question what society considers normal and foster positive reflection on post-pandemic future
Keeping girls in the picture campaign	ED	Multilingual campaign including launch video, social media assets, toolkits for content creation and guides to engage audiences and stakeholders, aimed at alerting and calling for action to safeguard progress made in girls school enrolment
One World, One Artist Campaign: Young Arab Artists' Visions for the Cultural Sector	CLT	Call to young Arab artists to describe the impact of the COVID-19 crisis on their creative work in social media, with the aim to "make a call for solidarity, resilience and hope to all artists across the world".

Source: Evaluation team's analysis.

63. A broad focus of UNESCO's response was the generation and dissemination of data and information about the pandemic, about its consequences and about mitigation options.

64. One source was the monitoring of impact. For example, in the Education Sector, an agile team started up and began collecting and publishing data about worldwide school closures and teachers' vaccinations; information which soon became a global reference. The Culture Sector published a *Culture & COVID-19: Impact and Response Tracker* and started its global monitoring of World Heritage site closures. Global and regional online surveys were also used. For example, together with UNICEF and the World Bank, UNESCO repeatedly surveyed Member States on their education responses to Covid-19. Global surveys were also conducted and published on how the pandemic impacted living heritage, tourism and World Heritage site managers and national authorities, surveyed one year after the start of the pandemic. IOC surveyed its network partners to assess ocean data losses due to the impossibility to physically collect data and to maintain data collection equipment. The information generated was published and offered online in the form of studies and reports but also in interactive formats. It was usually also integrated and delivered together with campaigns and other response interventions.

65. Expert and stakeholder dialogues and consultations were held to harvest experiences, deepen understanding of the arising challenges and develop solutions. UNESCO cooperated closely with the WHO on expert advice and guidance at the interface between health and UNESCO's Sectors, resulting among other in the Communication and Information Sector co-publishing and disseminating radio messages inciting listeners to limit the spread of the virus and use protective measures to avoid contamination.

66. UNESCO organized numerous flagship events such as public debates, discussion panels and multi-stakeholder fora to foster the debate on the pandemic's effects and post-pandemic recovery. For example, in 2020 and in the context of UNESCO's global discussion movement *ResiliArt* on the current state of creative industries, the Culture Sector organized a livestreamed debate on the role of artists in fighting disinformation and the pandemic's impact on the culture industry, followed by a concert of African artists. It also facilitated a debate on the effects of the Covid-19 pandemic on the music and film industries. Another example is the global symposium organized by the Social and Human Sciences Sector on "*Social Sciences and the COVID-19 Pandemic: State of Knowledge and Proposals for Action*". UNESCO also integrated the Covid-19 issue into existing events.[18]

67. Throughout the pandemic, UNESCO produced numerous publications on the challenges and impacts of the pandemic as well as guidance to address them. Information was made available in different formats: blog posts, issue notes, briefs, guides, frameworks and journal and newspaper articles, as well as webinars and interactive formats.

68. In the first months of the pandemic, several Sectors offered access to online repositories of information, tools and links to other global, regional, and national resources.

69. UNESCO developed and delivered specific training contents in response to the Covid-19 pandemic. For instance, the Communication and Information Sector trained media professionals and judicial actors to foster and enable high-quality reporting under emergency settings. Teachers were trained on how to create online learning contents. The Social and Human Sciences Sector developed a special Covid-19 edition of its Master Classes on racism and discrimination.

18 UNESCO-SHS. (2021). Report: Global Forum against Racism and Discrimination. Retrieved January 26, 2023, from https://www.unesco.org/en/forum-against-racism-discrimination/program

70. UNESCO organized competitions and awards to promote the efforts of diverse stakeholders in responding to the pandemic. For example, UNESCO awarded the 2021 International Literacy Prizes to six literacy programmes that continued to help students learn to read and write through accessible technologies during the lockdowns. The *CodeTheCurve* Hackathon launched by the Communication and Information Sector in April 2020 called on young developers, designers and data scientists to propose digital solutions to the global pandemic.

71. At the onset of the crisis, in March 2020, the Global Education Coalition was established **(Box 1)**. It represented a new type of multi-stakeholder partnership, including the private sector, and illustrates how the pandemic contributed to programmatic and institutional innovation at UNESCO. In the context of the coalition, UNESCO, together with UNICEF and the World Bank received a USD 25 million *Continuity of Learning Global Grant* from the Global Partnership for Education, which also became a coalition member.

Box 1. Brief presentation of the Global Education Coalition

In March 2020, UNESCO initiated the Global Education Coalition (GEC), a multi-stakeholder partnership to ensure learning continuity despite the global disruption of education. As ***of June 2020, UNESCO was already coordinating coalition efforts of over*** 90 partners from the UN family, civil society, academia, and the private sector. The coalition's work is structured around three intervention pillars: in-country interventions, data, and knowledge and advocacy and three flagships: Connectivity, Teachers, and Gender Equality.

During the pandemic, the Coalition mobilized cash and in-kind resources to fund projects across the globe that offered teaching and learning opportunities through high and low-tech alternative means during school closures, with a focus on marginalized groups and girls.

The coalition quickly built up a member base: 175 in the first year, and 200 at the time this report was written. GEC reports ***that it is "currently involved in 233 projects across 112 countries*** impacting 400 million learners and 12 million teachers" which represents a significant reach into ultimate beneficiaries. In addition to responding to the pandemic, GEC has also responded to other crises, for example to the August 2020 blast in Beirut, and to the war in Ukraine.

Source: UNESCO's Analytical Programme Implementation Report 2022, https://globaleducationcoalition.unesco.org/ [last visited on January 12, 2023] and UNESCO. (2021). Acting for recovery, resilience and reimagining education. The Global Education Coalition in action. UNESCO: Paris, France.

72. UNESCO also took part in the UN system's global response.[19] For example, under the umbrella of the UNSDG Task Team on "Leaving No One Behind", the Social and Human Sciences Sector co-led the consultations of the *Frontier Dialogue on addressing structural racial and ethnicity-based discrimination*. This was done in collaboration with the WHO and with the support of the Office for the High Commissioner for Human Rights (OHCHR), the International Organization for Migration (IOM), the UN Development Coordination Office (UNDCO) and the UN Department of Economic and Social Affairs (UNDESA).

73. UNESCO field offices assisted Member States in developing and coordinating Socio-Economic Response and Recovery Plans (SERPs), and implemented projects financed by the United Nations' Multi-Partner COVID-19 Response and Recovery Trust Fund. In Senegal, the evaluation team for example analysed one project funded by this instrument, the *Ensuring Continuity of Learning for Senegal's Most Vulnerable Children and Teenagers* project which was co-implemented by UNESCO's Dakar office.

74. The above-mentioned activities were also implemented at the regional and local level. For example, a list of field initiatives provided by the Priority Africa and External Relations Sector indicated that, as of November 2020, field offices had developed more than 1,000 activities in response to the pandemic.[20] The activities of the visited field offices illustrate field offices' responses (see **Table 2** below and field mission reports in annexes D and E). As noted earlier, the coverage of regional and local response activities is only illustrative but not comprehensive, and the selected examples provided below and throughout this report should be understood with this in mind.

Table 3: Examples of local and regional initiatives from the UNESCO offices in Dakar and Montevideo

	Local	Regional
Dakar	• Facilitation of online consultation between experts and governmental stakeholders on the ethical aspects of Covid-19 containment measures • Teacher competition CREATHON to foster the creation of adapted online learning contents • Training of Senegalese community radio journalists on fact-checking • UN MPTF-funded project to ensure learning continuity in Senegal, involving the distribution of devices	• Report on the socio-economic and cultural impacts of the Covid-19 pandemic on Africa and UNESCO's response • Provision of online learning contents on platform ImagineEcole with regional and national components • Production and targeted distribution of practical guide for safe and qualitative journalism in times of epidemics • Regional web campaign on inter-generational solidarity
Montevideo	• Publication and joint support to the National Ministry of Education in the process of reopening schools in Uruguay and Argentina • Teacher prize and teacher training on digital citizenship	• High-level online meeting with LAC science ministry officials • #NuestraCienciaResponde campaign • Online platform Portalcheck or the verification of Covid-19-related (dis) information • Publication of three reports on the effects of the pandemic on media • High-level consultations with sports ministers/delegates in LAC and publication of a report on sports during the pandemic • Publication Assessment of the impact of COVID-19 on cultural and creative industries • Publication: "COVID-19 and vaccination in Latin America and the Caribbean: challenges, needs and opportunities"[21]

Source: Evaluation team's analysis

19 The United Nations also responded with two other plans to the pandemic: the "Strategic Preparedness and Response Plan" coordinated by WHO and financed by the UN Central Emergency Response Fund (CERF), and the "Global Humanitarian Response Plan" coordinated by OCHA and the Inter-Agency Standing Committee (IASC) to ease the impacts of Covid-19 in the 50 most vulnerable countries.

20 List of field initiatives and programmes in the context of Covid-19 (Summary of contributions received as of 18 November 2020), internal document provided by UNESCO to the evaluation team.

21 Available at: https://bit.ly/32JwbxN

2.2. Ensuring business continuity[22]

2.2.1. Challenges to programme implementation

75. The implementation of UNESCO's five Programme Sectors and of IOC's work agenda was significantly impacted by worldwide social distancing measures, travel restrictions and lockdowns imposed during the pandemic (see **Figure 2** and **Annex F**). Across Sectors, most activities involving physical presence could therefore not be implemented as planned. This affected ***in presentia*** work of UNESCO staff as well as that of consultants and project partners.

76. UNESCO-led trainings, onsite activities, statutory meetings, events or face-to-face interactions with national institutions and other stakeholders could not take place as planned, leading to cancellations and delays in the implementation of UNESCO's programme of work.[23] For example, school closure made school-based activities and teachers' training impossible. Further trainings involving onsite, practical exercises could not take place, e.g. in the field of ocean science. Neither could onsite observations and data collection be performed. For instance, the evaluation and revalidation missions for UNESCO Global Geoparks and some World Heritage sites could not take place in 2020.

77. Programme implementation was also hindered by the cancellation or delay of international conferences and events, shifting priorities and reduced availability of government counterparts and project partners. This considerably slowed down international negotiation, agreement and ratification processes (e.g. of conventions in higher education or on biodiversity and climate change). It also resulted in difficulties to advocate for investments in domains not directly related to the pandemic, such as documentary heritage.

78. In the same vein, several data-reliant activities suffered from a drop in monitoring data during the pandemic. The limited operation of public sector and partner organizations caused a reduced availability of data, affecting UNESCO's monitoring functions, e.g. of ocean health, protected cultural and natural sites or progress in the implementation of conventions and declarations. In some instances, the absence of monitoring activities had consequences beyond the reduction of data flow: some protected sites suffered from an increase in poaching, illegal logging and excavations due to an absence of surveillance. The Education Sector reported, for example, a lack of reliable and robust data on youth and adult literacy during the pandemic.

79. Programme implementation was also affected by persistent uncertainties about how long restrictions would last; especially in early 2020, when the crisis was oftentimes considered a crisis that might pass in a matter of weeks or months and not affect the entire world.

2.2.2. Challenges to UNESCO's governance and management

80. The lockdowns and travel restrictions both in France – where UNESCO's headquarters are based – and other Member States strongly affected UNESCO's governance functions. UNESCO's Executive Board meets twice a year and is composed of 58 members. Its 209th session, scheduled for March 2020, could not take place as planned. Three further sessions of the Executive Board and one session of the General Conference were foreseen during the period covered by this evaluation. The rules and procedures of UNESCO's governing bodies did not provide for alternatives to *in presentia* sessions, and especially to *in presentia* voting, and thus required representatives of Member States to travel to UNESCO's headquarters in Paris. Another challenge was the difficulty of finding interpreters for offline sessions and of ensuring live translation of online meetings. For several weeks, the very possibility of holding the 209th session of the Executive Board remained uncertain for legal and sanitary reasons. The Board's Rule of procedures — originally adopted in 1952 — did not explicitly consider the option of online or digital sessions.[24]

81. The wave of lockdowns starting in early 2020 and affecting almost all countries worldwide compelled UNESCO personnel to stay at home and, when possible, to work from home. The exact periods of full work from home varied by location and by staff function. Some staff joined their families abroad while others remained close to their duty station. As of March 18, 2020, the date at which the French authorities announced a nationwide lockdown, international staff residing in France, at headquarters, were confined at home, without the possibility to travel to their home country.

82. With the obligation to stay at home, daily work processes and procedures that required physical presence were interrupted. Communication and coordination among staff, e.g. via team meetings, could not take place as usual. Apart from the Communication and Information Sector which had been piloting the Microsoft Teams software for half a year, UNESCO was not equipped with or used to tools

22 The UN Joint Inspection Unit's definition of business continuity is applied, i.e. "the capability of an organization to continue delivery of essential and time-critical services at acceptable predefined levels during and/or following a disruptive incident." Source: United Nations. (2021). Business continuity management in United Nations system organizations. Report of the Joint Inspection Unit. Geneva, Switzerland: UN.

23 SISTER 40 C/5 Report by expected result – extracted on 22 April 2022.

24 UNESCO Executive Board (2020). Methods of work of the Executive Board under confinement. Paris, France: UNESCO (6X/EX/2).

for online collaborative work. Staff could not perform administrative procedures requiring signatures on physical paper or actual meetings such as procurement and visa validation.

83. In terms of financial management, cancellations and delays in implementation considerably slowed down non-staff expenditures in 2020.[25] As of December 2020, expenditures for external training, grants and other transfers were almost 32% lower than at the same point in time in the previous biennium.[26] Staff mission expenses had decreased by almost 70%.[27] The impact of the pandemic on resource mobilization was somewhat protracted: the overall volume of funds mobilized (signed agreement) was 10% below the volume mobilized during the previous biennium although it was 17% higher in 2020 than in 2018.[28] The team was informed of one case in which a country shifted a large share of a pledged contribution to address local challenges brought about by the pandemic. The pandemic's impact on other organizational revenues (i.e. from finance or revenue generating activities) was marginal.[29]

2.2.3. Changes made to programme implementation modalities

84. Once it became clear that activities requiring physical presence and meetings could not be implemented as planned, UNESCO began to move programme implementation online wherever possible. It is difficult to assess how much of UNESCO's work programme impacted by the pandemic was adapted to ensure the continuity of implementation. A sample analysis of workplans in UNESCO's monitoring system (SISTER) suggests that most projects could be modified to continue implementation (74%; see Annex H).

85. Some activities, such as trainings, workshops or blended capacity-building programmes were modified or developed to be delivered fully online. Notably, the two Sciences Sectors organized the consultations and negotiations on the recommendation on the ethics of artificial intelligence and on open science online. The Social and Human Sciences Sector in Montevideo and partners entirely redesigned the 2020 edition of the regional youth engagement initiative *Comprometidos* for online delivery. IOC leveraged the e-learning training programmes of the Ocean Teacher Global Academy to keep up with the implementation of its planned capacity-building activities. The Communication and Information Sector and the Education Sector developed new training contents for virtual delivery, e.g. on journalists' safety or online teaching. UNESCO also resorted to Massive Open Online Courses (MOOCs). For example, the Communication and Information Sector, together with the University of Austin, trained journalists on how to report on the pandemic through its MOOCs on how to cover the Covid-19 pandemic itself [30] (2020) and the associated vaccines[31] (2021). These were viewed by over 9,000 and 4,000 journalists respectively[61]. This tool had already been tried and tested before the pandemic but was less used.

86. Other planned initiatives were conducted in hybrid formats. Some of these alternated online and offline events sequentially, i.e. without mixing the two modalities. This is the case of a web campaign initiated by the Dakar office, which consisted of generating and publishing online content, while the closing ceremony took place offline. In some cases, stakeholder consultations prior to large offline events were held online, e.g. the meetings between young water experts and activists to prepare their contribution to the 9th World Water Forum. Other initiatives were hybrid in the sense of simultaneously offering offline and online participation. This modality was used to very different degrees. For example, the official High-Level Launch of the Ocean Decade in June 2021 was implemented in a hybrid but mostly online format: the event was livestreamed from the *Futurium* in Berlin where host speakers and the facilitator interacted with further connected speakers. The audience was exclusively online. Other events were organized as *in presentia* events but livestreamed to enable attendance by remote audiences or involving the online contribution of single speakers, e.g. the *World Press Freedom Day* organized in Montevideo in early 2022.

2.2.4. Changes in management and governance

87. To face the challenges of managing and governing the Organization, UNESCO adopted new procedures, mechanisms and working methods.

88. To ensure decision-making and coordination of UNESCO's response to Covid-19, a Coronavirus committee was established in March 2020 to review and decide on institutional and sanitary measures to respond to the crisis in headquarters. It was chaired by the Assistant Director General for Administration and Management (ADM)

25 UNESCO Executive Board. (2020). Execution of the programme adopted by the General Conference, Part II, Financial management report for 2020-2021 (40 C/5) as at 30 June 2020. (210 EX/4.II).
26 UNESCO-Executive Board. (2021). Execution of the Programme adopted by the General Conference, Part II.A: Financial management report for 2020-2021 (40 C/5) as at 31 December 2020 (211 EX/4.II.A).
27 Ibid.
28 UNESCO Executive Board. (2020). Execution of the programme adopted by the General Conference, Part II, Financial management report for 2020-2021 (40 C/5) as at 30 June 2020. (210 EX/4. II).
29 UNESCO. (2021). Financial Statements 2020. Paris, France: UNESCO.

30 View the course at Journalism in a pandemic: Covering COVID-19 now and in the future – Journalism Courses
31 View the course at Covering the COVID-19 vaccine: What journalists need to know - Journalism Courses Knight Center

and composed of senior focal points (Directors, Chiefs of Sections, Executive Officers) across all Programme Sectors, IOC and Central Services. Decision-making processes regarding field offices were delegated to the country Directors and Heads of Offices, who coordinated their response with the local UN Country Teams. Generally, UNESCO headquarters and field offices aligned their sanitary measures with those taken by their host countries.

89. Several measures were taken to ensure staff safety and well-being. Decisions on measures taken were communicated to staff via 80 emails between January 2020 and June 2022. The Medical Service advised the Organization on adequate sanitary measures and monitored Covid-19 infections among staff. In February 2021, the Medical Service rolled out a vaccination campaign in Paris targeting UNESCO retirees, staff and their dependents as well as permanent delegations[32] with 1,261 vaccine doses distributed at headquarters.[33] In the field, UNESCO participated in the UN system-wide Covid-19 vaccination campaign,[34] aimed at distributing vaccines to UN field staff and dependents based in countries where there was no vaccination plan.[35] At UNESCO, 2,133 staff, relatives and retirees spread across 40 countries benefited from this scheme.[36] The Bureau of Human Resources Management (HRM) took measures targeting staff well-being and mental health such as wellness activities, peer support programmes or virtual social events. Some individual managers also took *ad hoc* initiatives to foster the well-being of their team, such as animating e-cafes or informal WhatsApp groups. In exceptional instances, the Medical Service redirected staff in need of psychological care towards outside psychologists identified through the UN Secretariat's *Critical Incident Stress Management Unit*.

90. UNESCO adapted its working methods to enable continued implementation despite the impossibility to use the office. Most importantly, confined staff switched to teleworking. In the first weeks of the lockdown, IT services simultaneously enabled staff connection to UNESCO's internal system from private devices and equipped staff with configured corporate laptops. In the first weeks, staff used videoconference tools such as Skype and Zoom to coordinate their work. The Microsoft Teams software was quickly introduced and became the corporate tool for team coordination and shared data management.

91. Some administrative procedures were digitalized and simplified to be compatible with teleworking and the need to respond quickly. Between the end of March and beginning of April 2020, the ADG/ADM exceptionally authorized the digital processing of bids and e-signatures for digital transactions. Later, e-signatures were extended to visa validation processes. ADM allowed Directors and Heads of Offices to deviate from competitive bidding for contracts up to USD 100,000. Contract extensions beyond the Administrative Manual provisions were also enabled.

92. UNESCO took action to ensure continued governance throughout the pandemic and in the context of French regulations (Table 3). After intense consultations between the Secretariat and the Executive Board on the legal aspects of governing under the given circumstances, an extraordinary session was convened online in early June 2020. Executive Board members agreed to rules of procedure for online meetings, which however did not include secret ballot voting. During the first lockdown, one such vote had to be cast, which was done at UNESCO headquarters in Paris. The postponed 209th Session of the Executive Board could eventually take place *in presentia* between the end of June and early July 2020, after the French government had progressively lifted social distancing measures. Because France entered a second lockdown in late 2020, the 210th Session of the Executive Board was divided into an online part in December 2020 and an *in presentia* part in January 2021, based on the rules of procedure adopted during the extraordinary session. The following sessions of the Executive Board reverted to *in presentia* meetings.

93. The 41st General Conference took place *in presentia* in Paris in November 2021, with 1,044 participants. At the time, sanitary passes were required to enter and circulate in France. To enable participants without vaccinations recognised by the French government (e.g. Sinopharm and Sinovac) to attend the session, UNESCO's Medical Service distributed UNESCO-specific sanitary badges.[37]

94. IOC ensured continued governance by organizing all the sessions of its Executive Council and Assembly online in 2020 and 2021.

32 UNESCO-ADM, UNESCO Info email of 23 February 2021

33 Data provided by the UNESCO Medical Service for the period between February 2021 and January 2022.

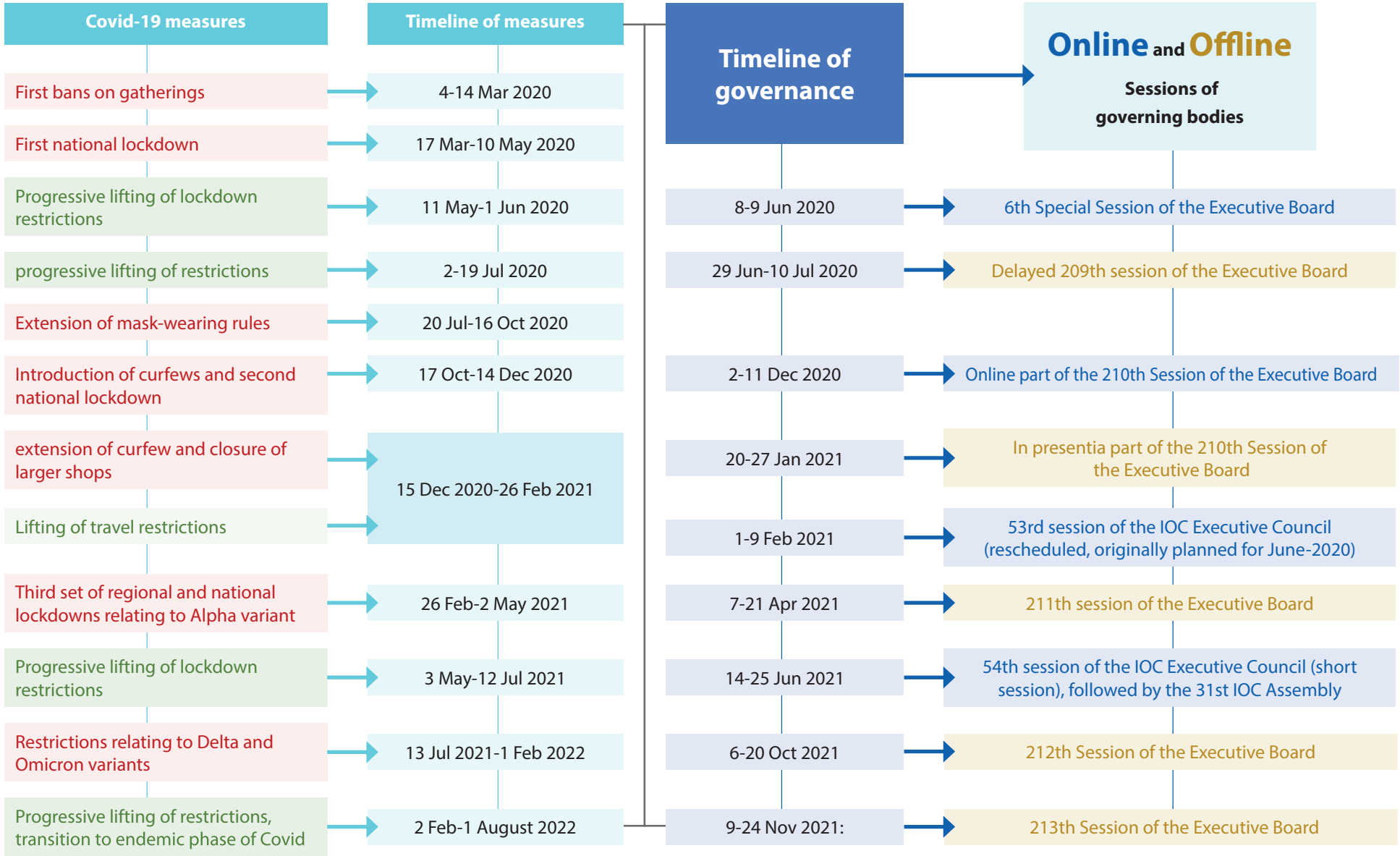
34 UN (2021). UN System-wide Covid 19 Vaccination Programme: List of participating entities. New York, United States: UN.

35 UN. (2022). UN System-wide Covid 19 Vaccination Programme: Factsheet. New York, USA: UN. ; UN. (2022). FAQ: UN System-wide Covid 19 Vaccination Programme. New York, USA: UN.

36 UNESCO-ADM, UNESCO Info email of 22 April 2021 & Tracking data from the UN Covid-19 Vaccination scheme, as of October 2022.

37 At the time, the European Medicines Agency had not delivered any official opinion on the Sinopharm and Sinovac vaccines. As a result, any person who had received these vaccines were not considered vaccinated by the French authorities. Their vaccination certificates would neither be recognized nor considered compliant with French conditions for entry onto the French territory. Those who were vaccinated with Sinopharm and Sinovac would therefore be barred from entering French territory and could not attend UNESCO's General Conference in Paris, unless they provided a negative Covid-19 PCR test.

Figure 4: Governing bodies at UNESCO adapted to Covid-19 containment measures in France



3. Evaluation of UNESCO's response

94. This chapter summarises the evaluation team's findings regarding *how well* UNESCO responded to the Covid-19 pandemic. The first two sections contain findings on *how relevant and how effective UNESCO's programmes responded*. In the third section, UNESCO's institutional response in terms of *how efficiently governance and management in headquarters and field offices adapted* to the pandemic. Sections 3.1 and 3.2 relate to the third evaluation question, and Section 3.3 to the fourth.[38]

3.1. Relevance

Findings on relevance:

- The Covid-19 pandemic highlighted the relevance of UNESCO's mandate for enhancing societies' resilience to crises.
- Reviewed response activities consistently addressed important challenges caused by the pandemic.
- Several response initiatives were exceptionally relevant.
- UNESCO recognised and reacted to exacerbated inequalities — including regarding gender — and risks to vulnerable groups during the pandemic.
- Priority Africa remained well embedded in UNESCO's programming, but low digital connectivity was a key challenge during the pandemic.
- UNESCO's response was usually well-coordinated with that of other actors.

38 How relevant and (likely) effective was UNESCO's programmatic response? (Evaluation question 3), How efficient was UNESCO's institutional response? (Evaluation question 4).

Finding 1. The Covid-19 pandemic highlighted the relevance of UNESCO's mandate for enhancing the crisis resilience of societies.

95. The Covid-19 pandemic was an opportunity for UNESCO to make a relevant contribution, not only to responding to and recovering from a global crisis of this magnitude but also to building more resilient societies. This observation applies to UNESCO's response to the pandemic as well as to work that was already ongoing when the Covid-19 pandemic began.

96. The Covid-19 pandemic exposed the need for a perspective enlightened by natural and social sciences on future developments, on possible crises, and on the necessary features of resilient societies. UNESCO offered relevant support in its function as an (inclusive) laboratory of ideas, i.e. by anticipating global developments, framing discourses and shaping priorities.

97. For instance, in its response to the global disruption in education, UNESCO's International Commission on the Futures of Education proposed a *New Social Contract for Education*,[39] establishing foundational principles and normative directions for the accelerated renewal of education. UNESCO particularly focused on digital solutions and continues to support the digitalisation agenda in education during and after the pandemic. The Global Education Coalition is a concrete step in this direction and the *RewirEd Global Declaration on Connectivity for Education*[40] an example for a relevant output. The Education Sector's activities aimed towards digitally enabling learners and teachers and more broadly advancing the digitalisation agenda in education are relevant both as a pandemic response and in supporting and guiding the education sector more generally.

90% of surveyed UNESCO National Commissions assess **UNESCO's promotion of open access to scientific data as relevant.**

Source: Survey of National Commissions (N=40. Only respondents who expressed an opinion were counted)

39 UNESCO. 2021. Reimagining our Future Together. A New Social Contract for Education. Paris, France: UNESCO.

40 https://en.unesco.org/futuresofeducation/sites/default/files/2022-02/Rewired%20Global%20Declaration%20on%20Connectivity%20for%20Education.pdf, last visited in March 2023.

98. In the same vein, the Management of Social Transformation (MOST) Programme was leveraged to foster a multi-stakeholder reflection on a new social contract in the post-pandemic era. For example, *Futures Literacy and Foresight* workshops and the 2020 *High-Level Futures Literacy Summit* addressed the topic of resilience in the post-pandemic era. Other examples are the initiative *Imagining the World to Come* – an online forum aimed at establishing a global dialogue on the post-pandemic future of humanity in the digital era – the report *Resilient and Inclusive Societies*, or the thought-provoking *The Next Normal* media campaign, questioning perceptions of normality taken for granted up until the pandemic. These represent relevant examples of how UNESCO used its mandate with a crisis-resilience focus.

99. After implementing a large programme addressing the *Disinfodemic* on Covid-19 in conflict-prone environments, UNESCO is also positioning fact-checking as a necessary "21st-century skill". With the *Fit For Life initiative*, UNESCO contributes to the practice of sports for recovering from Covid-19 and, more broadly, to reframing the vision of sports as a crucial asset of resilient societies.

100. UNESCO has offered new data and analysed emerging global trends in the culture sector. Ensuing policy recommendations address culture as a global public good and crucial element of resilient societies, e.g. in publications such as the *Re|Shaping Policies for Creativity* report.

101. These new foci that ensued from the pandemic proved relevant for facing other crises and challenges, e.g. to ensure continuity of education despite the Beirut explosion or the war in Ukraine or to support quality information around the elections in Brazil.

102. The pandemic also fostered a sense of urgency regarding UNESCO's *ongoing* work. Notable examples are UNESCO's standard-setting efforts in the domains of open science and the ethics of artificial intelligence or its work on the right to science and the protection of scientists under the 2017 Recommendation on Science and Scientific Researchers. With the pandemic, scientific and technological developments had urgent real-world applications, e.g. in the estimation of epidemic trends or Covid-19 certificates, AI-assisted diagnosis and exploration of potential drugs.[41] This implied critical ethical questions regarding, for example, the protection of private data, equal access to scientific knowledge and discoveries (including medical remedies to diseases) as well as the societal and human impact of intelligent technologies.

41 Wang L, Zhang Y, Wang D, Tong X, Liu T, Zhang S, Huang J, Zhang L, Chen L, Fan H and Clarke M. 2021. Artificial Intelligence for COVID-19: A Systematic Review. Front. Med. 8:704256.

103. The experience with the pandemic influenced UNESCO's strategic positioning and planning. UNESCO expanded the adoption of the concept of resilience. While the former medium-term strategy focused on resilience vis-à-vis climate change, the new one adopted in November 2021 (41C/4) emphasizes the necessity to foster resilience in crisis-affected and fragile countries as well as resilient educational systems. Likely, this is a direct result of the experiences endured during the pandemic. The concept is also mainstreamed across the Sectors in the programme and budget for the post-pandemic biennium 2022-2023. The examples mentioned above show that UNESCO already started translating this strategic focus into concrete initiatives aimed at making societies more resilient to crises.

104. The evaluation team finds that this strategic positioning is highly relevant considering UNESCO's function of UNESCO as a laboratory of ideas.

Finding 2. Reviewed response activities consistently addressed important challenges caused by the pandemic.

105. The evaluation team reviewed specific response initiatives at the global, regional, national and local level regarding their relevance in terms of how well they answered to the impacts and urgent challenges caused by the Covid-19 pandemic that were detailed in Chapter 2.

106. Very consistently, response activities were found to be relevant. This finding also applies to each Sector individually. In the following, we provide examples of how new activities addressed the Covid-19-induced challenges described in Chapter 2:

- **The Education Sector** quickly launched a range of highly relevant initiatives to respond to the tremendous education disruption caused by the pandemic. The high-level meetings of education ministers answered their urgent need for information and exchange as they were faced with wide-ranging decisions affecting learners and teachers in their countries. This was particularly important as the situation was unprecedented and they had little clarity over available options — especially in the first months of the pandemic. Very practical questions about how to deal with planned exams or how to protect teachers from catching the virus were discussed. Similar meetings were also held at the regional level. The information collected through UNESCO's monitoring of school closures and teachers' vaccinations provided an international benchmark for national

educatiooffficials and received interest by international media. Four global surveys on national education responses to the pandemic, conducted together with UNICEF and the World Bank, served similar purposes (while avoiding overburdening responding governments). The Global Education Coalition (GEC) opened the door for private sector actors to support Member States' education systems through in-kind contributions. Interviewed staff in the Education Sector at headquarters described how this platform reflected the private sector's interest in making a visible contribution to the Covid-19 response effort. In addition, the fact that many GEC members are digital technology companies is relevant because of the importance of online devices and tools and internet access while schools were closed. The Sector generated, curated and shared relevant knowledge, reflecting information needs of governments and education system professionals in Member States. High-level reports, blogs, webinars, and the *Keeping Girls in the Picture* campaign covered relevant issues and offered up-to-date knowledge and expert advice. During the field visits to the Dakar and Montevideo offices, feedback from government officials on the relevance of national and regional support provided by UNESCO was equally positive.

- Knowledge shared by the **Natural Sciences Sector** as part of its pandemic response addressed relevant issues. Webinars and publications covered a wide range of pandemic-related issues that were of relevance to stakeholders in the field of science, but also for a wider public. A central issue concerned water. Webinars addressed urgent and relevant issues such as sanitation and handwashing, safe access to water, Covid-19 detection in sanitary systems, but also broader questions of water governance and Integrated Water Resource Management (IWRM) during and in response to the pandemic. Early into the pandemic, a practical and accessible article on how soap kills the Covid-19 virus on hands was published, with very practical relevance. Two other publications analysed impacts, challenges and opportunities on water and Covid-19 in the region and offered a preliminary assessment of implications of the pandemic for Latin American and Caribbean countries' water and sanitation sector, with clear usefulness for water sector stakeholders. Similar issues were also covered in courses held in the region in the context of the Intergovernmental Hydrological Programme (IHP). The Sector's work in disaster risk reduction (DRR) naturally covered pandemics as one factor compounding disaster risks — pandemics are for example mentioned in the Sendai Framework for Disaster Risk Reduction 2015-2030. A related webinar was held in April 2020. Other webinars and publications alerted to the dire situation caused by the pandemic in indigenous groups and island states, which is highly relevant.
- **Intergovernmental Oceanographic Commission** supported the development of guidelines for warning services, evacuation and sheltering during Covid-19. IOC also surveyed its network to assess the magnitude of the data loss caused by the pandemic. These response activities directly respond to the challenges experienced by ocean sciences during the pandemic.
- The **Social and Human Sciences Sector** alerted about the social impact of the pandemic – especially on vulnerable and marginalized persons – as well as discrimination and ethical issues in developing national and global responses to it. Two UNESCO advisory bodies[42] offered expert advice on the major ethical aspects raised by responses to the Covid-19 pandemic, such as drastic freedom restrictions, vaccine production and distribution or vaccine certificates. The Sector tackled the issues of exacerbated inequalities, racism and discriminations in multiple discussions and consultations. Examples are the first edition of the Global Forum on Racism and Discrimination, the Covid-19-related Master Class Series on racism and discrimination, or the regional expert consultations on racism and gender-based discrimination. With relevance for future crisis resilience, the Sector triggered debates on the post-Covid future of societies, as part of the Inclusive Policy Lab and through the *Imagining the world to come* initiative. With the *Youth As Researchers initiative*, the Sector mobilised youth to conduct research on Covid-19. The Social and Human Sciences Sector also promoted physical exercise during the pandemic, through its *Fit For Life* initiative for instance, which highlights the benefits of sports for Covid-19 recovery and crisis-resilient societies. The Sector alerted to the importance of the right to share the benefits of scientific discoveries and their benefits as well as the difficulties faced by science and scientists in the pandemic (censorship, discredit, threats), notably through podcast interviews with thinkers on the strained link between science and policy. Finally, the Sector emphasized the need for evidence-based social policies, notably by organizing a symposium on social sciences.
- **The Culture Sector** promoted continued access to culture, for example through social media campaigns promoting access to closed cultural sites and heritage during the lockdown. This reflected the importance of culture as a resilience factor during the crisis. The Sector also fostered consultations between numerous stakeholders on how the cultural and creative sector could emerge more resilient

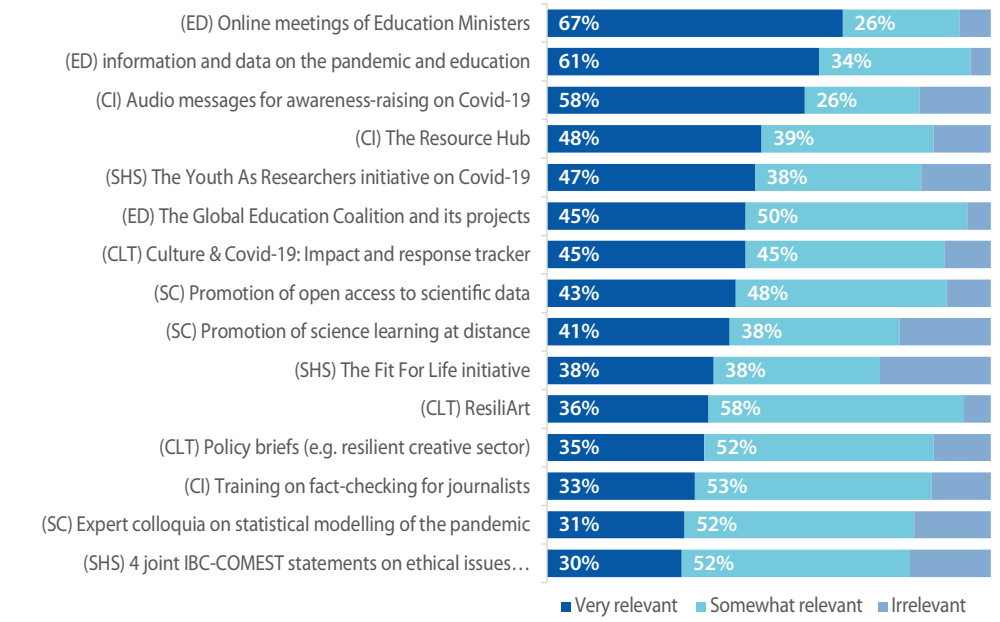
42 The World Commission on the Ethics of Scientific Knowledge and Technology (COMEST) and the International Bioethics Committee (IBC)

from the pandemic, notably through the large-scale *ResiliArt* movement, a series of over 350 open-format virtual debates. The Culture Sector also produced and centralized important evidence about the impacts of and response to Covid-19, such as a monitoring system for cultural site closure or a weekly tracker of the impact of the pandemic and responses to it in the sector of culture. Elaboration of guidance for governments and culture organizations on how to respond to the different challenges posed by the pandemic, technical recommendations for policymakers, capacity-building and analytical work were at the core of the Sector's actions.

- **The Communication and Information Sector** developed initiatives to strengthen the capacity of media to cover the Covid-19 crisis, e.g. by offering training and guidelines on fact-checking or on the safety of journalists. Given the widespread dissemination of inaccurate information during the pandemic and how wary people became of the media that conveyed information on the virus, this was particularly relevant. The Sector also produced audio and visual contents to address disinformation on the coronavirus, disseminated these through social media and radio campaigns and created dedicated resource hubs and fact-checking platforms, again with obvious relevance vis-a-vis the challenges imposed by the pandemic. The Sector promoted access to open information and open science, among others by offering resources in many languages, including indigenous languages. Finally, it adapted its programmes on digital technologies and artificial Intelligence to foster innovation and accompany member states in the accelerated digitalization. Notably, the Communication and Information Sector trained teachers on the use of ICTs to convey media and information literacy skills to their students. The goal was to equip them with the tools to teach their students how to decipher accurate information from misinformation, including as relates to the Covid-19 pandemic.

107. When surveyed regarding 15 frequently mentioned response initiatives (three from each of UNESCO's five Programme Sectors)[43], at least 70% of National Commissions considered them very or somewhat relevant. Online meetings of education ministers, information and data on the pandemic and education, and audio messages for raising awareness on Covid-19 were considered the most relevant, with more than 50% of responding National Commissions indicating they were very relevant.

Figure 5: National Commissions' perceived relevance of 15 pre-selected flagship responses to Covid-19 from UNESCO's five Programmatic Sectors[44]



Source: Survey of UNESCO National Commissions (N=29-44, depending on the response initiative corresponding to a response rate between 14 and 22%). The 'Don't know/No opinion' and 'I am not aware of this initiative' are not reflected in the figure.[45]

43 Only UNESCO's five Programme Sectors were covered by this survey questions. Activities led by IOC in response to the Covid-19 pandemic were not included in the survey options as these were not designed to mitigate the negative effects of Covid-19 but rather to adapt to and assess these effects (e.g guidelines to adapt evacuation instructions in case of a tsunami or survey on ocean data collection).

44 Ibid.

45 The 'Don't know/No opinion' and 'I am not aware of this initiative' options are not considered in Figure 5 and in the analysis that follows to avoid a bias due to the lack of visibility of some initiatives/sectors.

108. Overall, surveyed National Commissions largely assessed UNESCO's support across all Sectors during the pandemic as relevant — both in its immediate response (90%) and its protracted response (91%).

109. The evaluation team also noted a relevant evolution over time in the kind of information and knowledge produced and shared by UNESCO. Early publications focused on highlighting and warning about challenges and impacts that were expected with the pandemic. Later on, published information naturally reflected more and more actual experiences and the growing body of evidence on the effects of the pandemic in particular sectors and themes.

110. This evolution was also reflected in the publication formats used. Taking the Education Sector as an example, a series of 73 blog posts was started in March 2020. In April, the first of ultimately 22 issue notes was published. From May 2020 onwards, increasingly detailed guides and frameworks for bringing teachers and learners back to school were produced. Later in that year and in 2021, in-depth reviews and studies were published, for example on the gendered impacts of school closures.

Finding 3. Several response initiatives were exceptionally relevant.

111. Several highly relevant and visible response initiatives reflected UNESCO's distinct mandate and recognised competencies, making them exceptionally relevant and, in some instances, unique at the global level.

112. The global ministerial meetings organised by the Education, Natural Sciences and Culture Sectors during the first months of the pandemic were considered highly relevant by interviewed staff and surveyed National Commissions. At the regional level, the meeting of sports ministers of Latin America and the Caribbean was also deemed highly relevant by interviewees[46]. Ministerial meetings mirrored UNESCO's unique global mandates in these areas and were rendered possible by the Organization's recognised expertise and convening power.

Table 4: Global ministerial meetings were held in the first two months of the pandemic

Date	Sector	Participants
March 10, 2020	Education	73 countries represented, including 24 ministers and 15 vice-ministers
March 30, 2020	Natural Sciences	122 countries represented, including 77 ministers
April 22, 2020	Culture	Attended by 130 ministers

Source: Evaluation team's analysis.

113. Throughout the interviews held by the evaluation team with external stakeholders, UNESCO was described as a trusted broker and provider of knowledge and expertise. Accordingly, information and data provided by the Organization about the pandemic was widely appreciated. One example highlighted by interviewed staff, partners and by surveyed National Commissions included the four consecutive global surveys and reports on national education responses to the pandemic. Other examples are the surveys commissioned by the Culture Sector on how living heritage, World Heritage sites and tourism were impacted by the pandemic.

114. UNESCO's mapping of school closures and teacher vaccinations reflected UNESCO's education mandate but also the fact that an agile team within the Organization had recognised a new global information need and implemented a solution within a few weeks. The resulting data and interactive maps remained globally unique throughout 2020.[47] Other examples for data trackers were the unique interactive map monitoring the closure of World Heritage sites or the weekly *Culture & Covid-19: impact and response tracker* developed by the Culture sector.

95% of National Commissions assess **information and data provided by UNESCO in the field of education** as relevant.

Source: Survey of National Commissions (N=44. Only respondents who expressed an opinion were counted)

46 Further regional ministerial meetings were not assessed in the context of this evaluation.

47 One year later, in March 2021, Johns Hopkins University, the World Bank, and UNICEF launched the "Global Education Recovery Tracker", offering similar information.

115. UNESCO also launched unique formats at the global level such as the Global Education Coalition, the *ResiliArt* movement or the *Youth As Researchers* initiative on Covid-19. These initiatives aimed at fostering the development of solutions to challenges caused by the pandemic and beyond. The *ResiliArt* movement informed not only policy recommendations but also the Organization's future work. The *Youth as Researchers* initiative was a unique format that supported young people in conducting research and developing policy recommendations for youth-related Covid-19 measures.

Finding 4. UNESCO recognised and reacted to exacerbated inequalities — including regarding gender — and risks to vulnerable groups during the pandemic.

116. The pandemic exacerbated exitings inequalities in several ways — a risk UNESCO researched, warned against, and reacted to across Sectors.

117. For example, in the face of worldwide school closures, most countries took steps to offer online education. This was a relevant alternative to in-person education for those digitally connected but risked leaving those without access – which were oftentimes already the most marginalized communities and learners – unattended. School closures also affected female learners disproportionally: in addition to the 130 million girls who were already out of school, UNESCO estimates that over 11 million girls might not return to school after the pandemic. The Education Sector highlighted and assessed these risks in reports and frameworks and campaigned for *Keeping girls in the picture*. Because of this, the Global Education Coalition and other UNESCO programmes therefore also invested into "low-tech" remote education in addition to supporting "high-tech" remote learning solutions. For example, in 2021, the Global Education Coalition reported 62 ongoing projects involving television or radio educational programmes, and 112 involving online learning platforms. In one project reviewed by the evaluation team during its visit to the Dakar field office, refugee students were identified in Northern Senegal and received tablets and online connectivity packages.

118. Another example are measures taken by the Communication and Information Sector to address the effects of the Covid-19 pandemic on women and girls. Among other, radio programmes were developed and launched to inform people on gender-based violence, women's rights, and the importance of education for girls in India, Haiti and in Cameroon. The Sector also prepared brief audio messages on the dangers of the virus in March 2020 and shared these with the Strategic Alliance of Media — a large network of close to 25,000 radios worldwide – to communicate on the importance of adopting protective measures to a larger audience, beyond those present online. By July 2020, 110 radio stations in 27 countries had broadcast and translated these messages in 41 languages (including. many indigenous languages), potentially reaching a significant number of listeners.[48]

119. The Social and Human Sciences Sector responded to exacerbated inequalities, marginalization and discrimination by inviting underheard groups to the debate — e.g. women, youth, people living with disabilities, indigenous peoples — to share their experience and reflect on possible solutions. For instance, with the *Youth As Researchers* initiative on Covid-19, the Sector encouraged the participation of young people in the design of policies that directly affected youth and the consequences of the pandemic on this group. Another example is a survey-based publication on the *Attitudes & Perceptions on the Impact of COVID-19 in Select Sub-Saharan African Cities.*[49] The *Imagining the World to come* initiative questioned leading women about their vision of the post pandemic future. The Social and Human Sciences Sector also organized events such as the first edition of the Global Forum against Racism and Discrimination that took place in March 2021, responding to the call of Member States for action against exacerbated racism and discriminations. The Sector also co-led UN consultations on structural racial and ethnicity-based discrimination in COVID-19 recovery and organized 17 international webinars on inclusion in developing responses to the pandemic at the local and global level and 12 Regional Expert Consultations on racism and gender-based discrimination.

120. In the Culture Sector, the *Gender & creativity: progress on the precipice* publication reported on the persistent gender inequalities in the creative sectors, exacerbated by the Covid-19 pandemic. It called for new commitments and transformative action and for governments to apply a gender perspective in their cultural policy responses to Covid-19. The publication highlighted innovative measures and programmes

48 Data provided by the Communication and Information Sector to the evaluators on the list of radio networks that confirmed having broadcast the professional audio messages produced by UNESCO between 23 April 2020 and 27 July 2020.

49 UNESCO-SHS. 2020. Measuring the Attitudes & Perceptions on the Impact of COVID-19 in Select Sub-Saharan African Cities. Prepared for UNESCO by Metropolis Canada's Covid-19 Social impact network. Paris, France: UNESCO.

to include women and girls from around the world to serve as blueprints for policymakers. The publication discusses possible longer-term impacts from Covid-19 and points to new measures that could safeguard gender equality in the culture sphere during and after the pandemic. At least 19 out of over 300 *ResiliArt* debates focused expressly on the role of women in the creative sector, and on the negative effects of the pandemic on their participation in the culture and creative industries. Thes campaign gave voice to ten women artists from Senegal and Mali during the Covid-19 pandemic.

121. Women were the main actors or end beneficiaries of many responses to the pandemic: surveys from the different sectors included gender dimensions in their questions; the Global Education Coalition's Gender Flagship could directly support 950,000 learners in its first 18 months; campaigns on community radios addressed the effects of Covid-19 on women in India; UNESCO released guidance on how to re-open schools and attract girls back in partnership with the Malala Fund and UNICEF; a policy brief on Gender and Covid-19 was developed during the very early stages of the pandemic and served as a basis for addressing gender in UNESCO's response to the Covid-19 pandemic. UNESCO organized a high-level roundtable on engaging men and boys to address the root causes of violence against women. The breadth of these activities is captured in the report 'UNESCO in Action for Gender Equality ' which demonstrates how, overall, UNESCO continued, if not increased, its gender-oriented programming during the pandemic. UNESCO National Commissions almost unanimously felt that UNESCO continued prioritizing gender equality during the pandemic.

40 out of 41 National Commissions believe UNESCO continued to prioritize **Gender Equality** during the pandemic.

Source: Survey of National Commissions (Only respondents who expressed an opinion were counted)

Finding 5. Priority Africa remained well embedded in UNESCO's programming, but low digital connectivity was a key challenge during the pandemic.

122. All Programme Sectors continued to implement activities targeting Africa during the Covid-19 pandemic, and a range of response initiatives reviewed by the evaluation team focused specifically on the continent (Annex G).

123. Financially, it continued to represent the region to receive UNESCO's largest share of funding during the pandemic: 23% of its 2020-21 budget. As the Operational Strategy for Priority Africa's flagship programmes were in line with the activities of each respective Programme Sector, staff seamlessly embedded activities for Africa in their programming, without requiring any specific mechanism to ensure the priority was sustained.

32 out of 36 National Commissions believe UNESCO continued to prioritize **Africa** during the pandemic.

Source: Survey of National Commissions (Only respondents who expressed an opinion were counted)

124. Compared to other regions, African countries on average suffered a less severe direct health impact of the pandemic. However, global trade and travel restrictions, lockdowns, and the closure of schools and non-essential businesses severely impacted African citizens economically and socially with unemployment soaring due to the lack of social safety nets — 89% of sub-Saharan Africans are in the informal sector[50]. This has generated a significant increase in poverty and heightened food insecurity[51].

125. In responding to the pandemic, one challenge faced by many African countries was their comparatively low level of digital infrastructure. The International Labour Organization (ILO) estimated that only 7 to 14% of people in Africa had the potential to work from home.[52] "High-tech" online solutions, for example for remote education, were therefore less relevant than in digitally well-connected countries and regions

50 ILO, Florence Bonnet, Joann Vanek and Martha Chen (2019), Women and Men in the Informal Economy: a Statistical Brief. (ISBN 978-92-95106-42-0)

51 UNDP Regional Bureau for Africa (2021). Analysing long-term socio-economic impacts of Covid-19 across diverse African contexts, p.35-36

52 ILO (2022). The Next Normal: The Changing Workplace in Africa – Ten Trends from the Covid-19 pandemic that are shaping workplaces in Africa, p.10. Geneva, Switzerland: ILO.

and needed to be complemented by "low-tech" approaches, for example radio or TV-based education programmes. During its visits to UNESCO's Dakar and Montevideo offices, the evaluation team noted this. Interviewed staff and partners in Dakar highlighted connectivity as an overall obstacle (including for themselves), whereas staff in Montevideo viewed this more as an issue for vulnerable groups.

Finding 6. UNESCO's response was usually well-coordinated with that of other actors.

126. Across Sectors, the evaluation team found evidence of successful coordination of response initiatives with other actors. In most instances, these appeared to be based on the initiative of UNESCO and its partners.

127. This was clearly visible in the Education Sector, reflecting UNESCO's leadership in ensuring effective coordination for SDG 4. Education stakeholders worldwide reacted in some form or the other to the pandemic and the Education Sector made significant — and mostly successful — efforts to ensure a coordinated international and national response.

128. Examples are the establishment of the Global Education Coalition which brought together a range of established and new education sector actors on one platform. Another example are the four flagship surveys on how different countries dealt with school closures which were closely coordinated with UNICEF, the World Bank, and the OECD. The same holds for many knowledge products reviewed by the evaluation team. UNESCO also closely coordinated with WHO and UNICEF at the education-health interface. Staff also participated in the *Technical Advisory Group (TAG) of Experts on Educational Institutions and COVID-19* which provided strategic and technical advice to WHO, UNESCO and UNICEF.[53] Interviewed staff at headquarters was keenly aware of the need to avoid operational duplication vis-à-vis other publications and to provide unambiguous guidance to education stakeholders.

129. One instance where duplication did occur was the monitoring of school closures and teacher vaccinations. About a year after the pandemic broke out, the John Hopkins University, the World Bank, and UNICEF launched the Global Education Recovery Tracker,[54] a data portal with similarities to the one launched by UNESCO a year earlier,[55] both covering data from when the pandemic broke out in early 2020. Interviewed staff at UNESCO was aware and somewhat dismayed by this duplication, but the evaluation team could not further investigate the reasons for these parallel efforts, nor if and how they could have been better coordinated. As of February 2023, both portals had stopped collecting new data.

130. In the Natural Sciences Sector, throughout interviews, programme staff consistently highlighted the importance of clear and unambiguous messaging about health-related issues in the pandemic, and of respecting and using the WHO's global mandate in this area. Staff said for example: "I am no virologist" and "we do not publicly comment on WHO research on Covid-19".

131. The Social and Human Sciences Sector also coordinated its pandemic response with relevant UN agencies. For example, the Sector partnered with the WHO to organize an online event for promoting UNESCO's call for COVID-19 vaccines to be considered a global public good (second IBC-COMEST joint statement). UNESCO and WHO also led the Frontier Dialogue consultations on addressing structural racial and ethnicity-based discrimination with the support of several further UN agencies.

132. In the case of the *Culture & COVID-19: Impact and Response Tracker,* an internal effort to monitor cultural policies was in place before the pandemic. UNESCO and ILO worked closely together yet informally on the topic of employment in creative industries before the pandemic. There were also efforts with regional organizations to monitor how cultural policies were related to the SDGs. Those engagements, informal and not fully structured initially were formalized with Covid-19 in the form of the impact and response tracker. Another example from the Culture sector was the joint publication of UNESCO, the Inter-American Development Bank, Mercosur, the Ibero-American General Secretariat (SEGIB) and the Organization of the Ibero-American States (OEI) titled *Assessment of the impact of COVID-19 on cultural and creative industries*. Its purpose was to explore the economic impacts of the pandemic in the Latin American and the Caribbean region between July and November 2020.

53 See https://www.who.int/groups/technical-advisory-group-of-experts-on-educational-institutions-and-Covid-19, last visited November 2022.

54 See https://www.unicef.org/rosa/press-releases/new-global-tracker-measure-pandemics-impact-education-worldwide and https://www.Covideducationrecovery.global/, last visited in November 2022.

55 See https://Covid19.uis.unesco.org/global-monitoring-school-closures-Covid19/, last visited in November 2022.

133. Advice and knowledge concerning the Covid-19 virus and health that was part of UNESCO's response was usually presented in partnership with WHO. The audio and radio messages released by the Communication and Information Sector together with WHO in April 2020 are an example of this[56].

134. At the local level, the field visits in Dakar and Montevideo gave a mixed picture of inter-agency coordination. Coordination in the *ImagineEcole* project was assessed by interviewed staff and stakeholders to have been good overall. The *#ArtsAgainstCovid19* campaign raised awareness on Covid-19-related issues by supporting the production of songs and theatre shows by Sahel region artists in order to convey key messages around mitigating and protective measures against Covid to the local population. It was led by the UNESCO Dakar Office in partnership with the Economic Community of Western African States (ECOWAS).

135. Feedback on the role of the UN's Socio-Economic Response Plans (SERPs) was mixed. The Dakar Office proposed and coordinated a large project on learning continuity, funded by the UN Multi-Partner Trust Fund (MPTF) on Covid-19 and jointly implemented with UNICEF, the United Nations High Commission for Refugees (UNHCR) and the International Telecommunication Union (ITU). The project proposal was selected at a UN Country Team meeting, highlighted for its relevance in the context of the SERP (see Annex D). On the other hand, interviewees in Uruguay described the national SERP as more of an obligation than an effective strategic plan because it contained similar information to the UN Sustainable Development Cooperation Framework which was drafted in parallel (see Annex E).[57]

56 See https://en.unesco.org/Covid19/communicationinformationresponse/unesco-who-audioresources, last visited in December 2022.

57 United Nations. (2021). *Marco de Cooperación de las Naciones Unidas para el Desarollo Sostenible en Uruguay 2021*-2025. Sistema de las Naciones Unidas en Uruguay.

3.2. Effectiveness

Findings on effectiveness:

- UNESCO quickly implemented a comprehensive and multi-faceted response to the Covid-19 pandemic.
- UNESCO could mobilize additional funds to respond to the pandemic, although not for all Sectors.
- Several response initiatives potentially contributed to significant positive change.
- The Global Education Coalition effectively mobilised collective action but would benefit from more structure going forward.
- While relevant, other response initiatives had only limited reach into their respective target groups, which limits their potential effectiveness.
- UNESCO's ongoing programmes remained adequately funded in the 2020-21 biennium. With variance by sectors, the Organization was able to mobilize more voluntary contributions.
- The pandemic had significant impact on the implementation of planned programme activities in the 2020-21 biennium.
- Moving programme activities online was the solution of choice. It however came with "a mixed bag" of consequences regarding effectiveness.

136. Findings 7 to 11 relate to the *likely effectiveness of new response initiatives*. Findings 12 to 14 describe how the *effectiveness of ongoing programme activities* was affected by the pandemic.

3.2.1. Likely effectiveness of new response initiatives

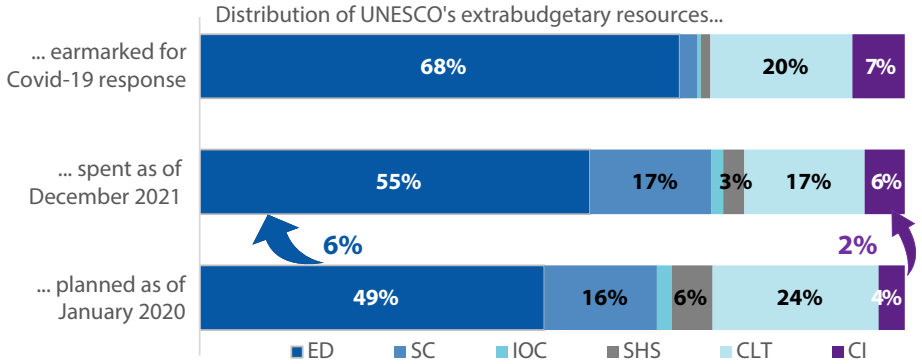
Finding 7. UNESCO quickly implemented a comprehensive and multi-faceted response to the Covid-19 pandemic.

137. As summarised earlier (Section 2.1), UNESCO developed and implemented a comprehensive and diverse array of initiatives across all Sectors to support Member States in addressing new or exacerbated challenges during the Covid-19 pandemic. The evaluation team found UNESCO's Covid-19 response noteworthy, both in terms of volume and the speed with which it was implemented.

Finding 8. UNESCO could mobilize additional funds to respond to the pandemic, although not for all Sectors.

138. In 2020 and 2021, UNESCO mobilized additional funds for activities related to the pandemic. Between January 2020 and June 2021, UNESCO signed agreements amounting to 112 million USD for Voluntary Contributions earmarked to Covid-19-related projects.[58] The Education and Communication and Information Sectors attracted proportionally more additional funds for their response to the pandemic than the other sectors, compared with the planned budget distribution among sectors. On the opposite, the two science sectors could mobilize proportionally much less contribution. (see **Figure 6** below)

Figure 6: The Education and Communication and Information Sectors attracted a larger share of extra-budgetary resources during the pandemic. Looking more closely at those specifically dedicated to UNESCO's response to Covid-19, 2 in 3 USD mobilized were allocated to education, while barely any were spent on the sciences



Sources: 40/C5, 214 EX/4.II.A and list of Covid-19-earmarked Voluntary Contributions mobilized between January 2020 and June 2021 provided by BSP[59].

Finding 9. Several response initiatives potentially contributed to significant positive change.

139. Among the reviewed global and regional response initiatives, some were especially promising in terms of their potential to contributing to significant positive change. Apart from being implemented well, these initiatives were based on a convincing impact logic and focused on areas in which UNESCO has a recognized comparative advantage.

140. Ministerial meetings, for example, targeted the highest-level officials in education, science and culture ministries with information exchange and expert advice. Because UNESCO had nurtured relationships with those ministries, the respective Sectors could quickly and effectively convene meetings with relevant participation from many countries. Because of UNESCO's strong reputation as a trustworthy partner and

58 List of Covid-19-earmarked Voluntary Contributions mobilized between January 2020 and June 2021 provided by BSP. Some contributions are multi-year agreements, meaning that only a part of the funds mobilized were allocated in the 2020-2021 biennium.

59 These voluntary contributions are calculated based on the agreement signed between January 2020 and June 2021. Some of these agreements span several years, beyond the 2020-21 biennium.

expert advisor in these sectors — as for example reflected in interviews with partners and government officials during visits to two country offices — the team considers it likely that participants valued the dialogue and trusted the information provided. Finally, because — arguably — this target groups are among the most relevant and influential when it comes to decision-making on how national systems deal with the pandemic, any small influence these meetings had on any participant's understanding and future decision-making can, because of their pivotal role, affect millions.

141. Several initiatives that collected, analysed and published pandemic-related data and information also possess significant potential for impact. Examples are UNESCO's mapping of school closures, the four global surveys on national education system responses conducted together with the World Bank and UNICEF, a review of the pandemic impact on ocean observing systems, the global monitoring of World Heritage Site closures, the *Culture & COVID-19: Impact and Response Tracker*, Education Finance Watch reports addressing the pandemic, surveys on Living Heritage in the face of Covid-19, tourism, world heritage in the face of Covid-19 and on pandemic impact on ocean measurements. These initiatives offered relevant comparative information that could not be found elsewhere. Because UNESCO and its partners are considered a reliable and trustworthy source for data and expert knowledge, many stakeholders in the targeted sectors may have used it professionally. Because data and knowledge are public goods that can be used by anybody, they may contribute to potentially wide-ranging effects. The survey the National Commissions hints at this potential: one in four respondents indicated that data and reports provided by UNESCO systematically informed measures taken in their country; although two thirds (64%) indicated they only sometimes influenced national decisions (N=42).

142. This said, the evaluation team had to rely on scant evidence on the extent to which UNESCO's data and knowledge products were actually used by stakeholders. Across Sectors, gathering this information is not considered a priority.

143. The evaluation team found important synergies between these — and other — response initiatives. Data and expert knowledge, for example, informed the later ministerial meetings. The joint statements by UNESCO's expert commissions on bioethics and the ethics of science[60] backed UNESCO's contribution to the Lancet commission regarding the definition of vaccines as GPGs. Another example is how data from a survey of youth in LAC informed the development of the 2020 edition of the youth engagement initiative *Comprometidos*.

144. Regarding country-level projects reviewed by the evaluation team, approaches providing public goods held most potential regarding their effectiveness as they had the potential to be scaled up. These refer to projects that are not restricted by high costs for reaching many ultimate beneficiaries. Education Sector examples from the team's field visit to Dakar are a forthcoming study on the impact of the pandemic in five African countries,[61] the creation of the regional learning platform *ImagineEc*ole, the roll-out of a national radio programme on literacy and math, the development of online courses, guides and tutorials, train-the-trainers programmes for distance learning, and the establishment of three virtual laboratories for Technical and Vocational Education and Training (TVET)[62]. These project elements can — at least in principle — be replicated in other countries or contexts.

145. Also at the country level, the team found that also other, less visible forms of support were potentially impactful. For example, interviewed education partners from Uruguay's national education system highlighted the constant helpful support offered by Education Sector staff and their readiness to pragmatically support as needed. In several instances, UNESCO's ability to bring in international education experts to help with specific decisions was emphasized, for example for updating curricula for teacher training with distance learning content.

60 The International Bioethics Committee (IBC) and the World Commission on the Ethics of Scientific Knowledge and Technology (COMEST)

61 Synthesis report: Yakeu Djiam, Serge Eric (forthcoming). *The impact of COVID-19 on education systems in West and Central Africa: Regional Report.* Dakar, Senegal: UNESCO.

Case studies:

- Adediran, Sulleiman (forthcoming). *The impact of COVID-19 on education systems in West and Central Africa: Nigeria* Case Study. Dakar, Senegal: UNESCO.
- Turay, Samuel (forthcoming). The impact of COVID-19 *on education systems in West and Central Africa: Sierra Leone* Case Study. Dakar, Senegal: UNESCO.
- Manirakiza, Désiré (A paraitre). *L'impact de la COVID-19 sur les systèmes éducatifs en Afrique centrale et de l'Ouest* : Cas du Burundi. Dakar, Senegal: UNESCO.
- Landim, Rui Correia (A paraitre). *L'impact de la COVID-19 sur les systèmes éducatifs en Afrique centrale et de l'Ouest :* Cas de la Guinée-Bissau. Dakar, Senegal: UNESCO.
- Mimche, Honoré (A paraitre). L'impact de la COVID-19 *sur les systèmes éducatifs en Afrique centrale et de l'Ouest : Cas du Cameroun.* Dakar, Senegal: UNESCO.

62 A comprehensive description of the response interventions was kindly provided by the Dakar office, see Annex D, in French, and is also reflected in the office's Annual Reports for 2020 and 2021. In addition, the team consulted an external (unpublished) review of the ImagineEcole project, which was kindly shared as well.

Finding 10: The Global Education Coalition effectively mobilised collective action but would benefit from more structure going forward.

146. The Global Education Coalition (GEC) has been a flagship of UNESCO's pandemic response. Interviewed staff at UNESCO — also beyond those directly involved — mostly considered it a resounding success. Clearly, GEC was effective in bringing together many traditional and non-traditional education stakeholders, including multilateral organizations, the private sector, media, civil society and non-profit organizations, and networks.

147. GEC reports that it is "currently involved in 233 projects across 112 countries impacting 400 million learners and 12 million teachers"[63] which represents a significant reach into the ultimate beneficiaries targeted with UNECSO's Main Programme 1. Drawing from interviews, two GEC progress reports, and other reviewed documentation, it is evident that the coalition has been active and productive.

148. The Global Education Coalition was established in a pragmatic and flexible way. Interviewed UNESCO staff involved in the GEC highlighted that this lean setup had been important to quickly mount a response.

149. Most interviewed staff with direct involvement in the coalition however noted that, in hindsight, the conditions for membership should probably have included some form of financial commitment. First, this would help avoid "free riders", i.e. companies and other partners advertising their membership without contributing to the coalition. Second, it would have allowed the coalition to finance some core activities that cannot be provided in-kind by coalition partners.[64] Interviewees described how the Santiago office, when setting up the first (and only) national GEC chapter, required a membership fee for these reasons, which was then used to also sustain a dedicated secretariat.

150. The evaluation team noted the absence of formal governance and management structures found in other global partnership programmes,[65] such as a governing body and a secretariat to ensure transparency, stakeholder representation, strategic relevance and operational effectiveness. Well into its second year, the coalition is still managed in an agile manner from within UNESCO's Education Sector. Interviewed staff noted that the gender flagship was somewhat disconnected — organisationally and operationally — from the other two flagships.

151. This observation is relevant because interviewed staff argued in interviews the continued relevance for GEC beyond the Covid-19 pandemic, citing GEC support to Beirut and Ukraine as examples. If GEC is to continue, however, it should adhere to the principles and good practices for global partnership programmes whilst avoiding heavy arrangements which might bog down the coalition and reduce its ability to respond to education stakeholders' needs quickly and flexibly during times of crises.

Finding 11. While relevant, other response initiatives had only limited reach into their respective target groups, which limits their potential effectiveness.

152. Several important pandemic response initiatives targeted relatively small groups of key sector stakeholders. By successfully involving virtually all key stakeholders, these initiatives had a wide reach into their target groups. Examples are global ministerial meetings or expert-level publications or events, such as the *online expert meeting on illegal excavations and online trade during COVID-19* or network meetings such as the online meetings of the UNESCO Cities Platform.

153. In contrast, several response initiatives targeted much larger audiences, for example the vast global community of teachers and learners, youth or potentially any citizen. The latter initiatives could only reach very small fractions of these large groups, even those with a wider reach like the *#NextNormal* video[66]. Most pandemic-related webinars reviewed by the evaluation team accumulated between a few hundred to a few thousand views on YouTube since their publication. Web campaigns also had a limited reach in their target group.

63 UNESCO (2020). *Global Education Coalition*. See https://globaleducationcoalition.unesco.org/, last seen in November 2022.

64 This was temporarily solved by a grant provided by the Global Partnership for Education. See for example: https://www.globalpartnership.org/what-we-do/knowledge-innovation/covid-19-glbal-grant, last visited in December 2022.

65 See for example: World Bank IEG. (2007). *Sourcebook for Evaluating Global and Regional Partnership Programs: Indicative Principles and Standards*. Washington, D.C.: Independent Evaluation Group of the World Bank. (published together with the OECD DAC Network on Development Evaluation).

66 Viewed about 150,000 times on YouTube: https://www.youtube.com/watch?v=QR_za7P28bI, last visited in March 2023.

154. The *Learning Never Stops* campaign illustrates this limitation in terms of reach. In this campaign, about a hundred video testimonials were collected from students and teachers from March 2020 onwards. These were each viewed hundreds or thousands of times, with the launch videos approaching 10,000 views. A single video testimonial reached 30,000 views.[67] The campaign's pages were visited by about 100k.[68] Noting that 63 million teachers[69] and 1.6 billion learners[70] were impacted globally by the pandemic, these direct reach figures seem small. Similarly, a video testimonial with 10,000 views would only reach 1 in every 160,000 affected learners. Naturally, this limits the direct effects these interventions can potentially have on their target groups.

155. Further examples for which such information could be obtained[71] by the evaluation team illustrate this assessment. The following list entails different instruments such as campaign videos, videos of webinars or blog posts:

- The *Don't Go Viral campaign – 'Coronavirus Alert Song'* was viewed about 37,000 times on YouTube.[72] Further videos of this campaign reached from 308 to about 18,000 views.
- Most videos of *ResiliArt* debates reached between 400 and 1,000 views on YouTube. The most viewed video reached 11,000 views.
- The videos of the *My Covid-19 Story* campaign in the context of *#YouthofUNESCO had* an average number of 2,491 views.[73]
- 73 blog posts on education and Covid-19 received only a few likes and comments, possibly pointing to limited traffic (no visitor statistics were available).[74]
- The series of 26 videos of leading women in the context of the campaign ***I**magining the world to com**e*** obtained a total of 20,285 views (i.e. an average of 780 views per video).
- The webinar *What do young people do to combat the Covid-19 "disinfodemic"?* was viewed by 2,000 people.

156. At the country level, response initiatives aiming to provide teachers and learners with technical equipment faced similar limitations in terms of reach. For example, thanks to funds from the MPTF Covid-19 Fund, UNESCO supplied about 1,000 learners in Senegal with tablets and 105 teachers with laptops. In another project in Senegal, a GEC partner (Huawei) provided 200 tablets and 200 internet hotspots (Flyboxes) to students. Whilst they were useful for the concerned stakeholders, their effectiveness on the long-term was severely limited by the high cost of airtime and limited connectivity (e.g. airtime for the tablets for students was only guaranteed for a year).

157. In principle, these initiatives and activities might have contributed to additional effects in indirect ways, for example through multiplication in other channels or by strengthening UNESCO's reputation and visibility in the field, rendering other initiatives more effective. Nevertheless, evidence for these additional effects is scant.

3.2.2. Impact of the pandemic on the effectiveness of ongoing programme activities

Finding 12. UNESCO's ongoing programmes remained adequately funded in the 2020-21 biennium. With variance by sectors, the organization was able to mobilize more voluntary contributions.

158. Despite the pandemic, Member States fulfilled their financial commitments to UNESCO and granted no-cost extensions for delayed projects. Interviewees valued the supportive attitude of donors in this regard as an expression of trust in their work. It enabled UNESCO to implement its planned work programme without suffering budget shortages.

159. During the pandemic, UNESCO's programmes disposed of more in-hand resources than expected. The extra-budgetary resources available for UNESCO's programmatic work in 2020-2021 exceeded the planned voluntary contributions (including the estimated funding gap) by 31%. This positive result in resource mobilization is not due to conservative planning: the planned funding gap for 2020-2021 was 36%

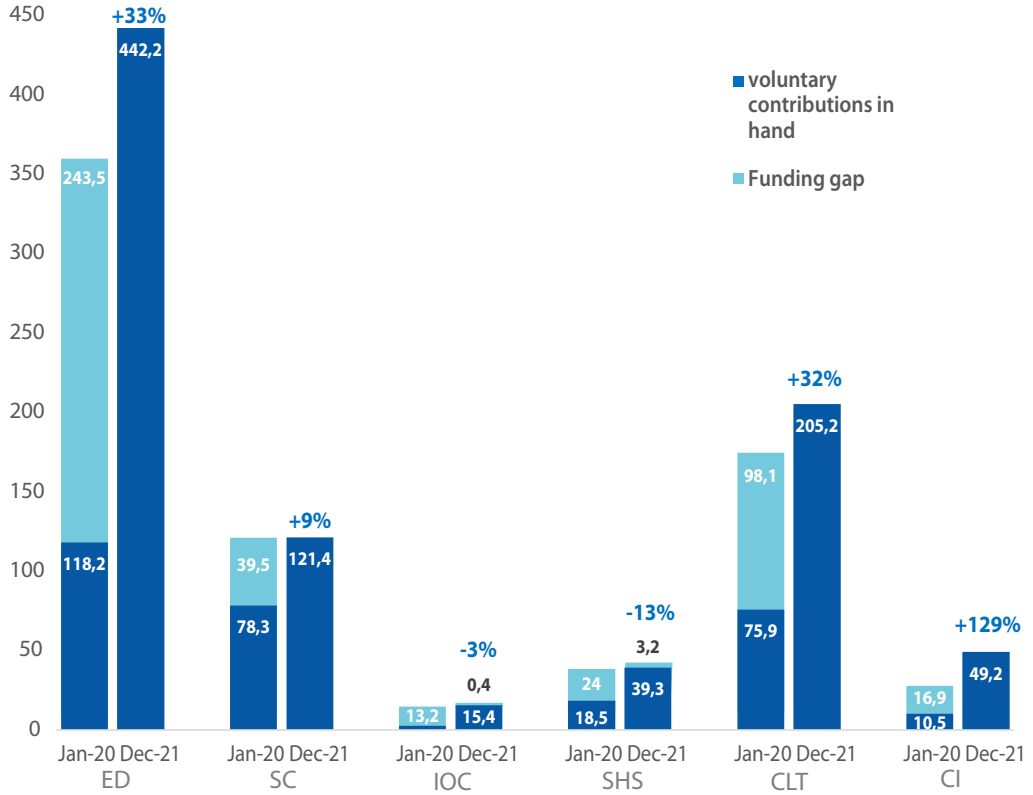
67 https://www.youtube.com/playlist?list=PLWuYED1WVJINNwvkHWOjQWz5oS6z1yIVE, last visited in November 2022.
68 Data provided by the Education Sector.
69 https://www.unesco.org/en/articles/over-63-million-teachers-impacted-Covid-19-crisis-world-teachers-day-unesco-urges-increased, last visited in November 2022.
70 See, for example: UNESCO-ED. (2021). *The State of the Global Education Crisis: A Path to Recovery. Joint UNESCO, UNICEF, and World Bank report.* Paris, France: UNESCO.
71 The limitations in terms of data availability described in Section 1.5 should be noted.
72 #DontGoViral: "Corona Virus Alert" par Bobi Wine et Nubian Li - YouTube, last visited in March 2023
73 UNESCO YouTube channel, visited on August 20, 2022.
74 https://world-education-blog.org/tag/Covid19/, last visited in November 2022.

higher than the 2018-19 funding gap (USD 333 vs 454 million.).[75] Rather, it is largely due to extra resources mobilized to respond to the pandemic (see Finding 5 above) as well as to further crises such as the war in Ukraine.

160. All Sectors met their funding targets in terms of *approved* voluntary contributions[76]. However, there was some variance between UNESCO's sectors in term of mobilized *in hand* voluntary contributions. During the pandemic, the Education and Communication and Information Sectors respectively disposed of 33% and 129% more in-hand extra-budgetary resources than planned. However, not all sectors benefitted equally from this positive development, as displayed in **Figure 7**[77]. Extra-budgetary resources available for the Social and Human Sciences Sector during the 2020-2021 biennium remained 13% below the planned level. According to the Sector, this unfunded amount was not related to the pandemic but due to the unanticipated decrease of the long-term funding of a major self-benefitting donor, i.e. donating to its UNESCO country office.

161. This differentiated trend in extra-budgetary resources is expected to be reinforced in 2022-2023. Overall, UNESCO's programme sectors expect to dispose of 15.4% more extra-budgetary funds than during the 2020-2021 biennium, by an estimated inflation of 15.3% over these two years.[78] The planned extra-budgetary resources for the Education and Communication and Information Sectors are respectively 31% and 22% higher than in the previous biennium, while the Social and Human Sciences Sector anticipates a 25% decrease. The Social and Human Sciences Sector explained that this decrease is not related to the Covid-19 pandemic but instead to the longer-term funding pattern of a major self-donating donor, i.e. donating to its UNESCO country office. It is thus not expected to impact the Sector's work elsewhere.

Figure 7: During the pandemic, UNESCO disposed of significantly more in handvoluntary contributions than planned (in Mio. USD).



Source: UNESCO Executive Board. (2022). Status of the funding of the Gap for 2020-2021 (40 C/5). 214 EX/4. II.A.INF.2.

75 UNESCO Executive Board. (2022). *Status of the funding of the Gap for 2020-2021 (40 C/5), as at 31 December 2021*. (214 EX/4.II.A.INF.2).

76 UNESCO Executive Board 2021). *Execution of the programme adopted by the General Conference, Part II: financial management report for 2020-2021 (40 C/5) as at 31 December 2020*. (211 EX/4.II)

77 It should be noted that the methods for calculating funding gaps caries from one sector to the other. However, SHS' estimated funding gap for the 2020-2021 biennium was almost equal to the estimated funding gap for the 2018-19 biennium.

78 According to IMF estimates: https://www.imf.org/external/datamapper/PCPIPCH@WEO/WEOWORLD , last visited in November 2022

Finding 13. The pandemic had a significant impact on the implementation of planned programme activities in the 2020-21 biennium.

162. In the 2020-21 biennium, the pandemic caused implementation delays and cancellations of planned activities across all Sectors. In an annex[79] to the 2020-21 Analytical Programme Implementation Report, Sectors were asked to specifically report on the impact the Covid-19 pandemic had had on the achievement of each Expected Result assigned to that Sector. As shown in **Figure 8**, typical issues reported for more than half of all 37 Expected Results include the inability to implement activities based on face-to-face interactions, implementation delays, and cancellations of planned activities and events. This analysis likely underestimates the frequency of implementation issues somewhat because only unambiguous references to the listed issues were included, and because the Social and Human Sciences Sector — along its four Expected Results — did not report on implementation issues in that reporting field[80].

Figure 8: The achievement of more than half of UNESCO's expected results was affected by the following Covid-19-related issues.

Source: Evaluation team's analysis based on reported issues in field "Impact of the COVID-19 pandemic on the achievement of the Expected Result" in UNESCO's Analytical Programme Implementation Report.[81] (n=37 Expected results)

163. The significance of the pandemic's impact on programme implementation is further illustrated in the evaluation team's own analysis of a sample of 100 project reports (drawn randomly from more than 2,000 active UNESCO projects in the 2020-21 biennium). More than half of the sampled projects suffered from either a high (23%) or medium (27%) level of impact on their implementation. Financially, the affected projects represented 70% of regular programme and 72% of extrabudgetary budget allocations (Annex H).

164. The evaluation team was able to review several projects in more detail during its field missions to the Dakar and Montevideo offices. A disaster risk reduction project implemented by the Dakar office with the Gambian National Disaster Management Agency and the Flying Labs in Senegal illustrates several challenges associated with the pandemic **(Box 2)**.

79 UNESCO Executive Board. (2022). *Execution of the Programme Adopted by the General Conference. Analytical Programme Implementation Report (APIR) (1 January 2018 – 31 December 2021). Assessment of Progress by Expected Result* (214 EX/4.I.INF).

80 The Social and Human Sciences Sector (with four Expected Results) did not describe any of these Covid-19-related implementation issues in the reporting field on which the above figure is based. This may be related to a misinterpretation of what should have been reported because SHS describes that "Overall, COVID-19 caused delays or postponements in the implementation of some activities" in the main body of the APIR.

81 UNESCO Executive Board. (2022). *Execution of the Programme Adopted by the General Conference. Analytical Programme Implementation Report (APIR) (1 January 2018 – 31 December 2021). Assessment of Progress by Expected Result* (214 EX/4.I.INF).

Box 2. Illustration of implementation issues in the case of a disaster risk reduction project in the Gambia.

The project Strengthening Flood Resistance with New Technology in the Gambia aimed at i) developing drone-based disaster monitoring, ii) strengthening early warning systems, and iii) strengthening community disaster risk reduction capacities. The project was implemented from May 2019 until *the end of 2021 with an extrabudgetary budget of slightly more* than USD 1 million.[82] The project received a six-month extension before the pandemic started; a further extension into 2022 could reportedly not be negotiated with the project donor.

According to interviewed staff directly involved in the project, implementation was "really hampered" by the pandemic, along each of the project's three goals:

- The drones themselves were acquired before the pandemic began, and four out of five remained operational when the interviews took place in July 2022. ***The pandemic, however,*** *affected the training of drone operators. Remote training* by Senegal's Flying Labs staff was delayed and affected by connectivity issues; the planned in presentia training by international experts was dropped because of travel restrictions. The training for drone operators was perceived as significantly less effective than face-to-face training because of connectivity issues and the need to demonstrate how to operate the technical equipment in person, i.e. to practice-coach participants.
- The procurement of the forecasting system was delayed by more than a year because the selected firm could not deliver the system during the ***pandemic.*** *Interviewees also mentioned that the mandatory UN-wide procurement process had* slowed things down. While the procurement process had been started before the pandemic, it could only be completed once Covid-19-related restrictions had ended. Interviewees also mentioned that planned in-depth studies could not be implemented. The online training for operating the forecasting system was also considered to be significantly less effective than if it could have been implemented face-to-face as originally planned.
- Work on developing disaster risk reduction curricula for schools began before the pandemic but was then halted. One reason was that the international expert *in charge could not travel to the Gambia. The curricula were l*ater finalized and, reportedly, received positive feedback from involved Education Ministry officials.

Staff and stakeholders involved in the project made significant efforts to implement the project despite the severe challenges imposed by the pandemic, and no *obvious missed opportunities were found in terms of how, in hindsight,* the people in charge could have reacted faster or differently to these challenges. Ultimately, project activities related to all three stated project goals could be implemented. A noteworthy achievement is, for example, that the partnership between the Senegalese and Gambian project partners appears to continue beyond the project.[83]

At the same time, the pandemic had a significant negative impact on overall progress made towards the project's stated goal. Interviewees considered that flood *forecasting capacity had remained low and below what had been hoped* for — both in terms of technical capacity and regional coverage. For example, only one of three planned areas could be covered. While no information about the rollout and use of the project's DRR curricula was available, the evaluation team however considers it likely that the rollout of DRR content into schools was significantly delayed or may even not happen at all because of other urgent Covid-19-related priorities in the Gambia's education system.

Source: Evaluation team's analysis.

82 Based on information obtained from UNESCO's SISTER database.

83 UNESCO Bureau de Dakar. (2022). *Annual Report 2021: UNESCO Multisectoral Regional Office for West Africa - Sahel.* Dakar, Senegal: UNESCO.

Finding 14. Moving programme activities online was the solution of choice. It however came with "a mixed bag" of consequences regarding effectiveness.

165. As travel restrictions, social distancing measures, lockdowns, and the cancellation of international events made the planned implementation of face-to-face activities impossible, UNESCO programmes commonly reacted by shifting activities online. This represented the solution of choice for all Sectors and across most Expected Results.[84]

166. Based on the views of interviewed staff, the survey of National Commissions and the evaluation team's analysis, this influenced likely results in different and — at times — opposing ways.

167. Online trainings and consultations usually reported higher participant numbers compared to when they had been held *in presentia* before the pandemic. For example, the series of 17 webinars on *Inclusion in the Time of Covid-19* had more than 3,700 participants and 70 speakers.[85] According to interviewees, this level of attendance could not have been achieved with *in presentia* events.

168. Another notable example is the effective consultation process for negotiating and drafting the Recommendation on the Ethics of Artificial Intelligence. According to interviewees, the online modality not only accelerated the drafting and negotiation process, but it also enhanced its inclusivity. The consultation process in preparation of the recommendation on Open Science could also take place online. Both recommendations were adopted during the 41st General Conference in November 2021. This constitutes an important achievement in view of the amplified significance of these topics (see Finding 1). In some cases, online campaigns also enabled UNESCO to reach a much broader audience, such as the *#NextNormal* campaign, which was viewed over one million times, and the *#DontGoViral* crowdsourcing campaign which reached an estimated 216 million people with its messages on Covid-19 prevention measures.[86] In some instances, interviewees felt that conducting online trainings had increased their quality, for example because of the possibility to invite high level experts who would not have been available for trainings in *presentia* because of the higher time and travel requirements.

169. Some interviewees mentioned that online trainings spread over a longer period and shorter daily durations than when done more intensely in *presentia*. This was felt to have prompted a better absorption of content, fostering stronger relationships among participants, and between participants and facilitators. According to staff involved, holding those trainings in this format also enabled staff to commit to diverse activities instead of being away for long periods of time.

170. At the same time, interviewees were critical about several aspects of online formats. The first was a perceived lower effectiveness of online interactions. Depending on context and purpose, online communication was considered of comparable quality in some cases, but of less quality or not even an option in other cases. For example, while interviewed staff and partners consider webinars a good alternative for widely disseminating messages and exchanging ideas, they find them less effective than face-to-face interactions for network-building and co-creation. For the latter, informal talks (e.g. during coffee breaks) and body language remain crucial. These are also very important for fundraising and negotiations. Nonetheless, some interviewees contended that for example the chat box function of video conference software or the use of messaging applications during online negotiations could at least somewhat replace "corridor talks". In some cases, online modalities might even offer an opportunity for stakeholders less heard in traditional fora to express their opinions more easily.

171. Another important trade-off in the effectiveness of online activities is the (in)equality of access. Interviewees consistently felt that, while webinars facilitated access to and exchange between a broader audience across the globe, it reinforced the inequality of participation by excluding those who do not have a stable internet connection. The issue of connectivity particularly affected the inclusion of participants from the African continent.

84 This is mentioned explicitly as impact on the achievement of 21 of 37 Expected Results (62%) across Sectors (not including UIS) in the Annex of UNESCO Executive Board. (2022). *Execution of the Programme Adopted by the General Conference. Analytical Programme Implementation Report (APIR) (1 January 2018 – 31 December 2021). Assessment of Progress by Expected Result* (214 EX/4.I.INF).

85 See https://en.unesco.org/Covid19/inclusion-webinars , last visited in August 2022.

86 Intergovernmental Council for the Information for All Programme (IFAP). (2020). *Impact of the Covid-19 crisis on progamme and activities of UNESCO's Major Programme V – Communication and Information's, and its response to the pandemic.* (IFAP-2020/COUNCIL.XI/Inf.3).

172. Interviewees also observed a negative evolution of the quality of participation over the course of the pandemic and as the number of webinars exploded, the quality of contributions diminished because participants were tired of webinars or started multi-tasking (e.g. attending parallel virtual events).

173. These observations led to a reconsideration of field missions in the Organization. Although they represent a non-negligeable share of the budget and environmental footprint of the Organization, field missions were hardly questioned before the pandemic. Several interviewees contended (and welcomed) that, because of the availability of virtual alternatives, field missions are now more scrutinized for their necessity and need to be justified. This aspect was also mentioned in the 2020 internal control self-assessment.[87] Since May 2021, this change in culture regarding the organization's carbon footprint (both regarding travels and paper) is also institutionalized in UNESCO Environmental Sustainability and Management Policy of May 2021[88] and in the Administrative Manual.

3.3. Efficiency

Findings on efficiency:

- UNESCO successfully adapted its corporate governance to allow for virtual sessions during the pandemic.
- UNESCO management ensured leadership and coordination during the pandemic.
- Administrative procedures and risk management were adapted and updated.
- Agile teams helped respond quickly and flexibly to the pandemic.
- Staff resilience was key to UNESCO's pandemic response but may have eroded during the pandemic.

87 UNESCO-ADM. 2020. *Internal Control Self-Assessment. Feedback on the 2020 exercise.* Internal PPT.

88 UNESCO. (2021). *UNESCO Environmental Sustainability and Management Policy*. Paris, France: UNESCO. The policy mentions that
- "UNESCO will continuously reduce its annual volume of air travel and explore and prescribe alternative modes of travel and event organization, including through the promotion of a virtual meeting culture and, in case of physical events, guidelines for climate-neutral and sustainable meetings."
- "UNESCO will phase out paper-based administrative processes as well as meeting-related printing and become paperless"

Finding 15. UNESCO successfully adapted its corporate governance to allow for virtual sessions during the pandemic.

174. In the first months of the pandemic, UNESCO successfully updated its rules of procedures for the General Conference and the Executive Board, to include an option for holding virtual sessions. This was rendered necessary by the fact that the national lockdown in France did not allow UNESCO to hold the 209th session of the Executive Board ***in presentia*** in March 2020 as planned. Like most UN organizations, UNESCO did not dispose of a business continuity plan for its legislative and governing function[89].

175. For this reason, the Executive Board convened an informal working group which, after intense consultations, recommended working methods for both governance bodies in the case that in-person meetings are impractical or impeded by sanitary conditions. The Executive Board adopted these recommendations during an extraordinary (virtual) session held in June 2020. While the 209th session could be held in *presentia* in June/July 2020, the Executive Board applied the new provisions during the virtual part of the 210th session held in December 2020 (the second part of that session was held in *presentia* in January 2021).

176. Based on interviews and the evaluation team's review of the working group recommendations, the process towards enabling virtual sessions was not easy. On the one hand, involved Executive Board members and staff were themselves subject to restrictions and lockdowns, which hampered interactions and preparations. On the other hand, Member States worried about how due process, equal participation, information security and effective negotiations could be assured in virtual sessions.

177. Workable solutions were found within a few months in most instances and since June 2020, the Executive Board (and the General Conference) have working methods for holding virtual sessions when required. The evaluation team also wishes to highlight the new habit of webcasting non-private Executive Board sessions outside UNESCO as a useful innovation. For example, it enables National Commissions to follow the sessions.

178. Based on interviews and document review, the evaluation team finds that the process towards enabling virtual sessions was reasonably efficient, especially recognising that with 58 members, UNESCO has one of the largest Executive Board

89 United Nations. (2021). *Business continuity management in United Nations system organizations. Report of the Joint Inspection Unit*. Geneva, Switzerland: UN.

among all UN agencies. The expanded rules of procedures for virtual sessions — and the experiences made during holding virtual sessions — strengthen the resilience of UNESCO's corporate governance vis-à-vis future crisis scenarios that also restrict physical contact or presence.

179. There are, however, two caveats which, if addressed in the future, would further strengthen resilience.
    - First, while some types of voting are now possible also during virtual sessions (e.g. show of hands and role-calls), secret ballots still require physical presence at UNESCO headquarters, reflecting the security and voting dynamics concerns of Member States.
    - Second, there is a worry that the usual practice of negotiating texts during rather than before sessions may take too much time — or not even be feasible at all — during virtual sessions.

Finding 16. UNESCO management ensured leadership and coordination during the pandemic.

180. Through the numerous meetings of the Coronavirus Committee described in Chapter 2, UNESCO's management ensured programmatic leadership and tried to guarantee, as best possible, the sanitary conditions to protect staff from the Covid-19 virus (distribution of masks and gel, adoption of teleworking practices, some testing and roll out of a vaccination scheme). When surveyed at the onset of the pandemic, in May 2020, 80% of staff felt adequately informed of measures being taken by UNESCO. While this was felt more significantly in the field than in headquarters, all staff agreed that the level of communication had improved over the course of the first three months (it went from 75% to 92% in the field and from 57% to 83% at headquarters)[90]. This level of communication was later maintained with over 80 updates communicated to all staff by ADM via email in 2020-21. Staff appreciated this, but overtime some interviewees indicated feeling overwhelmed and at times confused as rules changed regularly.

181. Intersectoral cooperation remained limited throughout the pandemic, particularly in the first months. Some interviewees in smaller sectors deplored what they qualified as a missed opportunity to develop more impactful responses.

182. There are however indications that headquarters and field offices closely coordinated their response to the crisis. Most Directors were satisfied with the level of coordination. Some UNESCO staff described how the pandemic "made the world smaller" and shrunk the distance between headquarters and field offices. For example, interviewees involved in the LINKS programme indicated that UNESCO's intersectoral working group on indigenous people's issues significantly stepped-up participation and coordination during the pandemic, including stronger participation from field offices. One interviewee described it as a "rare intersectoral platform" that had held several "really global meetings" after the pandemic started in 2020. In the same vein, other interviewees explained that field office activities were now more visible to headquarters than before. While this benefitted UNESCO-wide coherence, it also meant that additional communication and coordination was required with headquarters.

29 out of 36 Directors at UNESCO assessed the **coordination** with UNESCO as Good or Excellent.

Source: IOS Survey of UNESCO Directors (2020). (Only respondents who expressed an opinion were counted)

183. Coordination between field offices was assessed as low, both in interviews and in a survey of UNESCO Directors by IOS in June 2020.[91]

184. Based on the available evidence, overall, the evaluation team concludes that the level of leadership and coordination was adequate to ensure a prompt and relevant response to the Covid-19 pandemic. The limited intersectoriality and coordination between field offices is understandable in view of the urgency of the immediate response.[92]

90 UNESCO-IOS. (2020). *IOS Advisory: UNESCO Response to Covid-19 - Survey of all UNESCO staff.* Paris, France: UNESCO

91 UNESCO-IOS. (2020). IOS Advisory: *UNESCO Response to Covid-19 – Survey of UNESCO Directors.* Paris, France: UNESCO.

92 Organization management literature suggests that loose coupling (i.e. weak linkages between the departments and divisions of an organization) benefits the agility necessary for responding to crises. Source: Adobor, H., Darbi, W.P.K. and Damoah, O.B.O. (2021). *Strategy in the era of "swans": the role of strategic leadership under uncertainty and unpredictability.* Journal of Strategy and Management, Vol. ahead-of-print.

Finding 17. Administrative procedures, IT and risk management were adapted and updated.

185. Between the end of March and beginning of April 2020, ADM exceptionally authorized the digital processing of bids, derogations from competitive bidding up to USD 100,000 in emergency situations (so-called "waivers"), contract extensions beyond the Administrative Manual provisions, and e-signatures for digital transactions. Later, e-signatures were extended to visa validation processes.

186. Interviewees were also consistently appreciative of the transition to paper-free transactions through e-signatures as they represent considerable gains in time and reduce the organization's environmental footprint. There is broad agreement that the Organization should pursue its efforts in digitalizing signature processes. According to interviewees, the simplified and digitalized procedures remain useful beyond the Covid-19 pandemic in UNESCO's day to day processes and to respond to current or future crises like the war in Ukraine. Some new practices have already become routines beyond original intention. This is the case of "zero-paper" administrative processes: in the words of an interviewees, "it does not come to people's mind anymore to ask for hard copies of documents". Conversely, waivers for solicitation processes below USD 100,000 were barely known amongst interviewed administrative staff, suggesting that it was not commonly used. Those staff members aware of this possibility assessed it as very useful for reacting to the Covid-19 pandemic and potentially useful for further crises such as the war in Ukraine or the explosion in Beirut.

187. Apart from these authorised exceptions, all response activities were subject to established administrative procedures as set out in UNESCO's Administrative Manual — for example regarding the establishment of new partnerships involving funding. In interviews, some staff felt that this limited an (even) quicker and more agile response to the pandemic while other staff was able to manoeuvre rather well within established administrative rules and procedures. The necessity of teleworking represented a challenge for the Organization in terms of IT equipment, resources and cyber security. UNESCO addressed these issues efficiently by rapidly equipping staff with corporate laptops, accelerating the roll out the Microsoft Teams software to distribute it house-wide within a few weeks rather than the anticipated year. Unesco also optimized human and financial resources for headquarter IT services and cybersecurity. In May 2020, respectively 67% and 65% of staff members assessed IT support and the roll out of Microsoft Teams as excellent or good[93].

93 UNESCO-IOS. (2020). *IOS Advisory: UNESCO Response to Covid-19 - Survey of all UNESCO staff.* Paris, France: UNESCO

188. UNESCO's Administrative Manual did not include a global contingency plan for emergency situations as the pandemic hit. According to interviewees, the pandemic fostered higher level attention to risk management and organizational resilience at UNESCO. During the pandemic, the Sector for Administration and Management developed or continued to develop several plans under the UN Organization Resilience Management System **(Figure 9)**. UNESCO also integrated experiences from the Covid-19 pandemic into existing risk management documents, e.g. the possibility of a pandemic or risks related to occupational health.[94]

Figure 9: Core elements of Organizational Resilience

Source: UNESCO Administrative Manual

189. The above-described efforts to update administrative processes, IT capacities and risk management prepare the ground for potential future global crises and thus strengthened UNESCO's resilience.

Finding 18. Agile teams helped respond quickly and flexibly to the pandemic.

190. As part of its Strategic Transformation, UNESCO piloted three agile teams in the Education Sector in late 2019. Agile teams are understood as flexible and creative constellations to address specific issues. This pilot involved cross-cutting teams at headquarters, field offices and Category 1 Institutes who, after receiving specific training, applied agile working methods. The purpose was to strengthen transversality and synergies.[95]

94 Risk catalogue provided by ADM.

95 UNESCO Executive Board. (2020). *Follow-up to decisions and resolutions adopted by the Executive Board and the General Conference at their* previous sessions, Part II: Management issues, E. UNESCO's Strategic Transformation. (209 EX/5.II.E + ADD).

191. This prior experience with agile teams was beneficial when the Covid-19 pandemic hit in early 2020.[96] According to interviewees, by providing for transversal brainstorming, the agile methods facilitated the efficient identification and development of responses to the Covid-19 pandemic. One such agile team notably established very quickly UNESCO's flagship mapping of school closures and teachers' vaccinations. Another one created the flagship initiative *ResiliArt*.

192. While agile teams are supposed to address specific issues at a specific point in time, in interviews, staff regretted that they were maintained for too long, resulting in permanent additional workload.

Finding 19. Staff resilience was key to UNESCO's pandemic response but may have eroded during the pandemic.

193. Staff resilience and entrepreneurship drove the organization's performance during the pandemic. Despite changed working conditions and increased workload in an uncertain context, UNESCO's staff were able to implement planned activities and develop new initiatives in response to changed needs. In the first days following the beginning of the lockdown, many teams entered an "intense brainstorming mode". Interviewees reported that, while some colleagues "almost disappeared" during the pandemic, the majority "rolled up their sleeves" and worked extra hours to offer useful responses to the pandemic and make UNESCO a relevant actor. The evaluation team was overall impressed by the frequently palpable motivation and dedication in its interviews with 127 UNESCO staff in headquarters and field offices, two years after the first response activities began.

194. As an Organization, UNESCO took measures to support staff safety, health, and well-being during the pandemic (see Section 2.2.4). Despite these efforts, the evaluation team found three issues that can negatively impact staff resilience.

195. **Unanticipated lockdowns.** At headquarters, most interviewed staff remembered the first lockdown in Paris from March 17 to May 11, 2020 as a particularly difficult period. Many reported being suddenly stranded in the French capital without proper preparation. In several field offices, lockdowns also confined staff to the country of their duty station. Testimonies from staff revealed two main scenarios following the immediate announcement of lockdowns. Some remained in their respective duty stations, working from their homes. Others quickly fled the city to join families elsewhere within their duty station or abroad. The very nature of UNESCO as an international organization composed of staff of different nationalities has likely affected the scale at which this has happened. Staff described cases of isolation, sometimes far from their home country and without possibility to join their families there. Based on interviews, it seems that younger staff, who often live alone and in smaller housing, and international staff in the field suffered most from isolation during lockdowns.

196. In hindsight, there might have been a window of opportunity for better preparing staff regarding these lockdowns, for example by offering them to return to their countries of residence before travel was barred. While the French government left very little reaction time,[97] schools in France had been closed a few days before, and other European countries had imposed somewhat earlier lockdowns.[98] This said, it is understandable that this did not happen in the hectic first days of the pandemic. It is highlighted here mainly in view of improved preparedness regarding future lockdown situations.

197. **Uneven capacity to effectively work from home.** Except for some field offices especially in Africa, there were only minor and passing technical difficulties when the first lockdowns marked a sudden and radical shift towards having to entirely work from home. In May 2020, only 5% of surveyed staff considered IT and technical issues to be their biggest challenge[99]. Interviews conducted with staff in 2022 confirmed this.

96 UNESCO Executive Board. (2020). *Follow-up to decisions and resolutions adopted by the Executive Board and the General Conference at their previous sessions, Part II: Management issues, D. UNESCO's Strategic Transformation*. (210 EX/5.III.D + ADD).

97 The decision to apply a national lockdown was announced in the afternoon of March 16, 2020 and came into effect on the next day at noon.

98 For example, Italy on March 9 and Spain on March 15, 2020.

99 UNESCO-IOS. (2020). *IOS Advisory: UNESCO Response to Covid-19 - Survey of all UNESCO staff.* Paris, France: UNESCO

198. Staff experiences during that time were uneven because the lockdown unequally impacted staff workload and well-being. This uneven impact was confirmed in interviews and qualitative answers to the survey conducted by IOS in May 2020.[100] Staff experienced very different situations depending on their role and function in the Organization (possibility or not to perform tasks from home), their family situation (size and type of housing, caring responsibility for children or relatives) and their personal and technical disposition (contractual status, level of income, tech-savviness, quality of internet connection). Staff with young children — especially women — struggled to manage both their work and their domestic responsibilities, especially in the first months of the pandemic when no childcare support was available. As the lines between professional and private life blurred, several people felt their professional life had invaded their private space. While in May 2020, 28% of staff reported facing no challenge when teleworking; 29% remembered facing challenges in effectively combining work and household responsibilities[101].

199. This said, it should be noted that these issues were particularly prominent in early 2020 when restrictions were the hardest and there was no alternative to limit the responsibilities at home. With the easing of movement restrictions, teleworking became a more sustainable option for most staff, as indicated by a strong demand for keeping teleworking as an option also beyond the pandemic.[102] In November 2022, about 1,000 UNESCO staff are estimated to telework at least once a week. It should also be noted that, from a technical point of view, the transition to teleworking was effective, as described earlier.

200. **Higher and more complex workload.** Many staff reported that their workload increased during the first months of the pandemic, with 29% of staff expressing the need for a lower workload and fewer work hours in May 2020[103]. This affected programmatic staff working on the pandemic response and administrative staff ensuring business continuity. Most interviewed staff understood that everybody had to make an extra effort during the first months, but several indicated that their elevated workload had become the 'new normal'. In spring 2021, only 57% of UNESCO's staff indicated that their workload was manageable and that they had a good work-life balance, the latter being 20 percentage points below the benchmark median of other UN organizations[104]. In other words, the remaining 43% of staff do not assess their workload as manageable or their work-life balance as good.

201. In interviews, staff also pointed to agile teams and more and more frequent participation to online events as causes for higher and more complex workloads since the pandemic broke out. In the case of the Social and Human Sciences Sector, interviewees also pointed to a growing mismatch between demand and resources, also with impact on staff workload.

202. Workload management has mostly remained the responsibility of individual staff and their managers. In 2020, the Bureau of Human Resources Management trained 100 mid-level managers[105] and another 70 directors and heads of field offices[106] on remote management, before publishing guidelines on the same topic. These initiatives were however deemed insufficient to address mental health issues and imbalanced working relationships. No systematic organisation-wide effort was made to rebalance staff workload during or after the first months of the pandemic.

203. Issues with working from home and increased workloads had an adverse effect on the mental and physical health of many. At the onset of the pandemic, half of the surveyed staff members requested UNESCO to provide access to counselling and offer additional well-being initiatives[107]. Interviews conducted with the staff for this evaluation showed that the need remains strong.

100 Ibid.

101 Ibid.

102 `In May 2020, 95% of staff responding to a staff survey launched by ADM deemed the development of a more flexible policy for staff to be the top priority for UNESCO to address internally (N=1,841). A month later, 55% of surveyed staff advocated for a 2 or 3-day teleworking arrangement to be adopted (N=1,756). In the same survey, 89% felt that telecommuting contributed positively to them finding a work-life balance, and 85% indicated that it enhanced their productivity. This sentiment has lasted throughout the pandemic: in March 2022, again, Paris-based staff listed maintaining telecommuting practices as their top priority in introducing return-to-office measures (score of 4.57 out of 5) (n=839).

103 `UNESCO-IOS. (2020). *IOS Advisory: UNESCO Response to Covid-19 - Survey of all UNESCO staff.* Paris, France: UNESCO

104 UNESCO-HRM. (2021). *Global Staff Survey 2021 – Overall narrative report*. Paris, France: UNESCO.
- 52% of UNESCO staff responded to this survey (n=1,762 respondents out of 3,372 people). These numbers include service contracts and other temporary posts (loan/secondment/JPO/temp), but not consultants and interns.
- UNESCO's performance in the area was benchmarked against the data available for 9 UN and INGO organisations selected by UNESCO in its Global Staff Survey: Save the Children International, ICSC, IFAD, IOM, International Rice Research Institute, UNAIDS, UNHCR, UNICEF, UNFPA.

105 UNESCO Executive Board. (2021). *Follow-up to decisions and resolutions adopted by the Executive Board and the General Conference at their previous sessions. Part IV. Human Resources Issues. A. Implementation of the Human Resources Management Strategy 2017-2022.* (212EX/5.IV.A) Paris, France: UNESCO. p.2 and para 19-20.

106 Ibid, p.2.

107 UNESCO-IOS. (2020). *IOS Advisory: UNESCO Response to Covid-19 - Survey of all UNESCO staff.* Paris, France: UNESCO.

4. Lessons learned and useful innovations

204. This chapter summarises the most important lessons learned and innovations that were identified by the evaluation team. These terms are understood as follows:
    - Lessons learned are generalised experiences drawn from UNESCO's response to the pandemic.[108]
    - Innovations are changed approaches and practices developed and adopted during the pandemic.
205. The lessons and innovations presented in this chapter were selected for their continued usefulness and applicability after the pandemic. They are viewed as the most sustainable practices for UNESCO to pursue.

4.1. Key lessons learned

Key lessons learned:

- UNESCO is resilient because of its capacity to adapt.
- Crises remain unpredictable and their consequences difficult to anticipate.
- Apart from challenges, crises represent an opportunity for UNESCO to make a difference and demonstrate its relevance to Member States and partners.
- Virtual modalities have significant strengths and weaknesses that can be understood and managed strategically.
- Crisis response initiatives have most potential if they build on UNESCO's comparative advantage and possess a convincing impact logic.

108 OECD-DAC (2002). *Glossary of Key Terms in Evaluation and Results Based Management*. Paris, France: OECD. The glossary defines lessons learned as follows: "Generalizations based on evaluation experiences with projects, programs, or policies that abstract from the specific circumstances to broader situations. Frequently, lessons highlight strengths or weaknesses in preparation, design, and implementation that affect performance, outcome, and impact. *Note: The term refers to lessons learned reported as such in evaluation reports."

Lesson 1. UNESCO is resilient because of its capacity to adapt.

206. A common understanding of resilience is the capacity of a system to withstand or recover quickly from a crisis. A broader and more modern understanding also includes transformation, i.e. how shocks and disturbances can spur renewal and innovation.[109]
207. Reflecting that broader understanding, UNESCO has shown remarkable resilience in governing and managing the organisation through the crisis, but also in developing a range of novel programmatic approaches and formats as part of its response to the pandemic. A range of administrative innovations such as teleworking and simplified procedures remain in place and contribute to making UNESCO more crisis resilient.
208. UNESCO was not explicitly prepared for the event of a global pandemic. Yet, the Organization proved to be resilient. This is because UNESCO was adaptive: UNESCO staff (at all hierarchical levels) possessed the capacity to adapt to the new conditions caused by the pandemic, i.e. to adopt vast institutional and programmatic changes for UNESCO to remain functional and contribute to mitigating the negative impacts of the pandemic.

Lesson 2. Crises remain unpredictable and their consequences difficult to anticipate.

209. The Covid-19 pandemic illustrated how crises remain unpredictable even while they happen. Three years down the road, the path the pandemic has taken is well known. However, especially in its early months, it remained characterized by a tremendous uncertainty about the immediate and medium-term future, i.e. about its length and

109 For example, the Stockholm Resilience Centre describes resilience as "the capacity of a system […] to deal with change and continue to develop. It is about how humans and nature can use shocks and disturbances like a financial crisis or climate change to spur renewal and innovative thinking." See https://www.stockholmresilience.org/research/research-news/2015-02-19-what-is-resilience.html, last visited in January 2022.

210. depth. In such situations, humans tend to stick to the status quo (psychological inertia[110]), and underestimate risks (optimism bias[111]). In 2020 at UNESCO, many considered the pandemic a crisis that might pass in a matter of weeks or months, or not affect the entire globe.

211. Once the crisis is there, managing it requires anticipating its consequences — from the best to the worst scenarios — as well as the respective measures to be taken. In the Covid-19 pandemic, UNESCO did this as part of its programmatic work vis-à-vis Member States by supporting them in anticipating consequences, monitoring effects and by providing coordination and guidance for response measures. Regarding its own institutional response, UNESCO was less proactive and mostly reacted to consequences once they had materialised. Staff would have, for example, benefited from an anticipation and mitigation measures regarding the first wave of lockdowns around the world. It is understandable that this didn't happen in the hectic first days of the pandemic but calls for keeping this in mind as a lesson in case of potential future lockdown scenarios.

Lesson 3. Apart from challenges, crises represent opportunities for UNESCO to make a difference and demonstrate its relevance to Member States and partners.

212. Crises such as the Covid-19 pandemic can cause massive disruptions in global and national systems across sectors covered by UNESCO's programmes. In this situation, relevant and effective response initiatives can make a significant and visible difference. Together with ongoing programmes focusing on issues that are exacerbated by the crisis, this can reaffirm and highlight UNESCO's relevance as an established actor in the affected sectors.

213. Crises can also highlight the role of UNESCO in strengthening the resilience of societies by shaping the future of education, natural and social sciences, culture, communication and information, by fighting inequalities or by ensuring the ethical use of scientific knowledge and technologies.

Lesson 4. Virtual modalities have significant strengths and weaknesses that can be understood and managed strategically.

214. This evaluation has demonstrated that, overall, the effectiveness of online (compared to in-person) formats remains too little understood. Online programme delivery and new virtual formats developed during the pandemic have distinct strengths and weaknesses that offer opportunities and entail risks, which are summarised in the following table.

Table 5: SWOT analysis of virtual modalities.

Strengths
• A workable low-cost alternative to face-to-face meetings in many instances • Potentially wider and deeper reach into target groups • Easier to attract high-level participants (because less of their time and no travel is required) • Offers new translation options • Offers new ways for collecting participant feedback (e.g. chat and comment functions, interactive brainstorming application) • If needed, trainings can more easily be spread over longer periods
Weaknesses
• Poor connectivity affects participation, and people lacking internet access cannot participate at all • Offers less opportunity for spontaneous and informal interactions (e.g. not the tool of choice for difficult negotiations, fundraising or network-building) • Cannot replace "hands-on" activities such as training on technical equipment or site inspection visits • The effectiveness of several online formats (compared to in-person activities) may be lower and, overall, remains too little understood

110 *Clarke, Hugh (2013). Context, communication and commiseration: Psychological and practical considerations in change management. Perspectives:* Policy and Practice in Higher Education. Perspectives: Policy and Practice in Higher Education 17(3). See: https://www.tandfonline.com/doi/abs/10.1080/13603108.2012.713873

111 See for example: Optimism bias and climate change Geoffrey Beattie explains why climate change messages are not getting through viewpoints.
Costa-Font Joan, Elias Mossialos & Caroline Rudisill (2009) *Optimism and the perceptions of new risks,* Journal of Risk Research, 12(1), p. 27-41.

Opportunities

- UNESCO staff can organise and participate in a wider range of events
- UNESCO's network and reach can be expanded at low cost
- Work and administrative processes can be optimized
- Future improvements of infrastructure and software offer new and better virtual options; some of which are compatible with MS Teams
- Negotiating some points virtually before in presentia meetings

Threats (Risks)

- Over-supply of ineffective formats because they are simple to deliver
- Exclusion/ineffective participation of groups with no/poor connectivity, exacerbating existing inequalities
- Unprofessional design and delivery limits effectiveness and can harm UNESCO's reputation
- "Online fatigue" of staff and participants
- Staff exhaustion because of higher frequency of events, including outside regular work hours

Source: Evaluation team's analysis.

215. Ensuring that online modalities are designed and implemented well hence depends on the interplay of many factors and conditions and there are no simple rules of what works and what does not. Selecting the right tool for the right purpose, designing and implementing it well and learning from its results therefore requires a new set of skills and capacities that are different from those required for offline formats.

Lesson 5. Crisis response initiatives have most potential if they build on UNESCO's comparative advantage and possess a convincing impact logic.

216. To be effective, crisis responses must be relevant and implemented well. Beyond that, response initiatives are more likely to be effective if they:
    - Build on UNESCO's strengths, for example the ability to access and convene key partners and stakeholders and the trust these have towards UNESCO and the information shared.
    - Can explain how they plan to "make a difference", i.e. how they reach and influence key stakeholder groups, and how this is expected to contribute to further impacts.

217. Response activities that directly target large groups of beneficiaries (development interventions) are likely to be less effective. UNESCO has been most effective when working closely with trusted partners and experts, who are often better equipped to then further deliver the messages to the targeted groups.

218. This lesson is based on the evaluation team's analysis of pandemic response initiatives but most likely applies more broadly to UNESCO programme activities as well.

4.2. Key innovations

Key innovations:

- Online consultations.
- Innovative blended online formats.
- The Global Education Coalition.
- Agile teams for crisis response.
- Use of teleworking.
- Virtual corporate governance sessions.
- Simplification and digitalization of administrative procedures.
- New, resilience-oriented framings.

219. For each innovation, a SWOT analysis is conducted: their strengths, weaknesses within UNESCO, as well as their opportunities and risks in UNESCO's operating environment are analysed. This is followed by a brief assessment of their usefulness beyond the pandemic.

Innovation 1. Online consultations.

220. Online consultations on specific issues can reach wider and deeper into relevant stakeholder groups, including stakeholders usually not reached by in-person consultations. They are time and cost-efficient and allow detailed participant feedback for later analysis, for example through chat and commenting functions.

They can also be used to as negotiation mechanism for contested matters before decision-making in formal meetings.

221. Because they lack direct in-person interactions, they may be less suited for dealing with complex or delicate issues. To ensure inclusion, online consultations should be complemented by in-person consultations with poorly connected groups.

Table 6: SWOT analysis of online consultations

Strengths (internal to UNESCO)	Weaknesses (internal to UNESCO)
• Can be implemented despite pandemic-related travel and contact restrictions; • A larger group of stakeholders can be reached, including stakeholders usually not reached by offline consultations	• Lack of face-to-face interaction (e.g. for discussing more complex and/or delicate matters)
Opportunities (external of UNESCO)	**Threats (external of UNESCO)**
• Allows feedback from a wider and deeper stakeholder group	• Digital inequality: poor connectivity may disadvantage participation of some groups more than from others

Source: Evaluation team's analysis

222. Online consultations certainly remain useful beyond the pandemic. They should be complemented by offline consultations where needed, for example for ensuring the voice of digitally harder-to-reach stakeholder groups is heard.

Innovation 2. Innovative blended online formats.

223. Blended online formats are blended mixes of online (and offline) formats targeting a specific stakeholder group. For example, as in the LAC Open Science Forum (CILAC) 2021, a professionally moderated platform for an online conference with offline elements, further supported by policy briefs, news, blogs, and moderated monthly online colloquia in-between conferences.

Table 7: SWOT analysis of blended online formats

Strengths (internal to UNESCO)	Weaknesses (internal to UNESCO)
• Can be implemented despite pandemic-related travel and contact restrictions • Attractive (time-efficient) format for participants • Lower costs compared to an offline conference • Stored record of chat and blog comments • Repository of recorded sessions	• Lack of personal face-to-face interaction enabling trust relations, e.g. through "corridor and coffee break talk"
Opportunities (external of UNESCO)	**Threats (external of UNESCO)**
• Attract more and higher-level participants than through an offline conference • Stay connected and sustain/strengthen the targeted community also in-between events	• Slower establishment of new personal relationships & networks than when meeting face-to-face • Digital inequality: poor connectivity may disadvantage participation of some groups more than from others

Source: Evaluation team's analysis

224. Blended formats remain useful also beyond the pandemic. Based on the experiences gathered, they can be offered entirely online (by blending different online formats) or as combined online-offline formats.

Innovation 3. The Global Education Coalition.

225. GEC is a platform for collaboration and exchange to protect the right to education during the pandemic and beyond. It brings together UN organizations, civil society, academia and the private sector.

Table 8: SWOT analysis of the Global Education Coalition

Strengths (internal to UNESCO)	Weaknesses (internal to UNESCO)
• Pragmatic and agile setup allowing very fast response. • High convening power. • Mobilization of partners, including traditional and non-traditional education stakeholders.	• Unclear if the ad-hoc setup is sustainable. • Limitations in terms of transparency and accountability of the present governance and management arrangements.
Opportunities (external of UNESCO)	**Threats (external of UNESCO)**
• Continued reach, involvement and convening of traditional and non-traditional education sector players. • Strengthening of UNESCO's reputation (as innovative education sector leader).	• Dilution of UNESCO brand through free riders (without actual contribution to GEC). • Potential reputation risk for UNESCO in the event of underperformance of partners.

Source: Evaluation team's analysis

226. The GEC has already proven its potential for responding to crises beyond the Covid-19 pandemic (e.g. Lebanon and Ukraine). Going forward, a more rigorous commitment by partners should be considered, including the possibility of a membership fee model to sustain core functions (e.g. a secretariat). A more transparent and accountable governance and management structure should be considered as well, albeit without sacrificing the platform's current flexibility.

Innovation 4. Agile teams for crisis response.

227. While introduced already before the pandemic, agile teams were a key enabling factor that allowed UNESCO to mount its response quickly and effectively **(see findings 7 and 18)**.

Table 9: SWOT analysis of agile teams

Strengths (internal to UNESCO)	Weaknesses (internal to UNESCO)
• Allowed organising fast and effective pandemic response initiatives. • Bypassed organisational barriers and facilitated transversal collaboration across units and sectors and with field offices. • Strong support by leadership and by colleagues across the organisation and in field offices.	• Agile teams add to staff responsibilities and may result in unsustainable workloads (if other responsibilities not adjusted). • Can lead to "a two-masters problem" in terms of reporting (note: this is a typical issue in such cases but was not highlighted as a problem during interviews).
Opportunities (external of UNESCO)	**Threats (external of UNESCO)**
• Can facilitate collaboration with external partners (e.g. in the case of global surveys and the Global Education Coalition).	• Because somewhat beyond UNESCO's established management structures, they could be considered to lack transparency and accountability by Member States.

Source: Evaluation team's analysis

228. Agile teams certainly remain a useful innovation beyond the pandemic as part of "normal" business but also in the face of potential future crises. Going forward, extra attention needs to be paid to manage the workload of participating staff, especially if agile teams are kept in place for more than a few weeks or months.

Innovation 5. Use of teleworking.

229. Teleworking was a necessary condition for business continuity under confinement and (prior to the availability of vaccines) to protect staff health during the pandemic. The table below presents a SWOT analysis of the advantages and po of teleworking practices specifically during the Covid-19 pandemic. It is to be noted that some of the weaknesses and threats identified in the table are specific to the lockdown conditions (e.g. having to endorse care duties for children that would normally be in school). Indeed, once restrictions were eased and certain activities resumed, the advantages of teleworking seem to have outweighed its advantages.

230. Furthermore, the table has been completed based on analysis and testimonies reflected in evaluation interviews and surveys. However, as experiences of teleworking varied from one interviewee to another, depending on an individuals' own interpretation, a strength may be viewed as a weakness and *vice versa*.

Table 10: SWOT analysis of the teleworking practice

Strengths (internal to UNESCO)	Weaknesses (internal to UNESCO)
• Ensured business continuity and response to the pandemic despite confinement measures. • Safeguard physical staff health during pandemics by limiting physical contacts. • Flexibility in working hours and location. • Allowed some staff to focus on deeper intellectual work with less interruption.	• Absence of physical contacts with potential consequences on mental health, teamwork, and trust/quality of professional relationships. • New management challenges regarding workload, upholding reasonable working hours, staff oversight, and the integration of new staff.
Opportunities (external to UNESCO)	**Threats (external to UNESCO)**
• Flexible adaptation to country-specific measures. • Decreased transmission of the virus. • Less time spent commuting to work allowed for better work-life balance for some staff. • Potential for more efficient office space management.	• Disruption of 'regular' teleworking conditions due to competing responsibilities during lockdowns (i.e. care duties vis a vis other family members present in the household) • Poorly adapted work environment and devices (ergonomics), resulting in health issues. • High cost of data bundles and frequent power cuts overly burden staff in certain countries with poor connectivity. • New cybersecurity and fraud risks.

Source: Evaluation team's analysis

231. The usefulness of teleworking practices beyond the pandemic is already established and being institutionalized at UNESCO: a new policy entered into force in April 2022, though with some difficulties.[112] Teleworking remains useful to ensure business continuity under any crisis situations involving a higher safety of staff by staying at home. Crisis-preparedness therefore requires a harmonised approach and continued attention to the adequate equipment of staff with corporate laptops as well as managerial tools and technics to prevent mental health issues, work overload or inappropriate work practices.

Innovation 6. Virtual corporate governance sessions.

232. The agreement of Board members of working methods under confinement in June 2020 was an important step in ensuring continued governance through online modalities during the lockdown.

Table 11: SWOT analysis of virtual corporate governance sessions

Strengths (internal to UNESCO)	Weaknesses (internal to UNESCO)
• Legally establishes the very possibility of online sessions • Enhances the equality of participation since the size of the delegation does not depend on countries' resources • Continued meeting of Board members despite social distancing measures • Webcasting allowed members of National Commissions to follow meetings and, if necessary, intervene via their delegate • Possibility to take decisions by consensus or by show of hand and roll call	• Cannot be used for statutory meeting (no possibility for online vote by secret ballot) • Lack of opportunity for informal exchanges between members • Connectivity can be an issue

112 The current institutionalization of regular teleworking (under regular cir cumstances) is not part of UNESCO's response to the Covid-19 pandemic and therefore outside the scope of this evaluation. This evaluation therefore does not make any judgement or recommendation on the modalities of the teleworking arrangements.

Opportunities (external to UNESCO)	Threats (external to UNESCO)
• Extending the participation to further stakeholders, if needed • Improvements in technologies, e.g. for interpretation and possibly for online voting by secret ballot	• Cybersecurity risks • Impact of international sanctions or the host country's government regulations that privilege specific platforms over others

Source: Evaluation team's analysis

233. These working methods remain useful (and valid) for "exceptional circumstances". Under their title "Work methods of the executive board under confinement", they are designed to apply during situations of global confinement like the one caused by the Covid-19 pandemic.[113] These methods could be extended to include further types of crises (e.g. a ban on flights due to an environmental catastrophe) and to apply for particular cases (e.g. to enable the online participation of crisis-affected members to *in presentia* sessions). To anticipate such potential future crises and further strengthen these online governance modalities, UNESCO's governing bodies may consider exploring and adopting additional new online tools to further facilitate remote governance should digital technologies evolve and some of the existing cybersecurity concerns be addressed in the future

113 UNESCO Executive Board (2020). *Methods of work of the Executive Board under confinement*. Paris, France: UNESCO (6X/EX/2).

Innovation 7. Simplification and digitalization of administrative procedures.

234. The digitalization and simplification of administrative procedures (e.g. the introduction of e-signatures, online visa procedures and waiver procedures were indispensable for ensuring business continuity during the lockdowns.

Table 12: SWOT analysis of the simplification and digitalization of administrative procedures

Strengths (internal to UNESCO)	Weaknesses (internal to UNESCO)
• Digitalized signatures, bid openings and visa processes are time-efficient • Zero-paper procedures save space • Waivers enable quick (re)action	• The high number of digital documents increases the storage space needed
Opportunities (external of UNESCO)	**Threats (external of UNESCO)**
• Future improvements of software offer more efficient and secure virtual options • Reduces the organization's environmental footprint	• Higher fraud risks • Cybersecurity risks • The digital format also has environmental footprint • Partner might not meet the technical requirements or have the necessary capacities for digitalized processes • Some partners might not accept digitalized processes

Source: Evaluation team's analysis

235. Waivers remain a useful tool in crisis situations and might be institutionalized as such. Digitalized processes such as e-signatures, visa procedure or bid handling remain useful beyond the pandemic. They however require investment in cybersecurity tools, qualified IT staff, adapted software and capacity-building for administrative staff in order to minimize the risk of fraud.

Innovation 8. New, resilience-oriented framings.

236. On a more conceptual level,[114] UNESCO also developed new framings during the pandemic. These were aimed at orienting its initiatives and the global discourse towards strengthened resilience to the current but also future crises. Through redefinition, reconceptualization, or the identification and framing of new important issues, UNESCO extends and deepens its relevance in its function laboratory of ideas in a post-pandemic world.

237. A renewed focus on digital education is one example. It is reflected in UNESCO's SDG coordination activities and reflected in the case made by the Global Education Coalition's connectivity flagship:

> *Over three-quarters of national distance learning solutions available during the height of the COVID-19 pandemic relied exclusively on online platforms. Yet as many as 465 million children and youth, or almost 47 % of all primary and secondary did not have access to these platforms because they do not have internet connections at home.*[115]

238. With the *Fit For Life initiative*, UNESCO is fostering a global vision of sports as an important element of recovery and resilience, not only regarding people's physical heath but also integrating mental health the transmission of positive social values. UNESCO framed culture as an important pillar of resilient societies during and beyond the pandemic. Another example is the strengthened focus on disinformation and the establishment of fact-checking as a necessary skill for not only journalists but also citizens in this century.

114 No SWOT analysis is provided for this innovation.
115 See https://globaleducationcoalition.unesco.org/home/flagships/connectivity, last visited in November 2022.

5. Conclusions

239. Based on the previous chapters, this chapter synthesises summary answers to the six questions this evaluation set out to answer.

How has the pandemic impacted UNESCO?

240. The Covid-19 pandemic created new challenges and opportunities for UNESCO programmes. On the one hand, these related to the multidimensional impacts the pandemic had across sectors, including education, science, oceans, culture, and communication and information, requiring UNESCO to launch new initiatives and repurpose some of its ongoing work.

241. On the other hand, the pandemic hampered the implementation of UNESCO's ongoing programme of work. Travel restrictions, lockdowns and social distancing measures rendered in-person activities impossible, causing delays and cancellations of planned programme activities. Programmes were also affected by delays and cancellations of international conferences and negotiations, shifting priorities of donors and Member States, by reduced availability of government counterparts and project partners, and difficulties related to data collection and the monitoring of physical sites. In addition, programme planning and implementation during the pandemic also suffered from persistent uncertainty about how long restrictions would last.

242. Pandemic-related restrictions also impacted UNESCO's corporate governance, management, and staff more directly. The 209th session of UNESCO's Executive Board could not take place as planned, lockdowns and home office work impacted staff workload and wellbeing and disrupted management processes in headquarters and field offices.

How has UNESCO responded to the pandemic?

243. UNESCO responded to the new challenges observed in Member States with new initiatives, to implementation challenges with online modalities, and to institutional challenges by adjusting its governance and management arrangements.

244. Starting in March 2020, UNESCO launched a comprehensive and multi-faceted array of new initiatives to address the challenges caused by the pandemic around the globe. This pandemic response encompassed all Sectors and global, regional and national activities coordinated by headquarters and by field offices.

245. Because ongoing programmes could not implement in-person activities as planned during the pandemic, most were eventually conducted partly or fully online. Virtual modalities represented an opportunity in many instances, for example for reaching wider and deeper into stakeholder groups, triggering a range of innovative formats that are useful even beyond the pandemic. In other instances, for planned activities requiring physical presence, virtual formats were not an option and planned activities had to wait until restrictions were lifted.

246. UNESCO also adjusted its governance and management arrangements to allow business continuity under operational restrictions caused by the pandemic. UNESCO developed and applied procedures for online meetings of its governing bodies. UNESCO management coordinated sanitary measures, staff vaccinations, and the simplification and digitalisation of administrative procedures.

How relevant and (likely) effective was UNESCO's programmatic response?

247. **Relevance.** All response initiatives reviewed by the evaluation team clearly responded to new challenges caused by the pandemic. Several were even exceptional in terms of their relevance at the global level.

248. Across Sectors, the pandemic highlighted the continued — and in many instances increased — relevance of UNESCO's mandate, particularly for contributing to more resilient societies which is already reflected in UNESCO's medium-term strategy for 2022-2029 (41C/4) and its programme of work and budget for 2022-23 (41C/5).

249. In its response, UNESCO recognised and responded to how the pandemic exacerbated existing inequalities — including regarding gender — and risks to vulnerable groups. Africa remained a focus of UNESCO's work, with low digital connectivity representing an important challenge. UNESCO's Covid-19 response was usually well-coordinated with that of other actors.

250. **Effectiveness.** UNESCO's response to the pandemic was rich and diverse. Additional funds could be mobilised especially in the Education and Communication and Information Sectors.

251. The assessment of effectiveness was difficult. There was only limited useful information about what *results* response activities had contributed to. Nevertheless, two conclusions could be drawn.

252. First, the *likely effectiveness* of new initiatives launched as part of UNESCO's pandemic response varied significantly. Several initiatives have the potential to contribute to significant positive change because they built on UNESCO's comparative advantages and successfully connected to influential stakeholder groups. Other initiatives were less likely to make a significant difference because of their limited reach.

253. Second, the pandemic likely had a significant negative impact on the effectiveness of ongoing programmes. The implementation of planned activities across all Sectors was substantially affected by delays and cancellations and moving programme activities online had mixed consequences for their effectiveness. Naturally, the severe impacts the pandemic had on education and other systems in Member States also affected directly how the targeted systems in Member States developed, which is also reflected in UNESCO's strategic objectives and expected results.

How efficient was UNESCO's institutional response?

254. UNESCO successfully ensured business continuity during the pandemic. For an organization of its size, with such a broad mandate, this was done efficiently.

255. UNESCO successfully developed an option for its governing bodies to hold virtual sessions. UNESCO management provided leadership and coordination throughout the pandemic, and administrative procedures were simplified.

256. The resilience of its staff was a driving force behind UNESCO's response to — and business continuity during — the pandemic. Lockdowns, telework and workload challenges however left their mark and staff may have reduced staff resilience.

What are the most value-adding innovations UNESCO has developed as part of its response? To what degree and how should they be maintained?

257. The Covid-19 pandemic triggered a range of programmatic innovations, for example the Global Education Coalition, online consultations, and innovative blended online formats. These innovations add value also beyond the pandemic and should therefore be maintained.

258. To ensure business continuity, UNESCO also accelerated several institutional developments. Agile teams and teleworking are worth maintaining also beyond the pandemic. Virtual meeting options for UNESCO's Executive Board and General Conference sessions and simplified administrative procedures ensured business continuity and should also be maintained.

How can UNESCO strengthen its resilience in view of future crises?

259. Overall, UNESCO has already demonstrated a remarkable level of resilience during the Covid-19 pandemic. Several programmatic innovations and changes made to how UNESCO is governed and managed have strengthened the Organization's resilience further. Going forward, UNESCO must safeguard these achievements, as recommended below.

6. Recommendations

List of recommendations:

- Sustain useful change — avoid "bouncing back" entirely.
- Continue using relevant virtual formats in UNESCO programmes but take additional measures to ensure their effectiveness.
- Further strengthen the Global Education Coalition as a sustainable multi-stakeholder partnership initiative.
- Maintain administrative simplifications adopted during the Covid-19 pandemic.
- Take additional measures to safeguard staff productivity and wellbeing.

Recommendation 1. Sustain useful change — avoid "bouncing back" entirely.

259. *This recommendation is addressed to UNESCO senior management and staff in general. It provides overall direction and does not require an operational management response.*

260. Organisational change is usually incremental, apart from disruptions when it can happen quickly. The Covid-19 pandemic forced and enabled UNESCO to rapidly adapt and further develop its programmes as well as its governance, and management arrangements. As such, it was an opportunity to foster cultural change at UNESCO in a way.

261. By bringing up necessities in project planning and implementation, IT and administrative processes, the Covid-19 pandemic led the organization to quickly acquire new ways of working. This was an opportunity to accelerate the development towards a more agile management culture.[116]

116 One of the guiding principles of UNESCO's Strategic Transformation launched in 2018 was to "[b]ring about change in the Organization to make it more efficient, fluid and agile, whilst strengthening risk management and management culture".

262. The evaluation demonstrated that, indeed, as widely assumed prior to the evaluation, many changes made during the pandemic represented improvements that held value beyond mitigating and responding to the crisis at hand.

263. The evaluation team recommends that UNESCO make best use of this opportunity by ensuring that value-adding changes made during the pandemic are sustained and further strengthened. In several instances, UNESCO has already begun this. UNESCO should do this by making a clear commitment and provide management with the mandate to innovate based on what was learned during the pandemic, including above and beyond what is explicitly covered in this evaluation report.

264. This general recommendation is underpinned by several concrete recommendations further below, but also by the body of evidence presented in this report. The recommendations aim to address both the programmatic and the administrative aspect of UNESCO's response mechanisms.

I. Recommendations related to the programmatic response

Recommendation 2. Continue using relevant virtual formats in UNESCO programmes but take additional measures to ensure their effectiveness.

259. *This recommendation is addressed to all Programme Sectors and IOC. It should be implemented by December 2023, with the support of relevant central services.*

260. UNESCO should continue using the new online modalities and formats which were introduced and used during the pandemic for implementing its programmes. This serves two purposes: it expands UNESCO's programmatic toolbox and increases its programmatic resilience vis-à-vis future crises that also restrict travel or face-to-face interactions.

261. While new virtual formats were found to be consistently relevant, their likely effectiveness varied significantly. Unfortunately, there is no simple rule about which formats work, and which do not. Rather, their effectiveness depends on multiple factors and conditions that require some reflection on a case-by-case basis. Therefore, the following specific actions are recommended to ensure that virtual formats indeed represent effective alternatives to more traditional approaches.

262. **Potential action points:**

- **Design and select the format based on expected results.** As a minimum, staff who are planning to use virtual formats in projects and programmes should first define "success" in terms of concrete intended immediate results, for example in terms of the number of people reached and the intended average effects on each. This should ensure that online formats are only used when making a difference (and not only because they are easy to implement). To operationalise this, a brief "outcome story" could be requested before such activities are implemented.
- **Mitigate risks to participants' equal access.** When planning online formats, their effect on inclusion and equal access should be clearly understood. Whenever feasible, disadvantaged groups should be targeted with additional alternative formats.
- **Strengthen required capacities and competencies.** UNESCO should support staff in effectively designing and implementing virtual formats through guidance, training, and by encouraging partnering with "online-savvy" individuals and actors.
- **Systematically explore the potential of new (digital) technologies.** UNESCO should seek to identify tools that could support the Secretariat in addressing in addressing the current weaknesses of online modalities for programme implementation (webinars, online meetings, consultations, etc). For example, tools that allow more and better informal interactions between participants of online meetings may appear in the near future.
- **Support targeted efforts for results-based learning;** especially for frequently used "standard" formats such as webinars, blogs, resource websites, online trainings and the different elements used in campaigns and new blended formats, UNESCO should invest in targeted results-based learning, for example by comparing and explaining what results were achieved and why across several times a similar format has been implemented. For successful analysis, UNESCO should ensure that the necessary information about results is available. The evaluation team suggests creating informal spaces for the collective assessment of successes and, more importantly, of failures in implementing virtual formats.
- **Evaluate selected virtual formats.** To inform results-based learning, UNESCO staff should regularly monitor the effectiveness of virtual formats they use. UNESCO could also carry out a strategic level, thematic evaluation on the effectiveness and efficiency of frequently used virtual formats such as webinars or online consultations and negotiations. The evaluation could focus on qualitative understanding and the identification of lessons and good practices.

Recommendation 3. Further strengthen the Global Education Coalition as a sustainable multi-stakeholder partnership initiative.

263. *This recommendation is addressed to the Education Sector's Executive Office. It should be implemented by December 2023.*

264. The Global Education Coalition was one of UNESCO's most visible and comprehensive pandemic response initiatives. Since then, it has demonstrated its potential as a collective response mechanism in other crises as well, for example in Ukraine. To ensure its effectiveness, a more robust commitment of its members should be ensured, including through these possible mechanisms.

265. **Potential action points:**

c. **Set up a membership fee model.** This would provide UNESCO with the possibility to sustain core functions and a small secretariat.

d. **Accountability**. In line with established good practices for global partnership programmes,[117] a more transparent and accountable governance and management structure should be developed.

117 Independent Evaluation Group (2007). *Sourcebook for Evaluating Global and Regional Partnership Programs: Indicative Principles and Standards.* Washington, D.C, USA: World Bank. (Published together with the OECD DAC Network on Development Evaluation).

II. Recommendations related to the administrative response

Recommendation 4: Maintain administrative simplifications adopted during the Covid-19 pandemic.

266. *This recommendation is addressed to ADM's Executive Office. It should be implemented by December 2024.*

267. UNESCO should maintain administrative improvements made during the pandemic. The use of electronic signatures, including for visa procedures, has already become a new routine. Beyond this, a "zero-paper" culture has developed in the organization and should be maintained.

268. **Potential action points:**

- **Long-term simplification.** Formalize the adoption of the zero-paper culture by integrating it as a new requirement in UNESCO's processes.
- **Cybersecurity.** UNESCO should ensure the necessary measures and systems are in place to minimize risks of fraud and cybersecurity.
- **Broader communication.** When waivers on competitive bidding are authorized under crisis circumstances, ADM should ensure that all staff is adequately informed about this possibility.

Recommendation 5. Take additional measures to safeguard staff productivity and wellbeing.

269. *This recommendation is addressed to the Bureau of Human Resources Management (HRM). It should be implemented by December 2023, in the context of the new HRM Strategy's well-being chapter.*

270. Staff resilience and entrepreneurship drove the organization's performance during the pandemic. However, some staff were impacted by lockdowns, issues related to working from home, and a changed (digital) workload. To ensure staff productivity and well-being, UNESCO should ensure that staff's needs are protected in such crises and adjust the workloads.

271. **Potential action points:**

- **Scenario analysis in crises.** UNESCO should ensure that its staff can return to their home countries if severe lockdowns such as the one in France from March to May 2020 should occur again. Anticipating such events requires sufficient foresight and fast managerial decision-making. This could for example be operationalised by ensuring that some type of scenario analysis with a focus on staff productivity and wellbeing is conducted as part of the Organization's immediate reaction to an emerging crisis.
- **Adjust the workload.** UNESCO should ensure that the responsibilities of staff subject to workload changes during the pandemic are reviewed and adjusted to a manageable level, especially staff who are still part of pandemic response initiatives, for example in agile teams.
- **Enhance training on remote work techniques.** On an ongoing basis, as telecommuting practices remain beyond the pandemic, UNESCO should also offer additional coaching to staff – beyond what was already provided – especially to persons feeling overwhelmed with managing a more complex portfolio online and enhance training of managers on how to manage teams remotely.
- **Ensure equal application of telecommuting rules.** In sustaining telecommuting practices, it will be essential for HRM to guarantee harmonised practices and consistent application of rules related to telecommuting across Sectors at headquarters to ensure equal treatment of all personnel.

Annexes

Annex A. Terms of Reference 64

Annex B. Literature 76

Annex C. Persons interviewed 83

Annex D. Dakar field mission report (in French) 90

Annex E. Montevideo field mission report 100

Annex F. Timeline of Covid-19 related events and UNESCO response 107

Annex G. Selected response initiatives with a focus on Africa 114

Annex H. Mapping exercise analysis based on a representative random sample of 100 projects in SISTER 117

Annex I. Biodata of the evaluation team 120

Technical annexes available upon request at ios@unesco.org

Annex J. Evaluation frameworks and methods 121

Annex K. Template for detailed analysis of programmatic and institutional dimensions 121

Annex L. Interview guide 121

Annex M. Member States' survey results 121

Annex A. Terms of Reference

TERMS OF REFERENCE (ToR)

Evaluation of UNESCO's Response to COVID-19 Pandemic (2020-2021)

I. Background

1. The COVID-19 pandemic has caused an immense disruption to lives, livelihoods and prospects for billions of people. The unprecedented health crisis, unique in our lifetime, has produced an economic crisis which is on course to reverse years of gains in the reduction and alleviation of poverty and undermine global efforts to meet the development objectives established in the UN 2030 Agenda for Sustainable Development (i.e. Agenda 2030), including SDG 4 on quality education and SDG 5 on gender equality. The widespread disinformation witnessed during the pandemic and people's desire to identify reliable information has also highlighted the importance of SDG 16 target 10 on ensuring public access to information.
2. UNESCO's mission is to contribute to the building of a culture of peace, the eradication of poverty, inequalities, sustainable development and intercultural dialogue through education, the sciences, culture, communication and information. It is a wide mandate spanning work in several fields, all of which have been deeply affected by the pandemic.
3. On the education front, the effects of COVID-19 are alarming. In 2020, at the peak of the pandemic, 94% of the world's student population were affected by the closure of educational institutions. A year and a half later, many students have been able to resume in-class learning, but millions have yet to return to the classroom.[1] The period of closures has resulted in long-term learning loss and gender specific effects on health, well-being and protection.
4. For culture, including cultural heritage in all its forms, the cultural and creative industries (CCIs) and cultural institutions, the impact of the pandemic has been heavily felt by the sector. For instance, UNESCO estimates a US$750bn contraction in the gross value added by the cultural and creative industries in 2020 compared to 2019, which corresponds to a loss of more than 10 million jobs in the sector. Venue and site-based activities, such as theatre, live music concerts, festivals, cinemas and museums were shut down around the world. For example, 84% of museums (of an estimated 104.000) were closed during 2020 and 90% of countries closed their World Heritage sites.[2] Artists and culture professionals have also been profoundly affected by lockdowns and physical distancing measures, exacerbating what are already in normal times often precarious work conditions.[3]
5. The COVID-19 pandemic has underlined the key role of free and professional media, and the importance of the right to access information in times of crisis. The pandemic has resulted in a wave of disinformation and misinformation, creating confusion about medical science with potentially dangerous impacts on health[4], and amplifying distrust and hateful narratives. It has also highlighted the impacts of unequal access to digital technologies and digital illiteracy.
6. In all areas, the pandemic exacerbated inequalities and particularly gender inequalities[5]. Vulnerable populations, particularly women and girls, have been more affected by stay-at-home rules, school closures and reduced access to technology and the internet. The most vulnerable students such as adolescent girls might not ever return to school.[6] From an economic perspective, the informal economy, which 740 million women depend on, shrank significantly (ILO), with many losing their jobs and associated income. The successive lockdowns have further led to an estimated 35% increase in domestic violence and reduced access to sexual and reproductive healthcare, clean water and sanitary conditions in many parts of the world. Being over-represented in formal health care[7] and informal care[8] roles, women also endured the most of the direct health consequences of the pandemic. Women and LGBTQI communities are further underrepresented in leadership, decision-making, and senior research roles. Several studies also show that the pandemic has hit female scientists harder[9].
7. The purpose of these Terms of Reference (TOR) is to guide the evaluation team and specify expectations during the evaluation process. The TORs are structured as follows:
   - A brief overview of the United Nations system and UNESCO's response to COVID-19. It provides a summary of both the immediate response in the first 3-4 months following the outbreak of the pandemic, as well as longer term initiatives.
   - The purpose and use of the evaluation

- The potential evaluation questions and proposed scope
- The overall approach and methodology
- The organization of the evaluation including phases and deliverables, roles and responsibilities and the profile of the evaluation expert(s).
- In April 2020, UNESCO's Internal Oversight Service carried out a real time advisory. The purpose was to provide senior management with shorter and longer-term lessons learned from the Organization's initial reaction to the COVID-19 crisis. The results of this review can be found in Annex 1. This evaluation will build on the findings and results drawn from this advisory.

Response to the COVID-19 Pandemic

8. There have not been clear cut phases of the pandemic. The effects have been felt at different times and with different degrees of severity depending on the specific region or country. Nonetheless on the side of the response, both from the UN system and UNESCO, it is possible to identify two general phases. The first was the response and activities launched in the immediate aftermath of 11 March 2020, when the World Health Organization declared the outbreak of a global pandemic. The context was characterized by a sense of emergency and the responses were deployed to counteract a still unpredictable scenario. During the second phase, which was affected by continuing uncertainty, responses were developed with a longer-term outlook and with the overall goal of recovering, getting back on track to reach the SDGs and "building back better." For instance, the motto of UNESCO's education response is "from disruption to recovery." It signals that the initial emergency phase of responding to the crisis has given way to a recovery and reconstruction period.

United Nations' Response

9. The United Nations structured its response through three main plans: i) the Strategic Preparedness and Response Plan, coordinated by WHO and financed by the UN Central Emergency Response Fund (CERF), ii) the Global Humanitarian Response Plan, coordinated by OCHA and the Inter-Agency Standing Committee (IASC)[10] to ease the impacts of COVID-19 in the 50 most vulnerable countries and to set out the priorities for the response to the pandemic in vulnerable and poor countries; and iii) The UN framework for the immediate socio-economic response to COVID-19 *(the UN Framework)* which established the overarching structure for planning and programming of the UN development system response at country level to deliver rapid recovery.[11]

10. In early April 2020 the UN Secretary General launched the Multi-Partner COVID-19 Response and Recovery Trust Fund *(the Fund)* for a period of two years. Led by UN Resident Coordinators, the goal of the Fund is to offer a cohesive UN System response to national governments through a common financing mechanism. UN entities, including UNESCO, have signed agreements with the Fund Secretariat.

11. To deliver on the priorities laid out in the *UN Framework*, United Nations Country Teams elaborated Socio-Economic Response and Recovery Plans (SERP). SERPs were finalized in 121 countries with estimated financing requirements of $28.7 billion. As of October 2021, the contributions to the Fund hovered around 83 million dollars.[12] Of this figure UNESCO had an approved budget of 1.7 million with a delivery rate of 12%.[13]

UNESCO's Response

12. Early in the crisis UNESCO outlined its areas of action in line with its mandate: fair, inclusive, and equitable education systems; making open science a priority; supporting the culture sector and culture professionals and ensuring access to free, reliable information.[14] UNESCO's response can be grouped into the following four types of intervention:

    a. **Support to international coordination and dialogue**, including high- level dialogue amongst national authorities, thinkers, and experts, global campaigns, and the reorientation of global celebrations led by UNESCO to address COVID-relatedtopics.

    b. **Advocacy and awareness–raising** through global campaigns targeting thinkers and the general public and the reorientation of global celebrations led by UNESCO to address COVID-related topics

    c. **knowledge production, data sharing and analysis**, including policy briefs, monitoring and think pieces

    d. **Provision of policy and technical support** to strengthen capacities and support authorities' resilience to the crisis at the country-level especially. This included specific UNESCO projects developed by UNESCO Field Offices as well as involvement in UN Country Team initiatives.

13. In response to the crisis UNESCO developed and launched new initiatives. It also adjusted ongoing programmes to focus on the emerging needs and challenges brought about by the pandemic. In April 2020, 84% of UNESCO staff urged the Organization to place a greater emphasis on the gender dimensions of the Covid-19 crisis. Amongst these, three times more female staff than male staff believed this to be important.[15] That same month, the Division for Gender Equality further developed internal guidance to help the Sectors address the impacts of the pandemic on women and gender minorities.
14. The following is a non-exhaustive register of UNESCO global initiatives. A mapping of the wide array of regional and national COVID responses as well as the individual projects implemented by UNESCO alone, or as part of United Nations Country Teams (UNCTs), will form part of the inception phase.

Education:

- Global Education Coalition (GEC)16: Starting in March 2020, countries around the world began closing schools to counter the spread of the COVID-19 virus. UNESCO mobilized partners and launched the GEC with the goal of supporting countries as they transitioned to remote and distance learning solutions. The GEC is organized around three pillars: in-country interventions, the 3 Global Flagships (Connectivity, Teachers and Gender) and data, knowledge and advocacy. It brings together more than 175 members from the UN, private sector, civil society and academia. UNESCO serves as a convening, coordinating, and link-making founding member. The GEC will adapt to the evolving crisis, focusing on the recovery phase of the pandemic, and ensuring alignment with the priorities of the global education community.
- UNESCO's strengthened partnership with UNICEF and the World Bank through the Consortium of Grant Agents, with funding from GPE, is another notable example of coordination efforts. Through the Consortium, the grant agents have, among other activities, conducted joint surveys on national education responses to COVID-19.

Natural Sciences:

- Ministers of Science Online Dialogues: Mobilization of Ministers and representatives from 122 countries with participation of the Africa Union, the European Commission and WHO to promote open science and reinforced cooperation in the face of COVID-19. Some of the topics featured in the discussion on 30 March 2020 were how scientific research can be best supported and knowledge gaps reduced; how decision-makers, researchers, and civil society can be mobilized to allow free access to scientific data, research findings and educational resources; and the reinforcement of links between science and policy decisions to meet social needs.

Culture:

- Meeting of Ministers of Culture: On April 22, 2020, UNESCO brought together more than 130 ministers of culture from around the world for an online meeting on the impact of COVID-19 on culture. The meeting was preceded by an online meeting of intergovernmental organizations and development banks on April 17.

15. **Advocacy and awareness-raising initiatives**

Culture:

- ResiliArt: A global movement spanning 116 countries, culture professionals and decision-makers worldwide, that discusses and examines the effects brought to the entire culture value chain by the pandemic. It aims to ensure the continuity of exchanges, data sharing – including cultural strategies and policies, and advocacy efforts long after the pandemic subsides. Culture professionals are encouraged to join the movement and replicate the ResiliArt debate sessions in their respective regions[17] and thematic focus areas by following publicly available guidelines. The opinions expressed during the events organized by UNESCO are shared with governments, decision makers and the private sector to feed into debates aimed at improving the existing support mechanisms and build resilience in the culture sector.

Social and Human Sciences:

- Imagining the World to Come. As part of its work as a laboratory of ideas, UNESCO convened consultations and seminars with theorists/ academics and intellectuals and drafted "think pieces" to stimulate a collective reflection on how to build back better and discuss the lasting effects of the crisis. For instance, in "How does Africa envision COVID-19 and its aftermath?", a group of leading African intellectuals and actors of the African social, economic and cultural life were invited on 7 May 2021 to debate on African, multidisciplinary and future-oriented reflection on the impact of this crisis on the continent and rethink the Africa they want for the future.
- Regional Expert Consultations against Racism and Discrimination. The series of six online regional consultations, undertaken between September 2020 and February 2021, aimed to deconstruct racism, and unpack the societal challenges of the

COVID-19 pandemic related to racism and discrimination. It provides a collective understanding with diverse perspectives of racism and discrimination in the context of the pandemic. The Global Forum against Racism and Discrimination highlighted how COVID-19 has exposed many of these new manifestations of racism, not least those related to inequities in the access to, and benefits from, digital technologies.

Communication and Information:

- #DontGoViral campaign: To combat the spread of disinformation in Africa, UNESCO launched the #DontGoViral campaign in April 2020, together with the Innovation for Policy Foundation. The online campaign aimed to crowdsource local openly licensed content (for instance, public service announcements, music videos and songs) to inform communities across Africa about COVID-19.

16. **Knowledge production, data sharing and analysis**

- Policy Briefs and Issue Notes for government-level decision makers were drafted to provide guidance and ideas on how to manage challenges brought about by the pandemic.

Education:

- Global Monitoring of School Closures Caused by the COVID-19: UNESCO provides daily figures on the status of the schooling system according to the closures of school and the methods selected for delivery across the world since the outbreak of the pandemic.
- The Education Sector produced a series of Issue/Guidance notes on the educational dimensions of the Covid-19 pandemic, covering themes of equity and gender to distance learning strategies, connectivity, health issues and the impact on higher education that were accompanied by a series of webinars.:
  - Among its policy guidance and advocacy efforts, the advocacy paper from July 2020 "How many students are at risk of not returning to school" was an important guideline for the general UN response regarding education, as well as a call to governments and other partners to increase investments and efforts to remove barriers to education and warn them of possible consequences of the pandemic to advancements made in the past decades in the Education field.
- The 'Framework for reopening schools', jointly developed by UNESCO, UNICEF, World Bank, World Food Programme and UNHCR also gave important guiding directions to counties on the safe reopening of schools.
- The "Building Back equal: girls back to school" and a recently published report on the gender impacts of Covid-19 school closures, further placed an emphasis on the various effects of the pandemic on girls' education.
- In addition, the Education Sector curated and made publicly available 103 distance learning resources including distance learning applications and platforms as well as teaching resources packages, in more than 50 languages, together with 472 national learning platforms and tools from 180 countries.

Natural Sciences:

- the UNESCO science report released in May 2021 devoted substantial space to "Science and the pandemic", and the role and impact of science on scientific research. The Engineering report issued in March 2021 also included large space to the impact of the Pandemic.

Social and Human Sciences:

- Youth mobilization: the platform called U-INSPIRE (Youth and Young Professionals on Innovation, Science, and Technology Platform for Disaster and Climate Change Resiliency) established by UNESCO supported the mobilization of Asia and the Pacific Youth and Young Professionals engagement on COVID-19. A toolkit was developed with good practices, lessons learnt, success factors, and challenges on the establishment and journeys of 11 National Platforms and 1 Regional Platform. The toolkit also documented innovative local actions where youth and young professionals have successfully used their science, engineering, technology and innovation (SETI) to support disaster risk reduction activities in their countries including responding to the COVID-19 Pandemic.
- Access to vaccines: UNESCO's International Bioethics Committee (IBC) and the World Commission on the Ethics of Science and Technology (COMEST) issued a number of statements on the importance of universal access to the vaccines and other ethical issues that emerged during the Covid-19 crisis[18].

Culture:

- A series of reports on the impact of COVID-19 on the culture sector from World Heritage, living heritage, cultural and creative industries, museums and cities were published. These include a "Policy guide for a resilient creative sector" (2020), which constitutes practical guidance material for policymakers on how to include cultural and creative industries in the COVID-19 recovery plans, "World Heritage in the Face of COVID-19", which shines light on the impact of site closures on local communities and highlights key challenges brought about by the pandemic, and "Living Heritage in the Face of COVID-19", which highlights the impact of the pandemic on the ability of communities to engage in and transmit their living heritage, as well as the way communities turned to living heritage as a source of solace and resilience. In addition, "Cultural and Creative Industries in the Face of COVID-19: an Economic Impact Outlook" provides an overview of the economic impact of the pandemic on the cultural and creative industries, while
- "Museums Around the World in the Face of COVID-19", UNESCO's second report on the impact of COVID-19 on museums, analyzes the situation of these cultural institutions in the current context, raising the alarm on the importance of public support for museums during this time. In the urban context, the position paper "Cities, Culture, Creativity: Leveraging Culture and Creativity for Sustainable Development and Inclusive Growth" was jointly published by UNESCO and the World Bank, putting forward a framework (the CCC Framework) for cities to become more creative, and "UNESCO Creative Cities' Response to COVID-19" was also presented, gathering good practices of culture-based responses to the pandemic from across the 246 UNESCO Creative Cities.
- Global Monitoring of World Heritage site closures, using UNESCO's regular tracking mechanisms, along with the distribution of a survey on 5 February 2021 to all World Heritage site managers. The survey elicited responses for a range of questions concerning access to sites by visitors during the COVID-19 crisis in 2020 as compared to 2019 and information on impacts resulting from or exacerbated by the ongoing pandemic. Information was also sought on whether staff members were still able to conduct conservation activities at properties during the pandemic.
- Culture & COVID-19: Impact and Response Tracker is a weekly overview (issued on a monthly basis since September 2020) of the evolving situation and public strategies and policies launched at the regional, national and city levels. It has been describing the immediate impact of the pandemic on the culture and creative sectors including examples of how countries around the world were adapting to the situation.

Communication and Information:

- In 2020, UNESCO published two policy briefs on the "disinfodemic" – the spread of COVID-related disinformation, with the aim to help people understand the bigger picture on the issue of disinformation on COVID-19, and to provide insights on the types of responses and how they are being implemented.

17. **Technical support**

Education:

- UNESCO, through the GEC, and other ongoing programmes, has been convening and coordinating the implementation of some 230[19] projects ranging from standalone actions and support to implement countries' response plans to comprehensive initiatives on three central themes: gender, connectivity and teachers. In contribution to these efforts, the Capacity Development for Education (CapED) Programme, for example, reprogrammed a portion of its budget to support targeted, country-led COVID-19 response interventions in twelve least developed countries. Likewise, as part of the Consortium of Grant agents, UNESCO in cooperation with UNICEF and the World Bank, developed a wide range of projects that supported the continuity of learning at country level through technical assistance.

Communication and Information:

- Capacity-building for journalists to cover the COVID-19 pandemic: Among several initiatives aimed at building the capacities of journalists to cover the crisis professionally, UNESCO notably launched, in partnership with WHO and the Knight Center for journalism, a Massive Open Online Course (MOOC) titled "Journalism in a pandemic: covering COVID-19 now and in the future", which has trained around 9,000 journalists from 162 countries. In follow-up to this initiative, UNESCO launched in March 2021 a new MOOC titled "Covering the COVID-19 Vaccine: what journalists need to know" for journalists, communicators and fact-checkers around the world.
- Building youth's technological capacities: in April 2020, UNESCO launched the Code the Curve Hackathon urging youth to share their ideas on how to use technology to respond to the pandemic on the one hand and empowering others, namely young women and girls, to learn more about the use of digital tools.[20]

II. Purpose and Use

Purpose

18. This evaluation will be an opportunity for UNESCO to take stock and reflect on its response in the wake of the COVID-19 crisis. It will identify good practices to be maintained, replicated or upscaled and areas needing further improvement. Lessons drawn from this evaluation should further inform management's strategic thinking in preparation for potential future crises and improve resilience to future shocks. As such, this evaluation will predominantly focus on learning. The evaluation will also include an accountability element, exploring how well UNESCO responded in its areas of mandate and expertise, mobilized its strengths and knowledge, and worked in conjunction with others.

Use

19. The evaluation will elicit the views of and be useful to a wide range of internal and external stakeholders presenting an opportunity for corporate learning. The primary users for this product will be the Cabinet of the Director General, senior management from UNESCO Programme Sectors, Category I Institutes and Field Offices. Secondary users will be UNESCO Member States, donors, partners, staff and the general public.

III. Evaluation Scope and Evaluation Questions

Scope

20. The pandemic broke out close to two years ago. The evaluation comes at a point in time (starting in January 2022) when countries worldwide are not subject to as much disruption as at the beginning, but they still remain vulnerable to intermittent waves of heightened sanitary crises at the emergence of new variants. No longer in a constant emergency mode, we are now dealing with a "protracted crisis". The evaluation will therefore combine elements of ex-post review, looking back to gauge how well UNESCO responded in the immediate aftermath (the first 3-4 months) with a "real-time" approach, assessing responses with a longer-term perspective and that are still ongoing.

21. The pandemic compelled the UN system, including UNESCO, to conceive "new" initiatives to help countries specifically manage and mitigate the effects of COVID-19. At the same time many ongoing efforts had to recalibrate priorities and adjust to better respond to the developing needs and a changed environment. The evaluation will review a selection of both new and adjusted initiatives, and the extent to which this recalibrated approach has had an effect on UNESCO's post-Covid programming (c.f. UNESCO's Medium-Term Strategy for 2022-2029 (41C/4) and its Programme and Budget for 2022-2023 (41C/5)).

22. The Organization's work is guided by two Global Priorities endorsed by the Member States: Priority Africa and Priority Gender Equality. The evaluation will integrate UNESCO's global priorities by specifically collecting data on the COVID-19 response from a gender equality perspective and UNESCO's response in the face of the multi-dimensional needs and challenges of the African continent ensuring throughout the process and in its end products that the evaluation will also be useful for and inform the future implementation of the two global priorities. The evaluation will also give special consideration to initiatives which focused on them or integrated their implementation of the global priorities.

23. In terms of time, the evaluation will cover roughly a 22-month period from March 2020 to December 2021. It will divide the universe of responses into two: i) Immediate responses in the first 3-4 months of the pandemic, roughly from March to August 2020; and ii) Longer term responses with a medium to longer term outlook after August 2020.

24. In terms of geographical scope, the evaluation will integrate a review of both global responses, for the most part developed at Headquarters, and regional and or national responses conceptualized and implemented by Field Offices. The latter include projects implemented as part of UN SERPs by UNCT.[21]

25. Finally, the evaluation will focus on UNESCO's programmatic response. During the inception phase it will assess Management's appetite to also include institutional dimensions and aspects of business continuity and operational delivery, such as efficiencies or other benefits that could be consolidated in the future, which could involve an audit component.

Possible Evaluation Questions and Criteria

26. The evaluation will organize the questions it seeks to answer around 6 OECD/DAC criteria.[22] 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.[23]

27. The following are possible overarching questions. The evaluation team during the inception phase will consult the reference group as well as other relevant stakeholders and certain questions might be combined, adjusted or dropped.

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.

- To what extent was UNESCO's global immediate response and medium/ longer-term response to the pandemic in line with the needs and priorities of Member States and national authorities?
- Has UNESCO been able to identify and integrate into its responses, elements that consider the needs of the most vulnerable, and hardest hit by the pandemic, as well as UNESCO's predefined priority groups? (e.g., women, Africa)
- To what extent did ongoing interventions adjust, in order to ensure they remained relevant when faced with the pandemic?
- To what extent are COVID-19 related needs and priorities being balanced adequately with other (non-COVID) priorities?
- To what extent has UNESCO been able to anticipate and forecast the world after the pandemic leveraging on its laboratory of idea function?

Coherence

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

- To what extent has UNESCO played a role as a partner in the collective response at country level, coordinated and implemented by UN Country Teams?
- To what extent has UNESCO maintained and broadened its global and national partnerships during the crisis?
- To what extent has UNESCO's response been in line with its global priorities Gender Equality and Africa?

Effectiveness24

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

- What have been the results of UNESCO's support in coordination, dialogue and awareness-raising?
- What have been the results of UNESCO's work in knowledge production and knowledge sharing?
- What have been the results of UNESCO's technical cooperation initiatives/projects and those of programmes specifically designed to help confront the effects of the pandemic?
- How effective have been the responses for the most vulnerable groups?
- Did UNESCO make the best use of its strengths and areas of expertise in developing and implementing its COVID-19 response?
- How effectively did UNESCO mobilize its network of diverse partners to meet Member States' global and national needs?
- To what extent did UNESCO's response generate unintended results (both positive and negative?)

Efficiency

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

- How did UNESCO's systems, structures and procedures adapt to the demands posed by the COVID-19 pandemic?
- To what extent did UNESCO rely on innovative tools to address the specific challenges raised by the COVID-19 health crisis?
- To what extent has UNESCO learned from this crisis? Are there specific examples of new ways of doing things that will make it more resilient and crisis ready? / allow UNESCO to generate operational efficiencies (e.g., savings)?

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.

- To what extent is UNESCO better prepared, in the aftermath of the COVID-19 pandemic, to address future crises of a similar scale?

- To what extent is the UNESCO response to the pandemic contributing to (or undermining) transformational change in terms of UNESCO strategy and programme delivery?
- In which ways has the response contributed towards long-term effects on gender equality and the SDGs?
- What are the consequences (if any) of the "displacement effect" of the COVID-19 response on other priorities, needs and programmes? What are the opportunity costs of shifted funding or changes to existing interventions?

IV Evaluation Approach and Methodology

28. As the pandemic is still ongoing and the situation still uncertain, IOS will continue to monitor developments and adjust the questions, approach and methods where necessary. The foremost consideration is the security and health of the evaluation team and the stakeholders and participants in the evaluation. It will follow the guidelines established at the start of the pandemic by the IOS evaluation office.
29. 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 (ERG) and the evaluation team, in due consideration of any developments related to the sanitary crisis.
30. 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.
31. A recommended methodological approach will include:
    - **Desk review.** The evaluation consultant or team is expected to exercise due diligence in canvassing the relevant literature;
    - **Structured and semi-structured interviews** (for the most part through virtual means) with stakeholders including: UNESCO staff at Headquarters and in the field, selected representatives of permanent Delegations of Member States, partners;
    - **Field visits to selected Regional Offices**, including at least one in Africa. The selection of countries will be discussed with the ERF, Programme Sectors and PAX. It is foreseen that 2-3 visits will take place (depending on the developing sanitary situation).[25]
    - **Survey** of UNESCO staff
    - Questionnaire(s) and/or survey(s) of all Member States and UNESCO's partners; and
    - **Participatory workshop** to discuss preliminary findings, lessons learned and recommendations prior to the finalization of the evaluation report. The workshop will be prepared and facilitated in a way that gives equal opportunities to all stakeholders, including people of different genders, to participate and contribute.
32. 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. All data will be collected and presented in a gender-disaggregated manner.

V. Roles and Responsibilities

33. The evaluation is scheduled to take place from January 2022 to September/October 2022. It will be managed by UNESCO's Internal Oversight Service (IOS) Evaluation Office and conducted by an independent evaluation team. A junior member of IOS will also be part of the evaluation team. If applicable, and depending on the final scope of the evaluation questions, the exercise will also have input and support from the IOS Audit Office.
34. IOS will be responsible for the quality assurance of the deliverables and ultimately responsible for the content of the evaluation. IOS will be the owner of the reports, the data collection tools and the raw data. The final evaluation report will also be assessed against the UNEG Quality Checklist for Evaluation Reports by an independent external evaluation consultant selected by IOS.
35. The evaluation consultant(s) will be responsible for developing an inception report which will include adjusted/revised questions and further precisions on the methodology. The consultant(s) will conduct data collection, analyse the data and prepare a draft with initial findings by September 2022 (in English). The final report will be due in October 2022. The consultant(s) might be required to present preliminary findings and recommendations to UNESCO stakeholders, including Senior Management and Member States.
36. The evaluation team will oversee its own logistics: office space, administrative and secretarial support, telecommunications, printing of documentation etc. Depending on the evolving situation, 2-3 missions to Regional Offices might be planned. The selected locations will be discussed and agreed upon with the reference group during the inception phase, but at least one field visit will take place in the African region.[26] However, most interviews will be conducted virtually. It is critical that the consultant(s) have excellent internet connectivity and experience with virtual platforms.

37. IOS will support access to relevant documentation contact details and lists of stakeholders. It will also facilitate communication with relevant Member States, UNESCO staff from Headquarters, field offices and specialized institutes.

38. An Evaluation Reference Group (ERG) will guide the evaluation process and ensure the quality of associated deliverables. In consultation with relevant stakeholders IOS will establish this group to accompany the evaluation process and provide feedback on the ToR, the inception report and the draft evaluation report. The group will be composed of the evaluation manager from the IOS Evaluation Office, representatives from the Cabinet of the Director General and all of the Programme Sectors, the Sector for Priority Africa and External Relations (PAX); the Bureau of Strategic Planning (BSP) and the Division for Gender Equality. The selection members of the Reference Group will be guided by the principles of diversity and balanced representation in terms of age, gender, professional and geographical background.

39. In line with UNESCO's Evaluation Policy, 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.)

VI. Qualifications of External Experts

40. The consultant(s) should collectively possess the following mandatory qualifications and experience:

41. Team Leader/Senior evaluator

- At least 10 years of experience evaluating UN agencies programmes and projects;
- University degree at Master's level or equivalent in education, social sciences, political sciences, economics, or any related field;
- Familiarity with UN mandates and its programming in the framework of the Sustainable Development Agenda
- Understanding and application of UN mandates in Human Rights and Gender Equality
- Demonstrated excellent drafting skills in English and good working knowledge of French.

Desirable skills:

- Knowledge of UNESCO's programmatic areas of work (i.e., education, natural sciences, social and human sciences, culture, communication and information),

42. Verification of these qualifications will be based on the curriculum vitae provided and a sample of a previously completed evaluation. The selection process may also include an interview. Candidates are also encouraged to submit other references such as research papers or articles

VII. Deliverables and Schedule

Schedule

43. The evaluation will take place between January and September/October 2022.

44. The estimation is that the evaluation assignment will require approximately 85 professional working days (of one senior evaluator or a team of a senior and junior evaluator). Decisions on travel will be made in 2022. IOS and the evaluation team will monitor the sanitary situation closely.

45. 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	December 2021
Call for Proposals and Selection of Consultants	January 2022
Inception phase	February 2022
**Inception report	End of February 2022
Data collection and analysis phase	February-August 2022
**Draft evaluation report	September 2022
**Final report and communication outputs	October 2022
Communication outputs	October 2022

***deliverables*

Deliverables

1. Inception report:

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 a communication plan for the evaluation products.

2. 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.

3. 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

4. Communication outputs:

The evaluation team will prepare a synthesis of the main findings from the evaluation in the form of a power point presentation or slides, a 2-page brief and an infographic.

References

Relevant Evaluation Resources

UNEG (2020). *UNEG Ethical Guidelines for Evaluation*. New York City: United Nations Evaluation Group. Retrieved 14 June 2021 from: http://www.unevaluation.org/document/detail/2866

UNEG (2010). *UNEG Quality Checklist for Evaluation Reports*. New York City: United Nations Evaluation Group. Retrieved 29 May 2020 from: http://uneval.org/document/detail/607

UNEG (2014). *Integrating Human Rights and Gender Equality in Evaluations*. New York City: United Nations Evaluation Group. Retrieved 29 May 2020 from: http://www.unevaluation.org/document/download/2107

UNEG (2017). *Norms and Standards for Evaluation*. New York City: United Nations Evaluation Group. Retrieved 29 May 2020 from: http://www.unevaluation.org/document/download/27

UNESCO (2013). *UNESCO Priority Gender Equality Action Plan (2014-2021). Paris: UNESCO.* Retrieved 29 May 2020 from: https://unesdoc.unesco.org/ark:/48223/pf0000227222

UNESCO (2014). *UNESCO Operational Strategy for Priority Africa (2014-2021). Paris: UNESCO.* Retrieved 29 May 2020 from: https://unesdoc.unesco.org/ark:/48223/pf0000228745

UNESCO (2015). *UNESCO Evaluation Policy*. Paris: UNESCO. Retrieved 29 May 2020 from: https://unesdoc.unesco.org/ark:/48223/pf0000253907

Relevant COVID-19 related Resources

UNESCO Real Time Advisory (May 2020):

Report on findings from the survey of all UNESCO staff members

Report on findings from the survey of UNESCO Directors

UNESCO COVID-19 response website

UNESCO (2020), *Impact of Covid-19 on UNESCO's programme and activities*. Retrieved 20 November 2021 from: https://unesdoc.unesco.org/ark:/48223/pf0000373757

Annex 1 - IOS Advisory: Lessons learned on UNESCO's response to COVID-19

In May and June 2020, IOS embarked on a real time advisory (RTA)[13] on UNESC +O's response to COVID-19. The incentive was to provide immediate real time feedback to help steer an unfolding response. The exercise identified three main areas where the UN and UNESCO had to develop quick responses:

a. supporting Member States with the ramifications of the public health crisis

b. ensuring business continuity through the deployment of new tools and/or strengthening of existing mechanisms, while providing regular support to staff; and

c. supporting the health and well-being of staff. At that moment, in May 2020, the IOS advisory focused on the response related to the support to health and staff well-being and business continuity

Two surveys were conducted during this exercise:

a. Survey for all UNESCO staff: 56% Response rate (1971 staff responded)

b. Survey for UNESCO Directors: 33% Response rate 33% (36 responded)

Main findings from Staff Survey

Communication

Eighty percent of staff was happy with the level of communication received from UNESCO.

During the crisis, most staff feel adequately informed. For the return from the crisis staff expect more information (lower satisfaction with for this period affected by the information email being sent the same day as the survey).

Email is the primary way for staff to stay informed. A large majority, nine out of ten staff, have listened to the DG's messages and half have listened to the DG's interviews. Forty percent follow UNESCO Facebook and sixteen per cent the DG's Twitter page (at Director level primarily).

Well-Being

For many staff teleworking during the crisis has worked very well but overall it has resulted in an increase in workload and 29% of staff struggle juggling work and domestic responsibilities, this having disproportionately affected female staff and mothers in particular who often bore childcare and home-schooling responsibilities. This has had such an impact that for every man that called for the development of a flexible teleworking policy, two women deemed this extremely important. Work/life balance is a pressure point.

Not all staff face the same challenges, for example in Africa issues with connectivity and increases in internet and electricity costs can be a challenge. Other challenges identified by staff are home environments not adapted for work and no clear boundaries between work and personal life.

Many are satisfied with the stress management activities offered by UNESCO, but often do not have time to participate. Many in the field say the times are not always suitable and feel these initiatives cater mostly to HQ.

The most requested additional well-being initiatives are access to counselling or psychological support and workshops on stress management.

Business Continuity Telework-IT

The majority of staff feel that IT support (and the use of Teams) has worked well. However, lack of equipment such as computers, printers etc. has sometimes been problematic. One quarter of respondents said that UNESCO IT support had been fair/poor.

The highest ranked initiatives for the future by staff are: to develop and implement a flexible teleworking policy; to develop and implement an organization wide COVID-19 Strategy response, and to explore new modalities to hold public events online.

Recommendations and practical things that needs attention:

a. Offer virtual psychological support to interested staff and workshops on stress management

b. Consider compensating staff for increased internet/electricity cost in some areas.

- Provide wellness activities at different times to better serve field staff

- Communicate clearer rules/ expectations for work hours
- Make available computers to a larger cross- section of staff
- Develop a more flexible teleworking policy, harmonizing field/ headquarters and sectors
- Adopt new IT supported working methods to meet, discuss and consult

Main findings from Directors' Survey

Coordination with Headquarters and National Governments was rated the best and coordination with National Commissions and other Field Offices lowest.

Main suggestions to enhance programmatic coordination: work on strategic positioning of UNESCO, inform Field Offices of initiatives in advance and collaborate more closely with UNCT.

An overwhelming majority of Directors said they are developing Transversal initiatives and adapting UNESCO Global initiatives to respond to the COVID-19 Crisis.

Directors identified areas where UNESCO support is the greatest: reactivating culture/ artistic sector; countering disinformation; distance and online learning; South-South cooperation in open science; training of teachers and redefinition of curriculums.

Concrete ideas of UNESCO engagement: post-pandemic education policies; support to return to school; support to revival of compliant tourism and heritage; facilitating open science and supporting freedom of expression.

Annex B. Literature

Adobor, H., Darbi, W.P.K. and Damoah, O.B.O. (2021). *Strategy in the era of "swans": the role of strategic leadership under uncertainty and unpredictability.* Journal of Strategy and Management, Vol. ahead-of-print.

Badali, M. et al. (2022). *The role of motivation in MOOCs' retention rates: a systematic literature review*. Research and Practice in Technology Enhanced Learning. 17, 5.

BM&Asoc. Consultores en Gestión Humana. (2021). *UNESCO Oficina Montevideo Informe Final*. Montevideo, Uruguay: BM&Asoc.

Boyer et. Al. (2023). Effects of the Pandemic on Observing the Global Ocean. Bulletin of the American Meteorological society 104(2).

Bureau du Résident coordinateur du Système des Nations Unies au Sénégal. (2020). *Cadre des Nations Unies pour la réponse socio-économique immédiate à la Covid-19 : contextualisation au Sénégal*, Dakar, Senegal : UN.

Clarke, Hugh. (2013). Context, communication and commiseration: Psychological and practical considerations in change management. Perspectives: Policy and Practice in Higher Education 17(3).

Costa-Font Joan, Elias Mossialos & Caroline Rudisill. (2009). *Optimism and the perceptions of new risks*, Journal of Risk Research, 12(1).

ILO. (2022). *The Next Normal: The Changing Workplace in Africa – Ten Trends from the Covid-19 pandemic that are shaping workplaces in Africa,* p.10. Geneva, Switzerland: ILO.

ILO, Florence Bonnet, Joann Vanek and Martha Chen. (2019). *Women and Men in the Informal Economy: a Statistical Brief. (ISBN* 978-92-95106-42-0)

Independent Evaluation Group. (2007). *Sourcebook for Evaluating Global and Regional Partnership Programs: Indicative Principles and Standards.* Washington, D.C, USA: World Bank. (Published together with the OECD DAC Network on Development Evaluation).

Intergovernmental Council of the IPDC Bureau. (2022). *Results-based report on projects approved by the 64th meeting of the IPDC Bureau (June 2020) and implemented in 2020-2021, Part I.* (CI-22/BUR.66/3.1 Rev).

Intergovernmental Council of the IPDC Bureau. (2021). *Results-based report on projects approved by the 63rd meeting of the IPDC Bureau (June 2019) and implemented in 2019-2020, Part I.* (CI-21/BUR.65/3.1.).

Intergovernmental Council of the International Programme for the Development of Communication. (2020). *Director-General's report on IPDC activities since the 31st session of the IPDC Council*. (CI-20/COUNCIL.32/Inf.3).

Intergovernmental Council for the Information for All Programme. (2020). *Financial situation of IFAP and in-kind contributions*. (IFAP-2020/COUNCIL.XI/Inf.6)

Intergovernmental Council for the Information for All Programme (IFAP). (2020). *Impact of the Covid-19 crisis on progamme and activities of UNESCO's Major Programme V – Communication and Information's, and its response to the pandemic*. (IFAP-2020/COUNCIL.XI/Inf.3)

International Programme for the Development of Communication Bureau. (2021). *IPDC financial situation*. (CI-21/BUR.65/4)

International Programme for the Development of Communication Bureau. (2020). *IPDC financial situation*. (CI-20/BUR.64/3 Rev.1)

L1ght. (2020). *Rising levels of Hate speech & Online Toxicity During this Time of Crisis.* Palo Alto, USA

Mayne, John. (2008). *Building an Evaluative Culture for Effective Evaluation and Results Management*. ILAC: Rome, Italy.

Marianne Meijer, Marieke Verschuuren, Ella Weggen. (2021). *COVID-19 vaccines a global public good? Moving past the rhetoric and making work of sharing intellectual property rights, know-how and technology.* European Journal of Public Health, 31(5), Pages 925–926.

Macfarland, Caroline, Matilda Agace and Chris Hayes. (2020). *Creativity, culture and connection: responses from arts and culture organizations in the COVID-19 crisis.* Common Vision. London, United Kingdom.

McKinsey. (2020, May 14). *The COVID-19 recovery will be digital: A plan for the first 90 days*. Retrieved November 1, 2022, from https://www.mckinsey.com/capabilities/mckinsey-digital/our-insights/the-covid-19-recovery-will-be-digital-a-plan-for-the-first-90-days.

Media Fondation for West Africa. (2020). *Les Médias et la Covid-19 en Afrique de l'Ouest – Cas du Senegal*. Dakar, Senegal: Media Fondation for West Africa.

Ministerio de la Salud Pública (n.d.). (2020). *La respuesta de Uruguay en 2020 a la Pandemia de COVID -19*. Sitio Oficial de la República Oriental del Uruguay.

Ministère de la Santé et de l'Action Sociale Sénégalais. (2020). *Plan de contingence multisectoriel de lutte contre le COVID-19*. Dakar, Sénégal: République du Sénégal.

OECD-DAC. (2002). *Glossary of Key Terms in Evaluation and Results Based Management*. Paris, France: OECD.

Ottone, Ernesto. (2020, March 29). *In moments of crisis, people need culture*. Retrieved July 1, 2022, from https://www.unesco.org/en/articles/moments-crisis-people-need-culture

OWSD. (2020). *The Impact of Covid-19 on Women Scientists from Developing Countries: Results from an OWSD Member Survey*. Trieste, Italy: Organization for Women in Science for the Developing World (OWSD).

Présidence de la République du Sénégal. (2021). *Rapport public du Comité de suivi de la mise en œuvre des opérations du fonds de riposte et de solidarité contre les effets de la Covid-19 (Force Covid-19)*. Dakar, Sénégal: gouvernement Sénégalais.

Ramos-Garza, C. and Ramos-Garza, L. (2019). *Leadership and Culture of Innovation*. In: Corrales-Estrada, M. (Ed.) *Innovation and Entrepreneurship: A New Mindset for Emerging Markets*, Emerald Publishing Limited: Bingley, pp. 159-188.

Schein, Edgar. (2010). *Organizational Culture and Leadership*. 4th Edition. Jossey-Bass: San Francisco, US.

Système des Nations Unies au Sénégal. (2020). *Plan de Préparation et de Réponse au covid-19 du Système des Nations Unies*. Dakar, Sénégal: UN.

The African Editors' Forum. (2022). *Reporting at a distance: the impact of Covid-19 on journalists and journalisms in Africa*. Johannesburg, South Africa: The African Editors' Forum.

The Public Media Alliance. (2021). *Impact of COVID-19 on Media Freedom, Media Business Viability and the Safety of Journalists in Southeast Asia*. Norwich, the United Kingdom: The Public Media Alliance.

Tubadji, Annie. (2021). *Culture and mental health resilience in times of COVID-19*. European Society for Population Economics, pages 1219-1259. Belgrade, Serbia.

UN. (2022). *FAQ: UN System-wide Covid 19 Vaccination Programme*. New York, USA: UN.

UN. (2021). *Marco de Cooperación de las Naciones Unidas para el Desarollo Sostenible en Uruguay 2021-2025*. Sistema de las Naciones Unidas en Uruguay.

UN. (2022). *UN System-wide Covid 19 Vaccination Programme: Factsheet*. New York, USA: UN

UN. (2021). *Business continuity management in United Nations system organizations. Report of the Joint Inspection Unit*. Geneva, Switzerland: UN.

UN. (2021). *UN System-wide Covid 19 Vaccination Programme: List of participating entities*. New York, USA: UN.

UN. (2020). *A UN framework for the immediate socio-economic response to COVID-19*.

UN Chief Executives Board for Coordination, High Level Committee on Management. (2021). *UN System Model Policy on Flexible Work*. (CEB/2021/HLCM/10/Add.1).

UN Resident Coordinator in Senegal. (2020). *Project document: Ensuring continuity of learning for the most vulnerable children and youth in Senegal*. Dakar, Senegal: UN.

UNDP Regional Bureau for Africa. (2021). *Analysing long-term socio-economic impacts of Covid-19 across diverse African contexts*, p.35-36.

UN General Assembly. (2021). *Report of the Joint Inspection Unit for 2021 and programme of work for 2022*. (A/76/34).

UN MPTF. (2021). *Annual Final Report Template MPTF Senegal. 28.05.2021*. Dakar, Senegal : internal document.

UN Resident Coordinator in Senegal. (2020). *Project document: Ensuring continuity of learning for the most vulnerable children and youth in Senegal*. Dakar, Senegal: UN.

UNESCO. (2022). *41 C/4 Medium-Term Strategy 2022-2029*. Paris, France: UNESCO.

UNESCO. (2022). *41 C/5 Approved Programme and Budget. First Biennium of the 2022-2025 Quadrennium*. Paris, France: UNESCO.

UNESCO. (2022). *Multidonor programme on freedom of expression and the safety of journalists: quadriennal report 2018-2021*. Paris, France: UNESCO

UNESCO. (2022). *UNESCO Multi-donor Programme on Freedom of Expression and Safety of Journalists, Regional Action in Latin American and the Caribbean: 2018-2021 quadrennial report, country summaries*. Paris, France : UNESCO

UNESCO. (2021). *Communication and Information Programme,* Paris, France: UNESCO.

UNESCO. (2021). *UNESCO Environmental Sustainability and Management Policy*. Paris, France: UNESCO.

UNESCO. (2021). *Gender & creativity: progress on the precipice.* Paris, France: UNESCO.

UNESCO. (2021). *Multidonor programme on freedom of expression and the safety of journalists: Annual Report 2020*. Paris, France: UNESCO

UNESCO. (2021). *2020 Annual Report. UNESCO Multisectoral Regional Office*. (2020 Dakar office annual report).

UNESCO. (2021). *Reimagining our Future Together. A New Social Contract for Education.* Paris, France: UNESCO.

UNESCO. (2021). *When schools shut: gendered impacts of COVID-19 school closures.* Paris, France: UNESCO.

UNESCO. (2020). *40 C/5 Approved Programme and Budget. Second Biennium of the 2018-2021 Quadrennium*. Paris, France: UNESCO.

UNESCO (2020). *Building back equal: girls back to school guide.* Paris, France: UNESCO.

UNESCO. (2018). 39 *C/5 Approved Programme and Budget. First Biennium of the 2018-2021 Quadrennium*. Paris, France: UNESCO.

UNESCO. (2014). 37 *C/4 Medium-Term Strategy 2014-2021*. Paris, France: UNESCO.

UNESCO-ADM. (2022). *ADM 'Back to Office' survey.* Paris, France: UNESCO.

UNESCO-ADM. (2022). *Administrative Circular 84 - Introducing the Policy on Flexible Working Arrangements.* (AC/HR/84).

UNESCO-ADM. (2022). Administrative Manual 18.2. *Enterprise Risk Management (ERM) Policy.*

UNESCO-ADM. (2022). Circulaire administrative AC/HR/84 *Présentation de la politique en matière d'aménagement des modalités de travail*, Paris, France : UNESCO

UNESCO-ADM (2022). *Covid-19 Timeline*. Paris, France: UNESCO.

UNESCO-ADM. (2021). *Administrative Circular 80: New Additions to the Administrative Manual: AM Chapter 18 Organizational Resilience Management System.* (AC/AM/80).

UNESCO-ADM. (2020). *Internal Control Self-Assessment. Feedback on the 2020 exercise.* Internal PPT.

UNESCO-ADM. (2020). *Memo with subject: Guidance for using electronic signature during the Covid-19 episode.* (ADM/ADG/2020/21).

UNESCO-BFM. (2021). *2020 financial statement*. Paris, France: UNESCO.

UNESCO-BSP. (2022). *Agenda of UNESCO's Structured Financing Dialogue (SFD) with Member States.* Paris, France: UNESCO.

UNESCO-BSP. (2021). MEMO BSP/2021/3 of January 28, 2021. *Subject: Report by the Director-General on the execution of the programme adopted by the Genéral Conference: Document 211 EX/4 Part I – Programme Implementation Report (PIR) 2021*. (MEMO/BSP/2021/3).

UNESCO Bureau de Dakar. (2022). *Annual Report 2021: UNESCO Multisectoral Regional Office for West Africa - Sahel.* (2021 Dakar office annual report).

UNESCO, Bureau régional de Dakar. (2021). *Plan de continuité des activités, mis à jour le 18 juin 2021*, Dakar, Sénégal : UNESCO.

UNESCO Bureau de Dakar. (2020). *Incidences Socio-Economiques et Culturelles du Covid-19 sur l'Afrique - Réponses de l'UNESCO.* Dakar, Sénégal: UNESCO.

UNESCO Bureau de Dakar. (2020). *Termes de Référence: Webinaire Inter-régional. Mobiliser les intellectuelles de l'Afrique de l'Ouest et du Centre pour penser l'Afrique dans le Temps de la Pandémie, Panser la Covid-19 et ses Conséquences sur le Continent, Imaginer l'Afrique dans le Monde Post-Covid.* Dakar, Sénégal: UNESCO.

UNESCO-CI. (2021). *Let Free Media Thrive - Selected Stories of 4 years of impact of the Multidonor programme on Freedom of Expression and Safety of Journalists (2018-2021*). Paris, France: UNESCO.

UNESCO-CLT and the Department of Culture and Tourism of Abu Dhabi. (2022). *Culture in Times of COVID-19: Resilience, Recovery and Revival*. Paris, France: UNESCO.

UNESCO-CLT. (2022). *ResiliArt 100*. Paris, France: UNESCO.

UNESCO-CLT. (2022). *Re|shaping policies for creativity: addressing culture as a global public good*. Paris, France: UNESCO.

UNESCO-CLT (2021). *World Heritage in the face of COVID-19*. Paris, France: UNESCO.

UNESCO-CLT (2021). *Living Heritage in the face of COVID-19*. Paris, France: UNESCO.

UNESCO-CLT. (2021). *Cultural and creative industries in the face of COVID-19: an economic impact outlook*. Paris, France: UNESCO.

UNESCO-CLT. (2021). *Cities, Culture, Creativity: Leveraging Culture and Creativity for Sustainable Development and Inclusive Growth*. Paris, France: UNESCO.

UNESCO-CLT. (2020). *Culture in crisis: policy guide for a resilient creative sector*. Paris, France: UNESCO.

UNESCO-CLT. (2020). *Urban Solutions: Learning from Cities' Responses to COVID-19: online meeting report*. Paris, France: UNESCO.

UNESCO-CLT. (2020). *Online Meeting of Ministers of Culture: Impact of the Covid-19 Pandemic on the Cultural Sector and the Public Policy Response*. Paris, France: UNESCO.

UNESCO Director General. (2014). *UNESCO's response to Ebola: strategy paper*. (ED.2014/WS/40).

UNESCO-ED. (2022). *Responding to COVID-19 and beyond: The Global Education Coalition in action*. Montréal: UNESCO Institute for Statistics.

UNESCO-ED. (2022). *Rewired Global Declaration on Connectivity for Education*. Paris, France: UNESCO.

UNESCO-ED. (2022). *Understanding boys' disengagement from education*. Paris, France: UNESCO.

UNESCO-ED. (2022). *From Learning Recovery to Education Transformation. Insights and Reflections from the 4th Survey on National Education Responses to COVID-19 School Closures*. Paris, France: UNESCO. (Published together with UNICEF and the World Bank Group).

UNESCO-ED. (2021). *Global Education Monitoring Report. Non-state actors in education. Who chooses? Who loses?* Paris, France: UNESCO.

UNESCO-ED. (2021). *The State of the Global Education Crisis: a Path to Recovery*. Joint UNESCO, UNICEF, and World Bank report. Paris, France: UNESCO.

UNESCO-ED. (2021). *Supporting learning recovery one year into COVID-19: The Global Education Coalition in action*. Paris, France: UNESCO.

UNESCO-ED. (2021). *What's next? Lessons on Education Recovery: Findings from a Survey of Ministries of Education amid the COVID-19 Pandemic*. Paris, France: UNESCO. (Published together with UNICEF, the World Bank Group, and OECD).

UNESCO-ED. (2021). *When schools shut. Gendered impacts of COVID-19 school closures*. Paris, France: UNESCO.

UNESCO-ED. (2020). *A new generation: 25 years of efforts for gender equality in education*. Paris, France: UNESCO.

UNESCO (2020). *Global Education Coalition*. Retrieved November 1, 2022, from https://globaleducationcoalition.unesco.org/

UNESCO-ED. (2020). *Keeping girls in the picture: Community radio toolkit*. Paris, France: UNESCO.

UNESCO-ED. (2020). *Building back equal: Girls back to school guide*. Paris, France: UNESCO.

UNESCO-ED. (2020). *UNESCO COVID 19 Education Response Education issue notes*. Paris, France: UNESCO.

UNESCO-ED. (2020). *What have we learned? Overview of findings from a survey of ministries of education on national responses to COVID-19*. Paris, France: UNESCO. (Published together with UNICEF and the World Bank Group).

UNESCO-ED. (2020). *Extraordinary Session on Education post-COVID-19. Final report. 2020 Global Education Meeting 20-22 October 2020*. Paris, France: UNESCO.

UNESCO-ED. (2020). *COVID-19 in Sub-Saharan Africa: Monitoring Impacts on Learning Outcomes*. Paris, France: UNESCO. September 2020. (First GEC progress report)

UNESCO-ED. (2020). *Global Education Monitoring Report. Inclusion and Education: All means All*. Paris: UNESCO.

UNESCO-ED. (2020). *Responding to COVID-19 and beyond: The Global Education Coalition in action*. Paris, France: UNESCO. September 2020. (First GEC progress report)

UNESCO-ED. (2020). *Supporting learning recovery one year into COVID-19: The Global Education Coalition in action*. Paris, France: UNESCO. March 2021. (Second GEC progress report)

UNESCO Executive Board. (2022). *Execution of the Programme Adopted by the General Conference. Analytical Programme Implementation Report (APIR) (1 January 2018 – 31 December 2021)*. (214 EX/4.I).

UNESCO Executive Board. (2022). *Execution of the Programme Adopted by the General Conference. Analytical Programme Implementation Report (APIR) (1 January 2018 – 31 December 2021). Assessment of Progress by Expected Result* (214 EX/4.I.INF).

UNESCO Executive Board. (2022). *Execution of the Programme Adopted by the General Conference, Financial management report for 2020-21 (40C/5) as at 31 December 2021*. (214EX/4.II.A.INF).

UNESCO Executive Board. (2022). *Execution of the Programme adopted by the General Conference, Part II.A: Financial management report for 2020-2021 (40 C/5) as at 31 December 2021* (214 EX/4.II.A).

UNESCO Executive Board. (2022). *Execution of the Programme adopted by the General Conference, Financial management report for 2020-21 (40C/5) as at 31 December 2021, status of the funding of the gap for 2020-21 (40C/5) as at 31 December 2021*. (214EX/4.II.A.INF.2).

UNESCO Executive Board. (2022). *Follow-up to decisions and resolutions adopted by the Executive Board and the General Conference at their previous sessions, Part II: Management issues: report on the main resource mobilization trends and outcomes during the period 2020-2021 214* (EX/5.II.B.INF).

UNESCO Executive Board. (2022). *Follow-up to decisions and resolutions adopted by the Executive Board and the General Conference at their previous sessions. Part IV. Human Resources Issues. A. Human Resources Management Strategy. A. Human Resources Management Strategy.* (215EX/5.IV.A).

UNESCO Executive Board. (2022). *Execution of the Programme adopted by the General Conference. C/5 Implementation Report.* (215EX/4).

UNESCO Executive Board. (2022). *Execution of the Programme adopted by the General Conference. C/5 Implementation Report. Assessment of Progress by Output.* (215EX/4.INF).

UNESCO Executive Board. (2022). *Follow-up to Decisions and Resolutions Adopted by the Executive Board and the General Conference at their Previous Sessions, Part 1: Programme Issues.* (215 EX/5.I.F).

UNESCO Executive Board. (2022). *Status of the funding of the Gap for 2020-2021 (40 C/5), as at 31 December 2021*. (214 EX/4.II.A.INF.2).

UNESCO Executive Board. (2022). *Execution of the Programme adopted by the General Conference, Part II.A: Financial management report for 2020-2021 (40 C/5) as at 31 December 2021* (214 EX/4.II.A).

UNESCO Executive Board. (2022). *Execution of the Programme Adopted by the General Conference. Analytical Programme Implementation Report (APIR) (1 January 2018 – 31 December 2021). Assessment of Progress by Expected Result* (214 EX/4.I.INF).

UNESCO Executive Board. (2021). *Execution of the Programme Adopted by the General Conference, Part II: Financial management report for 2020-2021 (40 C/5) as at 30 June 2021* (212 EX/4.II).

UNESCO Executive Board. (2021). *Execution of the programme adopted by the General Conference, Part II: Financial management report for 2020-2021 (40 C/5) as at 31 December 2020.* (211 EX/4.II).

UNESCO Executive Board. (2021). *Follow-up to decisions and resolutions adopted by the Executive Board and the General Conference at their previous sessions. Part IV. Human Resources Issues. A. Implementation of the Human Resources Management Strategy 2017-2022.* (212EX/5.IV.A).

UNESCO Executive Board. (2021). *Reports on the implementation of the Information for All Programme (IFAP) (2020-21*). (212EX/11).

UNESCO Executive Board. (2021). *Execution of the Programme adopted by the General Conference, Part II.A: Financial management report for 2020-2021 (40 C/5) as at 31 December 2020* (211 EX/4.II.A).

UNESCO Executive Board. (2020). *Execution of the programme adopted by the General Conference, Part II, Financial management report for 2020-2021 (40 C/5) as at 30 June 2020.* (210 EX/4. II).

UNESCO Executive Board. (2020). *Execution of the programme adopted by the General Conference, Part II, Financial management report for 2020-2021 (40 C/5) as at 30 June 2020* (210 EX/4.II).

UNESCO Executive Board. (2020). *Follow-up to decisions and resolutions adopted by the Executive Board and the General Conference at their previous sessions, Part II: Management issues, D. UNESCO's Strategic Transformation.* (210 EX/5.III.D + ADD).

UNESCO Executive Board. (2020). *Follow-up to decisions and resolutions adopted by the Executive Board and the General Conference at their previous sessions, Part II: management issues, A. UNESCO Resource Mobilization Strategy for 2020-2021* (209 EX/5.II.A).

UNESCO Executive Board. (2020). *Follow-up to decisions and resolutions adopted by the Executive Board and the General Conference at their previous sessions, Part II: Management issues, E. UNESCO's Strategic Transformation.* (209 EX/5.II.E + ADD).

UNESCO Executive Board. (2020). *Impact of the Covid-19 crisis on UNESCO's programme and activities*. (6 X/EX/3).

UNESCO Executive Board. (2020). *Impact of the Covid-19 crisis on UNESCO's programme and activities*. (209/EX/31).

UNESCO Executive Board. (2020). *Execution of the Programme adopted by the General Conference, Part II: Financial management report for 2018-2019 (39 C/5) as at 31 December 2019* (209 EX/4.II).

UNESCO Executive Board. (2020). *Follow-up to decisions and resolutions adopted by the Executive Board and the General Conference at their previous sessions. Part IV. Human Resources Issues, Addendum, Comments from the International Staff Association of UNESCO (ISAU).* (215EX/5.IV.A Add.).

UNESCO Executive Board (2020). *Methods of work of the Executive Board under confinement*. Paris, France: UNESCO (6X/EX/2).

UNESCO Executive Board. (2020). *Report on UNESCO's response to the Covid-19 Pandemic and on the Impact of the Pandemic on the Implementation of the Programme and Budget for 2020-2021 (C 40/5)*. (210 EX/17).

UNESCO Executive Board. (2018). *The Stages of UNESCO's Strategic Transformation.* (204 EX/31).

UNESCO Executive Board. (2016). *Audit report on the Intergovernmental Oceanographic Commission.* 200 EX/20.INF.2

UNESCO-GEN (2022). UNESCO in Action for Gender Equality, Paris, France: UNESCO.

UNESCO General Conference. (2021). *Report of the Intergovernmental Council of the International Programme for the Development of communication (IPDC) on its activities in 2020-21*. (41C/REP/24).

UNESCO-HRM. (2022). *Information Circular 202 -Medical Benefits Fund. Amendments to the Rules.* (IC/HR/202)

UNESCO-HRM. (2021). *Global Staff Survey 2021 – Overall narrative report*. Paris, France: UNESCO.

UNESCO-HRM. (2021). *Information Circular 182 -Medical Benefits Fund - Amendments to the Rules.* (IC/HR/182)

UNESCO-HRM. (2020). *FAQ, Medical procedures, insurance and staff welfare.* Paris, France: UNESCO.

UNESCO-HRM. (2020). *HRM Telecommuting survey*. Paris, France: UNESCO.

UNESCO-HRM. (2020). *Key Data on UNESCO Staff – January 2020.* Paris, France: UNESCO

UNESCO Institute for Information Technology Governing Board. (2021). *Report by the Director of the UNESCO IITE on the activities of the institute.* (20GB/3).

UNESCO-IOC. (2022). *State of the Ocean Report 2022. Pilot edition.* Paris, France: UNESCO.

UNESCO-IOC. (2021). *The United Nations Decade of Ocean Science for Sustainable Development* (2021-2030) Implementation Plan. Paris, France: UNESCO.

UNESCO-IOC. (2021). *Thirty-first Session of the IOC Assembly 14–25 June 2021. Draft list of participants.* (IOC/A-31/L).

UNESCO-IOC-GOOS Observations Coordination Group. (2020). *Ocean Observing System Report Card 2020.* Paris, France: UNESCO.

UNESCO-IOC. (2020). *Global Ocean Science Report 2020.* Paris, France: UNESCO.

UNESCO-IOC. (2020). Presentation: *Thematic Meeting of ADG/IOC with Permanent Delegations to UNESCO [on the impacts of Covid-19] Intergovernmental Oceanographic Commission (IOC).* (IOC/IODE-XXVI/3).

UNESCO-IOC. (2019). *Thirtieth Session of the IOC Assembly Paris, 26 June–4 July 2019. List of participants.* (IOC-XXX/5 Prov).

UNESCO-IOC. (2014). *IOC Medium-Term Strategy, 2014–2021*. Paris, France: UNESCO.

UNESCO-IODE. (2021). I*OC Committee on International Oceanographic Data and Information Exchange. 26th session*. Online, 20-23 April 2021. Paris, France: UNESCO.

UNESCO-IODE. (2020). *Survey on the impact of COVID-19 on IODE network members available*. Published on: https://iode.org/index.php?option=com_content&view=article&id=627:1-july-2020-results-survey-impact-of-covid-19-on-iode-network-partners-available&catid=23&Itemid=115 [last visited on October 18, 2022].

UNESCO-IODE. (2019). *Presentation of the OceanTeacher Global Academy for the IODE25 Conference*.

UNESCO-IOS. (2022). *Evaluation of IOC's strategic positioning.* Paris, France: UNESCO.

UNESCO-IOS. (2022). *Internal Oversight Services: Annual Report 2021*. (214 EX/19).

UNESCO-IOS. (2020). *IOS Advisory: UNESCO Response to Covid-19 - Survey of all UNESCO staff.* Paris, France: UNESCO.

UNESCO-PAX. (2021). *212th session of the Executive Board: list of requests approved under the Participation Programme 2020-2021*. (PAX/DRX/PPF/2021/LIST/6).

UNESCO-PAX. (2020). *Webinaires/consultations en ligne organisées par les bureaux hors Siège, Mars-novembre 2020.*

UNESCO Regional Bureau for Science in Latin America and the Caribbean. (2021). *The Hate speech policies of Major platforms during the Covid-19 pandemic.* Montevideo, Uruguay: UNESCO

UNESCO-SHS. (2021). *Report: Global Forum against Racism and Discrimination*. Retrieved January 26, 2023, from https://www.unesco.org/en/forum-against-racism-discrimination/program

UNESCO-SHS. (2021). *Fit for Life: a global alliance using sport to improve well-being and equality*. PowerPoint presentation. Paris, France: UNESCO.

UNESCO-SHS. (2020). *Measuring attitudes & perceptions on the impact of COVID-19 in select Sub-Saharan African cities*. Paris, France: UNESCO.

UNESCO-SHS. (2020). *Youth As Researchers. Exploring the Impact of COVID-19 on Youth. Global Policy Brief.* Paris, France: UNESCO.

UNICEF. (2022). *Where are we on Education Recovery?* New York, United States: UNICEF.

Wang L, Zhang Y, Wang D, Tong X, Liu T, Zhang S, Huang J, Zhang L, Chen L, Fan H and Clarke M. 2021. *Artificial Intelligence for COVID-19: A Systematic Review*. Front. Med. 8:704256.

WHO. (2021). *Interim recommendations for use of the inactivated Covid-19 vaccine BIBP developed by China National Biotech Group, Sinopharm, Interim Guidance*. Geneva, Switzerland: WHO (updated 28 October 2021 and 15 March 2022)

WHO. (2021). *Interim recommendations for use of the inactivated Covid-19 vaccine CoronaVac developed by Sinovac, Interim Guidance*. Geneva, Switzerland: WHO (updated 21 October 2021 and 15 March 2022).

WFP Central Evaluation Office. (2022). *Evaluation of the WFP Response to the COVID-19 Pandemic. Centralized Evaluation Report – Volume I*. Rome, Italy: World Food Programme.

World Bank IEG. (2007). *Sourcebook for Evaluating Global and Regional Partnership Programs: Indicative Principles and Standards*. Washington D.C., United States: Independent Evaluation Group of the World Bank. (published together with the OECD DAC Network on Development Evaluation).

Yakeu Djiam, Serge Eric (forthcoming*). The impact of COVID-19 on education systems in West and Central Africa: Regional Report*. Dakar, Senegal: UNESCO.

Annex C. Persons interviewed

The evaluation team interviewed 177 people – of whom 93 women (53%) – over the course of this evaluation. The interviewees are listed below per type of stakeholder. Within each category, the interviewees are listed in alphabetical order.

UNESCO Headquarters staff

Gender	Surname	First name	Sector	Unit	Title
Mr	AHMIMED	Charaf	**CAB**	Office of the Director General	Senior Advisor
Mr	ALIAGA	Bernardo	**IOC**	IOC Tsunami Unit	Programme Specialist
Ms	ALTNODER	Sunna	**CLT**	Movable Heritage and Museums Team	Head of Unit
Ms	AMMI	Nadia	**CLT**	Emergency Preparedness and Response Team	Assistant Project Officer
Mr	BAIG	Omar	**DBS**	Office of the Chief Information &Technology Officer	Chief Information and Technology Officer
Ms	AUBERT	Frederique	**CLT**	Policy and Statutory Meetings, World Heritage Centre	Head of Unit
Ms	BENGHANEM	Rhonalyn	**HRM**	Learning and Development Unit	HR Assistant (Languages)
Ms	BERROWS	Georgina	**HRM**	Benefits and Entitlement Section	Chief of Section
Mr	BHATT	Sachin	**GBS**	Secretariat of the Governing Bodies	Director
Ms	BONETTI	Anna	**CAB**	Office of the Director General	Advisor to the DG for SC & IOC
Mr	CAIROLA	Andrea	**CI**	Freedom of Expression & Safety of Journalists Section	Advisor for Communication and Information
Mr	CANELA DE SOUZA	Guilherme	**CI**	Freedom of Expression & Safety of Journalists Section	Chief of Section
Mr	CASTLE	Christopher	**ED**	Section of Health and Education	Chief of Section
Ms	CHEMERY	Erin	**ED**	Section for Teacher Development	Project Officer
Ms	CLICHE	Danielle	**GEN**	Gender Equality Division	Chief, Policies and Strategies for Gender Equality
Ms.	COUDRAY	Sylvie	**CI**	Executive Office	Chief of Section
Ms	COUPEZ	Anne	**ED**	Executive Office, Unit for Strategic Planning, Monitoring, Institute and Field Coordination	Chief of Unit
Mr	CRAWHALL	Nigel	**SC**	Indigeneous and Local Knowledge Section	Chief of Section
Mr	CURTIS	Timothy	**CLT**	Living Heritage Entity	Chief of Section
Ms	DE SAN CRISTOBAL	Berta	**CLT**	Europe and North America Unit	Head of Unit
Ms	DE ZAYAS	Claudine	**SC**	Administrative Office	Associate Finance and Budget Officer
Ms	DU SOUICH-LOURADOUR	Othilie	**BSP**	Section for Strategic Planning, Monitoring and Reporting	Strategic Planning Officer & Results Based Management Team Leader
Mr	DU TOIT	Jaco	**CI**	Universal Access to Information	Chief of Section

Gender	Surname	First name	Sector	Unit	Title
Ms	DUBOIS	Dorine	CLT	Executive Office	Chief of Section
Mr	ENEVOLDSEN	Henrik	IOC	Ocean Science Section	Project Coordinator
Mr	FRANCISCO	Léandre	BFM	Finance and Accounting Section	Finance and Administrative Officers
Ms	GIANNINI	Stefania	ED		Assistant Director General
Ms	GILLET	Astrid	ED	Executive Office	Chief of Section
Ms	GISCA	Otilia	HRM	Organizational Design, Post Management and Classification	Head of Unit
Ms	GOLETTO	Christine	HRM	Occupational Health Service	Staff Welfare Assistant
Ms	GROPA	Maria	CLT	Executive Office	Programme Coordinator
Ms	GUTTMAN	Cynthia	ED	Communications Team	Chief of Section
Ms	HAZZAZ	Ma'aly	CI	Freedom of Expression and Safety of Journalists Section	Project Officer
Mr	HUSSON	Roland	CAB	Office of the Director General	Senior Advisor for Transversal Policies
Ms	IKHLEF	Khalissa	SC	Indigeneous and Local Knowledge Section	Programme Specialist
Ms	JEAVONS	Jessica	ADM	Section for Strategic Partnerships and Donor Relations	Chief of Section
Mr	JEFFREYS	Nicholas	ADM		Assistant Director General
Mr	JELASSI	Tawfik	CI		Assistant Director General
Ms	KASRY	Amal	SC	Basic Sciences, Research, Innovation and Engineering Section	Chief of Section
Ms	KITSIONA	Mariana	ED	Executive Office, Unit for Strategic Planning, Monitoring, Institute and Field Coordination	Programme Specialist
Ms.	LANDRY	Magdalena	PAX	Executive Office	Chief of Section
Mr	LE SAUX	Jean-Yves	BSP		Director
Ms	LEONCINI BARTOLI	Paola	CLT	Cultural Policies and Development Entity	Director
Mr	LI	Jong Chol	SC	Section for Media Development & Media in Emergency	Chief
Ms	LOURENCO	Mirta	CI	Section for Media Development & Media in Emergency	Chief of Section
Ms	MACHIMURA	Saori	CLT	Office of the ADG for Culture	Communications Specialist
Ms	MAJLOF	Anna Maria	SHS	Inclusion, Rights and Dialogue Section	Chief of Section
Ms	MALZY	Mathilde	SHS	Administrative Office	Senior Administrative Assistant
Mr	MATOKO	Firmin Edouard	PAX		Assistant Director General
Ms	MBONYINGINGO	Emeline	ADM	Risk, Compliance and Policy Coordination Unit	Chief of Unit
Ms	McLENNAN	Nancy	SHS	Sport Section	Programme Specialist
Ms	McOMISH	Elspeth	ED	Section of Education for Inclusion and Gender Equality	Programme Specialist
Ms	MELO	Angela	SHS	Policies and Programmes	Director

Gender	Surname	First name	Sector	Unit	Title
Ms	MINGUEZ GARCIA	Barbara	CLT	Emergency Preparedness and Response Team	Assistant Project Officer
Ms	MULLER	Anne	ED	Unit for Knowledge Management Services	Chief of Section
Ms	NAVARRO-JONES	Margaret	HRM	Learning and Development Unit	HR Officer
Ms	NECHIFOR	Iulia	ADM	Section for Strategic Planning, Monitoring and Reporting	Programme Specialist
Mr	ODINOT	Franck	CI	Administrative Office	Finance and Administrative Officer
Ms	OGAWA	Kazumi	HRM		Director
Mr	OTTE	Alexander	SC	Capacity Development and Water Family Coordination Section	Associate Programme Specialist
Mr	OTTONE	Ernesto	CLT		Assistant Director General
Ms	PERSIC	Ana	SC	Science, Technology and Innovation Policy Section	Programme Specialist
Mr	PISSIERSSENS	Peter	IOC	IOC/UNESCO Project Office	Head
Mr	PIVARD	Emmanuel	CLT	Administrative Office	Finance and Administrative Officer
Ms	PRINCE	Maya	ED	Future of Learning and Innovation Team	Programme Specialist
Ms	RAFIEIAN	Ferehsteh	SC	Science, Technology and Innovation Policy Section	Associate Programme Specialist
Mr	RAMIREZ-MIRANDA	Juan-Pablo	SHS	Executive Office	Programme Specialist
Ms	RAMOS	Gabriela	SHS		Assistant Director General
Mr	ROSI	Mauro	CLT	Latin America and the Carribean Unit, World Heritage Centre,	Head of Unit
Mr	RYABININ	Vladimir	IOC		Assistant Director General
Ms	SAAD-ZOI	Souria	SHS	Youth Section	Chief of Section
Mr	SABOUREAU	Stephane	HRM	Occupational Health Service	Medical Officer
Mr	SARR	Ebrima	BSP	Section for Grants and Resource Management	Chief of Section
Ms	SASS	Justine	ED	Section of Education for Inclusion and Gender Equality	Chief of Section
Ms	SCHNEEGANS	Susan	SC	Executive Office	Programme Specialist
Ms	SIEBOLD	Caroline	BSP	Executive Office, Strategic Coordination Office	Executive Officer
Mr	SORIANO	Carles	IOS	Internal Audit Office	Head
Ms	SQUICCIARINI	Mariagrazia	SHS	Executive Office	Chief of Section
Mr	SWINNEN	Rudi	ADM	Executive Office	Senior Executive Officer
Mr	TIENDREBEOGO Toussaint,	Toussaint	CLT	Diversity of Cultural Expressions Entity	Chief of Entity
Mr	TAWIL	Sobhi	ED	Future of Learning and Innovation Team	Director
Ms	TINIO-LEDOUARIN	Linda	SHS	Inclusion, Rights and Dialogue Section	Assistant Programme Specialist
Mr	VANDENBERGHE	Kristof	SC	Earth Sciences and Geoparks Section	Chief of Section
Mr	VILLALPANDO	Santiago	LEG	Office of the International Standards and Legal Affairs	Legal Adviser and Director

Gender	Surname	First name	Sector	Unit	Title
Ms	VOHRA	Amita	CAB	Office of the Director General	Reform and Financial Advisor
Ms	WAGNER	Emilie	PAX	Coordination and Field Support Office	Field Coordination Officer
Ms	WENISCH	Clotilde	HRM	Occupational Health Service	Chief Nurse
Mr	WEST	Mark	ED	Future of Learning and Innovation Team	Project Officer
Ms	YOSHIDA	Reiko	CLT	Programme and Stakeholders Unit, Diversity of Cultural Expressions Entity,	Head
Ms	YVINEC	Ksenia	IOC	Executive Office, Operational Support Unit	Head

UNESCO Field office staff

Gender	Surname	First name	Field Office	Sector	Title
Mr	ABELLA	Augustin	Montevideo Office	CLT	Programme Assistant (Villa Ocampo)
Mr	ANLLO	Guillermo	Montevideo Office	SC	Regional Programme Specialist
Mr	BADJI	Mouhamed	Dakar Office	SHS	Programme assistant
Ms	BENITEZ	Soledad	Montevideo Office	SC	Programme Assistant
Mr	BERHAU	Felipe	Montevideo Office		Communications consultant
Ms	BERRICHE	Souhir	Dakar Office	ADM	Administrative Officer
Ms	BRITO	Lidia	Harare Office		Former Director of the Montevideo Office
Mr	CARRIZO	Luis	Montevideo Office	SHS	Coordinator
Ms	COSTA PINEIRO	Lucia	Montevideo Office	SHS	Project Assistant
Ms	DIOP	Khadidiatou	Dakar Office	CLT	Consultant
Ms	DIOP	Lena Marianne	Dakar Office	ADM	Librarian
Mr	FERNANDEZ POLUCH	Ernesto	Montevideo Office		Director
Mr	GUEYE	Babacar	Dakar Office	ADM	IT specialist
Ms	KAGA	Yoshie	Dakar Office	ED	Programme Specialist
Mr	KENMOE	Michel	Dakar Office	CI	Programme Specialist
Ms	LAMM	Eleonora	Montevideo Office	SHS	Consultant
Ms	LAWSEN	Nwehla Laymond	Dakar Office	SC	Programme Assistant
Mr	MADUEKWE	Anthony	Dakar Office	SC	Programme Specialist
Mr	MAR	Modou	Dakar Office	ED	Project Assistant
Ms	Maria GONZALEZ	Rosa	Montevideo Office	CI	Regional Advisor
Ms	MARTINEZ	Dilcia	Montevideo Office		Finance & Administration Officer

Gender	Surname	First name	Field Office	Sector	Title
Mr	MASSARENTI	Joshua	Dakar Office	**CI**	Project coordinator
Ms	MAY	Zelmira	Montevideo Office	**ED**	National Programme Specialist
Ms	MBAYE	Mbene	Dakar Office	**SC**	Programme assistant
Ms	MBAYE	Alimatou	Dakar Office	**CLT**	Programme assistant
Mr	MORALES	Andres	Montevideo Office	**SHS**	Regional Specialist
Mr	NGUMA	Tabue	Dakar Office	**SHS**	Programme Specialist
Ms	NIBONA	Adele	Dakar Office	**CLT**	Programme Specialist
Mr	ODIDO	Mika	Nairobi Office	**IOC**	IOC Coordinator for Africa
Mr	OUATTARA	Youssouf	Dakar Office	**ED**	Principal Project Officer
Mr	PIEUME	Olivier	Dakar Office	**ED**	Programme Specialist
Ms	RUIZ	Ana	Dakar Office	**CLT**	Consultant
Mr	RUSCELLI	Davide	Dakar Office	**ED**	Project Officer
Ms	SAGNA	Mariama	Dakar Office	**ED**	Programme Coordinator
Mr	SALL	Tidiane	Dakar Office	**ED**	Project Officer
Mr	SANGA	Dimitri	Dakar Office		Director
Ms	SCHMITZ	Marie	Dakar Office	**CLT**	Project assistant
Ms	SCHNEIDER	Lucie	Dakar Office	**CLT**	Consultant
Mr	SOMDA	Theodore	Dakar Office	**ADM**	Communications Officer
Ms	TCHANQUE	Ornella	Dakar Office	**SC**	Research assistant
Ms	YU	Jinsun	Dakar Office		Project Coordinator and M&E specialist

Member States

Gender	Surname	First name	Unit	Title	Country
Ms	DIALLO	Khadidiatou	Ministry of Culture and Communication, Directorate of Arts	Programme Officer	Senegal
Ms	DIOP	Penda	Secretariat of the Organising Committee of the 9th World Water Forum	M&E Officer of the Committee; expert in water management	Senegal
Mr	FIGUEREDO	Marcello	Ministry of Education and Culture, National Commission for UNESCO	Secretary General	Uruguay
H.E. Mr	MBA MOKUY	Agapito	Permanent Delegation	Former Chair of the UNESCO Executive Board	Equatorial Guinea
Mr	NDOYE	Abdalah Faiz	Ministry of Education, Division of pedagogical skills	Chief of Division & Inspector	Senegal

Gender	Surname	First name	Unit	Title	Country
H.E. Mr	OIKE	Atsuyiki	Permanent Delegation	Permanent Delegate & Former Chair of the Finance and Administrative Commission of the UNESCO Executive Board	Japan
Ms	PERETTI	Ariela	Unit for Federal Integration and International Cooperation, Secretariat of Cultural Development, Ministry of Culture	National Director	Argentina
Ms	RIBEIRO	Ana	Ministry of Education and Culture, National Commission for UNESCO	Vice-Minister & President of the National Commission	Uruguay
Mr	SENE	Abdoulaye	Ministry of Animal Husbandry and Animal Products of Senegal, Organising Committee of the 9th World Water Forum	President of the Committee	Senegal

Partners

Gender	Surname	First name	Unit	Title	Country
Civil Society Organisations					
Mr	BATTO	Agustin	EidosGlobal	Founder & CEO	Uruguay
Mr	BRAUDE	Hernán	PolicytLab	Consultant	Argentina
Mr	CACERES	Fernando	Iberoamerican Sports Council	Honorary President	Uruguay
Mr	DIENG	Talla	Union des Radios Communautaires (union of community radios)	President	Senegal
Mr	EDEM	Limale	Centre for Oceanographic Research in Dakar Thiaroye (CRODT)		Senegal
Ms	FRASCHINI	Victoria	Socialab	Executive Director	Uruguay
Mr	GOMEZ	Gustavo	OBSERVACOM	Director	Uruguay
Ms	GUARIGLIO	Mónica	Universidad Nacional de Avellaneda, UNESCO Chair	Director	Argentina
Mr	GUEI	Cyrille	EducommunikAfrica	President	Senegal
Ms	GULIAK	Fernanda	ReachingU	Executive Director	Uruguay
Ms	LIJAVETZKY	Ariela	Ashoka	Youth Years Coordinator	Argentina
Ms	LOUM	Codou	Reseau International des Femmes (International network of women), URAC	President	Senegal
Ms	PICUN	Olga	Universidad de la República de Uruguay, Department of investigative methodology, School of Information and Communication,	Associate Professor	Uruguay
Mr	PIZZICHILLO	Victor	National Administration for Public Education (ANEP-CFE), Council for Educational Training	President	Uruguay
Ms	POMBO	Karina	Ministry of Science, Technology and Innovation, National Directorate for the promotion of scientific policy	Director	Argentina
Mr	RIVA	Andrés	National Administration for Public Education (ANEP)	Former Director for International Cooperation	Uruguay
Ms	SALL	Fatimatou	Association of Young Professionals for Water and Sanitation in Senegal	President & member of the scientific antenna	Senegal

Gender	Surname	First name	Unit	Title	Country
Ms	SAN MARTIN	Patricia	National Scientific and Technical Research Council (CONICET)	Principal Investigator	Argentina
Mr	SARR	Samba Corr	National Committee for Ethics in Health Research	Member	Senegal
Mr	SECK	Medoune	Famedev - Reseau inter africain des femmes, media, genre et developpement (Inter-African network for women, media, gender and development)	Programme Director	Senegal
Mr	THIAM	Ndiaga	Centre for Oceanographic Research in Dakar Thiaroye (CRODT)	Director	Senegal
Ms	ZEIFER	Barbara	Diversity Lab, Latin American Jewish Congress	Head of Communication	Argentina
Ms	ZOMMER	Laura	Chequeado	Director	Argentina
Sister UN organisations					
Mr	BADIEL	Ali Drissa	International Telecommunication Union	Regional Representative	Senegal
Mr	COULIBALY	Siaka	United Nations System	Resident Coordinator	Senegal
Mr	DE ARMAS	Gustavo	UN Resident Coordinator's Office	Strategic Planning Officer	Uruguay
Ms	ISAZA	Olga	UNICEF	Deputy Representative & Coordinator for Programmes in Argentina	Argentina
Ms	NAHIMANA	Annick	UNHCR	Associate Protection Officer	Senegal
Mr	NIYIKORA	Emmanuel	International Telecommunications Union	Programme Specialist	Senegal
Ms	STEINMBERG	Cora	UNICEF	Education Specialist	Argentina
Private Sector					
Mr	CELLA	Jorge	Microsoft, Unit for Philanthropy in Latin America and the Caribbean	Director	Argentina

Beneficiaries

Gender	Surname	First name	Unit	Title	Country
Mr	BARROW	Kawsu	Ministry of Agriculture	M&E Officer	Gambia
Ms	DANFAKHA	Fanta Founé	Ministry of Education	IT correspondent/ trainer	Senegal
Mr	GUEYE	Mendicou	Ministry of Armed Forces, Directorate of Archives and Historical Heritage	Director & Conservator of cultural heritage	Senegal
Mr	GUEYE	Fallou	Seydina Limamou Laye High School in Dakar	Electronics teacher	Senegal
Mr	KANE	Ibrahima	Senegalese high school	Science teacher	Senegal
Mr	MBAYE	Mandaw	Seydina Limamou Laye High School in Dakar	Deputy Headmaster	Senegal

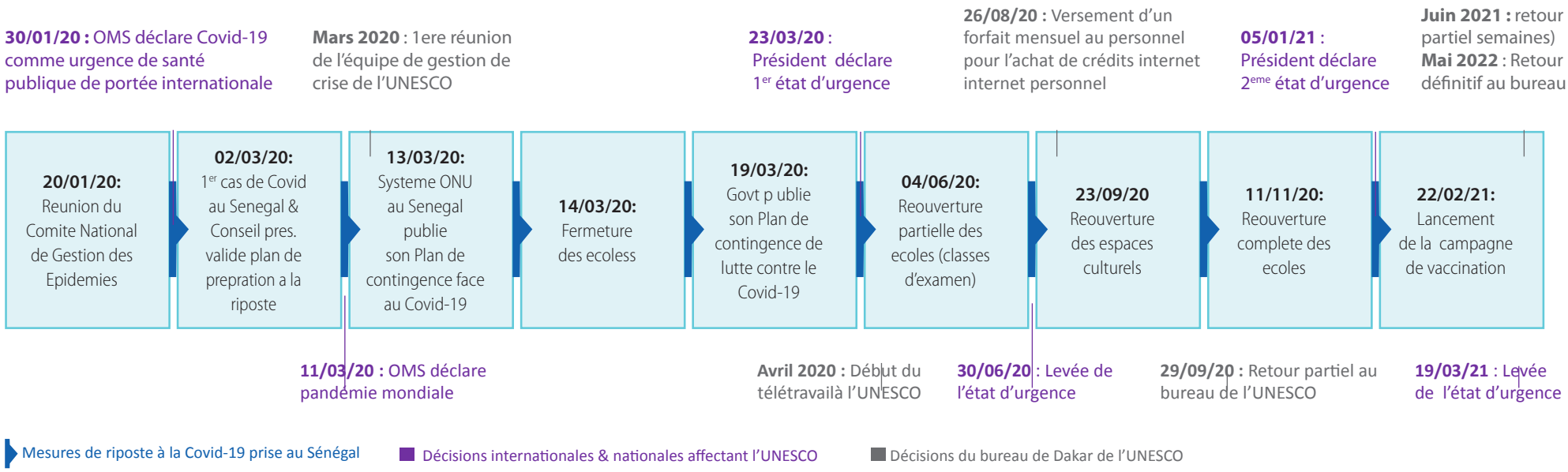
Annex D. Dakar field mission report (in French)

I. Impact de la pandémie sur le Sénégal et le Bureau Régional de l'UNESCO de Dakar

1. Le premier cas de Covid-19 au Sénégal a été détecté le 2 mars 2020. S'en est suivi une propagation du virus qui a causé à ce jour la mort de presque 2 000 personnes et plus de 86 000 cas d'infection confirmés.[118] Bien avant le premier cas déclaré en janvier 2020, et au regard de l'expérience du pays avec le virus Ebola, le Sénégal a mis en place son Comité National de Gestion des Épidémies, chapeauté par le Conseil Présidentiel de Gestion des Epidémies et chargé de suivre l'évolution de la propagation du virus, de superviser l'exécution des activités de réponse et prévention et d'organiser l'évaluation de cette réponse. Ce comité participatif se réunit de manière hebdomadaire, notamment avec les acteurs de la société civile et les partenaires techniques et financiers[119], dont l'UNESCO.

2. Dès mars 2020, le Sénégal a développé un plan de riposte et pris des mesures visant à contenir la propagation du virus, telle que la fermeture des frontières, les restrictions des transports, l'interdiction des manifestations publiques, la fermeture des structures scolaires et universitaires, l'obligation d'éloignement physique et de télétravail. Ces mesures ont eu des répercussions socio-économiques négatives, en particulier sur les groupes vulnérables et marginalisés et le secteur informel qui représente 42% du PIB et occupe 93% des femmes (hors agriculture).[120]

Figure 10: Chronologie des évènements majeurs liés à la pandémie de Covid-19 au Sénégal entre 2020 et 2022



118 Tableau de Bord de l'OMS pour le Sénégal sur l'évolution de la pandémie liée à la covid-19 (https://covid19.who.int/region/afro/country/sn)

119 Ministère de la Santé et de l'Action Sociale Sénégalais. (2020). *Plan de contingence multisectoriel de lutte contre le COVID-19.* Dakar, Sénégal : République du Sénégal.

120 Système des Nations Unies au Sénégal. (2020). *Plan de Préparation et de Réponse au covid-19 du Système des Nations Unies.* Dakar, Sénégal : UN.

3. Le secteur de la culture en a ainsi grandement pâti, malgré le versement de 5,5 Milliards de Francs CFA d'aides aux artistes par le ministère de la Culture[121]. La crise a également fragilisé les médias en les privant de leurs sources de revenus, accentuant la précarité des structures les moins établies[122]. Avec la fermeture complète des écoles pendant 12 semaines et partielle pendant 10 semaines entre mars et novembre[123], les enfants et jeunes scolarisés ont souffert d'une discontinuité pédagogique, avec le risque de décrochage scolaire et de non-retour à l'école pour les plus vulnérables.
4. Les activités et le fonctionnement du Bureau de l'UNESCO à Dakar ont été fortement impactés par les mesures de prévention sanitaires mises en place par le gouvernement pour lutter contre la propagation du virus. Du jour au lendemain, le personnel a été confiné à domicile et toute activité prévue en présentiel impossible de mener à bien. A ce moment, la majorité du personnel n'avait pas la capacité de télétravailler.

II. Liste des réponses programmatiques du BReDa à la pandémie de la Covid-19 abordées pendant les entretiens

5. Dans le cadre de la mission, nous avons interrogés 45 parties prenantes, dont des membres du personnel de l'UNESCO à Dakar, des partenaires de mise en œuvre, des représentants du gouvernement sénégalais et des bénéficiaires des projets (cf. Annexe 2). Dans le cadre de ces entretiens et d'une analyse documentaire des activités du bureau de Dakar en 2020-21, nous avons abordé la mise en œuvre de 17 projets. Ils se déclinent en quatre grandes catégories :
   (i) **La création et/ou la mise à disposition de ressources visant à lutter contre les effets de la pandémie** (par exemple, un guide pratique pour les journalistes ou encore la distribution de tablettes et de contenus pédagogiques à 1,000 étudiants sénégalais dans le cadre du projet UNMPTF pour assurer la continuité pédagogique malgré la fermeture des écoles) ;
   (ii) **Les formations** délivrées par l'UNESCO en vue de renforcer les capacités de spécialistes à mitiger les effets de la pandémie dans les domaines relevant de son mandat. Certaines formations ont été poursuivies dans le cadre d'une action préexistante (ex. le programme de lutte contre le trafic illicite des biens culturels) tandis que d'autres ont été élaborés spécifiquement en réponse à la pandémie afin de conférer aux professionnels les moyens et outils nécessaires pour répondre à la pandémie – (ex. le projet ImaginEcole visait à renforcer les capacités numériques des enseignants afin qu'ils puissent produire et délivrer leurs cours à distance. Plusieurs projets portés par CI ont contribué à l'amélioration des capacités en "fact-checking" des journalistes.) ;
   (iii) **Les campagnes de sensibilisation** auprès de la population, et plus particulièrement la jeunesse, concernant les dangers de la pandémie et la nécessite d'adopter les gestes barrières. (Ex. campagne théâtrale "Covid-19 et ses alliés à la barre", campagne favorisant la solidarité intergénérationnelle, accompagnement dans la production et diffusion de messages de prévention sur les radios communautaires dans les langues locales)
   (iv) **La co-création de solutions** aux méfaits socio-économiques de la pandémie de Covid-19. Ainsi la série de webinaire "Laboratoires de la Covid", les discussions multi-acteurs sur les aspects éthiques de la Covid-19 et la publication d'un rapport sur ses effets socio-économiques visaient à encourager une réflexion autour des conséquences sur le long terme de la pandémie sur la société.
6. Un bref résumé de chacun des 17 projets analysés dans le cadre de cette mission est disponible à l'Annexe 1. Cette liste n'a pas vocation à être exhaustive et ne reflète qu'une partie des activités entreprises par le Bureau de Dakar de l'UNESCO pour riposter à la crise Covid. Celles-ci s'inscrivaient dans la stratégie de riposte du gouvernement sénégalais, poursuivant notamment les trois derniers objectifs : (1) renforcer les mesures de prévention et de contrôle de l'infection dans les structures sanitaires et la communauté ; (2) intensifier la communication sur les risques de l'infection liée à la COVID-19 et la participation communautaire aux mesures de riposte ; (3) assurer la coordination des interventions de riposte à l'épidémie de COVID-19 ; tout ceci dans l'optique de garantir que « la communication sur les risques et l'engagement communautaire sont mises en œuvre pour prévenir, stopper et endiguer l'épidémie ».[124]

121 Présidence de la République du Sénégal (2021). *Rapport public du Comité de suivi de la mise en œuvre des opérations du fonds de riposte et de solidarité contre les effets de la Covid-19 (Force Covid-19)*. Dakar, Sénégal: gouvernement Sénégalais. p130-32 et p272. (http://www.finances.gouv.sn/wp-content/uploads/2021/09/Rapport-final-des-activit%C3%A9s-du-Comit%C3%A9-de-suivi.pdf)

122 Media Foundation for West Africa. (2020). *Les Médias et la Covid-19 en Afrique de l'Ouest – Cas du Senegal.* Dakar, Senegal: Media Fondation for West Africa. (https://www.mfwa.org/wp-content/uploads/2020/07/Media-and-COVID-19-in-Senegal-design.pdf) et entretiens avec partenaires externes.

123 Tableau de Bord de l'UNESCO pour le Sénégal sur le suivi de la fermeture des écoles liée à la pandémie de la Covid-19 (https://covid19.uis.unesco.org/global-monitoring-school-closures-covid19/country-dashboard/)

124 Ministère de la Santé et de l'Action Sociale Sénégalais. (2020). *Plan de contingence multisectoriel de lutte contre le COVID-19.* p19 : Dakar, Sénégal: République du Sénégal.

III. Réponse institutionnelle

7. Dès l'apparition du premier cas de Covid-19 sur le territoire sénégalais en mars 2020, l'UNESCO a mis en place une **équipe de gestion de crise** (*crisis management team* ou CMT) chargée d'assurer la sécurité du personnel de l'UNESCO et la continuité de la mise en œuvre des activités de l'UNESCO dans la sous-région. Le CMT de l'UNESCO était composé du Directeur, du chef de l'administration et des finances (AO), du chef du service informatique, du chargé des ressources humaines, du président de l'Amicale du personnel et du chef d'un des secteurs programmatiques.[125] Ces personnes comptent parmi le personnel essentiel – qui sont 20 au total – du fait du caractère stratégique de leurs fonctions qui permettent de coordonner l'activité programmatique, maintenir la capacité opérationnelle du bureau (logistique, communication, la finance, l'informatique) et garantir la sécurité du personnel et des locaux.
8. Le CMT a adopté un plan de contingence[126] prévoyant quatre scenarii de réaction du bureau selon l'évolution de la pandémie au Sénégal. Entre 2020 et 2021, les 4 phases ont été déclenchées. Au plus fort de la pandémie, seul le personnel essentiel se rendait dans les locaux de l'UNESCO (phase 0), le reste devant télétravailler. Graduellement, les mesures se sont assouplies, avec d'abord une présence partielle au bureau sur base de rotation du personnel avant un retour définitif du personnel en mai 2022 (phase 3). Le plan de contingence régulait les modalités de télétravail et regroupait les protocoles sanitaires à suivre en cas de contamination au Covid-19 et les formations à délivrer.
9. Le CMT de l'UNESCO se réunissait chaque mercredi pour adapter sa riposte en fonction de l'évolution de la pandémie, en coordination avec le Siège de l'UNESCO et l'équipe de crise du Système des Nations Unies au Sénégal (CMT SNU Sénégal), dans lequel siégeait également le Directeur du bureau de l'UNESCO. Les décisions qui y étaient prises étaient validées par l'équipe de direction (i.e. *Senior Management Team* ou SMT[127]) le vendredi suivant, avant d'être communiqué par mail à tout le personnel du bureau.
10. Au début de la crise, hormis le personnel essentiel, tel que défini dans le plan de contingence, les membres du personnel devaient travailler depuis chez eux. Or, en mars 2020, seuls 30% du personnel à Dakar détenait un ordinateur portable professionnel. Le bureau a rapidement débloqué des fonds pour s'approvisionner en matériel informatique et en l'espace de 30 jours, 80% du personnel étaient équipés. En avril, un mécanisme de prise de rendez-vous auprès du service informatique a été mis en place. Chaque membre du personnel se rendait exceptionnellement au bureau pour paramétrer leurs ordinateurs et ainsi accéder aux plateformes internes (Teams, OneDrive) et limiter les risques de cyberattaques (installation d'un VPN). Plusieurs ayant des problèmes de connectivité chez eux, à compter d'août 2020, l'UNESCO leur a distribué un forfait mensuel pour financer l'achat de crédits internet.

IV. Sommaire des informations et perceptions recueillies

11. La mission avait pour but de recueillir la perspective du Bureau de Dakar, de ses partenaires et bénéficiaires sur l'impact de la crise sanitaire sur ses activités dans le pays et la région, sur les réponses apportées ainsi que les leçons apprises de la crise de la Covid-19. Les informations et perceptions recueillies lors de la mission à Dakar alimenteront les conclusions du rapport principal secteur par secteur. Elles sont présentées ici de manière agrégée.

A. Aspects programmatiques

I. La réponse immédiate

12. Pendant la crise sanitaire, le Bureau de Dakar a r,pondu de maniŠre rapide, proactive et progressive aux d,fis engendr,s par les mesures de pr,vention et … leur ,volution. Les représentants du gouvernement et le Système de Nations Unies (SNU) ont perçu l'UNESCO comme une organisation dynamique, qui est force de proposition. Elle a su proposer son aide face à la crise, contribuant de manière active aux initiatives du SNU et à la préparation du cadre de réponse du SNU au Covid-19 au Sénégal (SERP)[128] et à la stratégie du gouvernement sénégalais. En phase avec son pouvoir traditionnel d'instigateur ou de facilitateur de d,bat, le Bureau de Dakar a ,t, … l'initiative d'efforts pour rassembler les sp,cialistes et les d,cideurs afin de comprendre la situation pour

125 A noter, qu'en raison de la structure particulière du Bureau régional de Dakar de l'UNESCO, qui loge également l'antenne de Dakar de l'IIPE, le CMT comptait également 3 membres de l'IIEP, dont le chef de bureau IIPE-UNESCO Dakar.

126 UNESCO, Bureau régional de Dakar. (2021). *Plan de continuité des activités, mis à jour le 18 juin 2021*, Dakar, Sénégal : UNESCO.

127 Le SMT du Bureau de Dakar comprend le Directeur du Bureau régional, mais également les chefs de bureaux des antennes sous le contrôle du bureau régional de Dakar, tels que le bureau de Bamako.

128 Bureau du Résident coordinateur du Système des Nations Unies au Sénégal. (2020). *Cadre des Nations Unies pour la réponse socio-économique immédiate à la Covid-19 : contextualisation au Sénégal*, Dakar, Senegal : UN (https://unsdg.un.org/sites/default/files/2021-01/SEN_Socioeconomic-Response-Plan-FR-2020.pdf)

mieux y r,agir, ainsi qu'… la tˆte d'une initiative multi-partenariale pour assurer la continuit, de l',ducation. La r,ponse programmatique a particuliŠrement vis, ou int,gr, la jeunesse. Les **initiatives correspondaient à des besoins** qui non seulement émanaient directement de la crise mais **s'inscrivent également dans des dynamiques socio-politiques de plus long terme**, accélérées ou exacerbées par la crise et nécessaires au renforcement de la résilience des sociétés (par exemple la numérisation de l'éducation, l'intégration de l'éthique des sciences et de la bioéthique dans les politiques publiques, l'implication des jeunes dans les débats sociétaux et scientifiques, le renforcement des capacités des journalistes pour garantir une presse de qualité).

II. La communication externe en temps de crise

13. Pendant la crise sanitaire, le Bureau de Dakar a utilisé et renforcé son réseau de partenaires traditionnels pour coopérer et communiquer de manière plus large et digitale. La **visibilité sur les réseaux sociaux notamment a été multipliée**, d'une part en raison d'une communication stratégique et « d'une voix »[129] de la part du Bureau et, d'autre part, du fait de l'utilisation accrue des réseaux sociaux liée au confinement. Sur Twitter, le nombre de vues est passé d'approximativement 40.000 à 200.000 entre mars et juillet 2020. Cela a permis de rattraper un certain « retard en la matière »[130], toutefois causant une charge de travail excessive aux 1,5 personnes chargées de la communication au sein du Bureau. Le bureau de Dakar a également innové, publiant des bulletins mensuels sur le travail de l'UNESCO adressés aux Etats, au SNU et d'autres partenaires.

III. La modalité virtuelle

14. Le Bureau de Dakar a pu assurer la continuité des activités prévues et la mise en œuvre d'activités spécifiquement liées à la Covid-19 en **s'appropriant rapidement les modalités virtuelles de travail**. Si le personnel du bureau et les partenaires s'accordent à dire que ces modalités ont constitué une alternative valable (de fait la seule) pour la réflexion immédiate, le partage ou la diffusion d'informations pendant la crise sanitaire, ils s'accordent aussi à dire qu'elle comporte d'importantes **limitations quant à la capacité de rassemblement de l'UNESCO (son 'convening power')**. L'UNESCO est perçue par ses partenaires comme le facilitateur de « la gouvernance par les idées »[131], c'est-à-dire l'élément rassembleur qui permet, à travers la cocréation et la création de réseaux entre multiples acteurs étatiques, académiques et civils, une anticipation et négociation inclusive des thèmes et des recommandations afin d'orienter les politiques publiques. Ces activités demandent une grande **qualité de participation** (présence active et ininterrompue à un très haut niveau) que les formats virtuels – après un certain engouement initial – n'ont pas pu assurer sur le long terme. L'utilisation du **format hybride**, c'est-à-dire, la priorisation du format présentiel tout en permettant la participation d'acteurs qui ne peuvent pas prendre part physiquement, reste **à explorer et améliorer**, car les expériences de format hybride indiquent une participation plutôt inégalitaire en termes d'accès et de qualité.

15. Qui plus est, les activités virtuelles, particulièrement énergivores car elles se déroulent sur un temps long de l'ordre de plusieurs jours, pourraient engendrer une forme de rupture d'égalité entre les participants des ateliers, en favorisant ceux situés dans les zones urbaines, dont la connexion est généralement plus stable, ainsi que les personnes dans une meilleure situation financière. Or, en 2020, seul 1 foyer sur 100 au Senegal avait souscrit à un abonnement haut début fixe et seulement 43% de la population utilisait internet[132]. Autrement dit, l'accès à internet était largement dépendant de l'achat ponctuel de crédits de consommation auprès de compagnie de télécommunication dont les prix restent relativement élevés. En effet, le coût de la connexion internet pour participer à un atelier en ligne de trois jours, organisé par le secteur de la Communication et de l'information a été estimé à 21 500 Francs CFA. Etant donné la situation actuelle du Sénégal, et de nombreux autres pays, **un risque d'exclusion** existe du simple fait du coût important de la participation ou d'une connectivité instable. Ainsi, bien que le recours au numérique offre de grandes opportunités pour parer à l'impossibilité de se rencontrer en personne et atteindre un nombre plus important de personnes, il faudra également veiller à ce qu'il n'aboutisse pas à écarter certaines catégories de la population. Le personnel de l'UNESCO est d'ailleurs conscient de cette difficulté et a repris les formations physiques dès que la situation sanitaire le permettait. Dans la même idée, le secteur de l'Education a également encouragé l'enseignement à distance à travers les plateformes TV et radiophoniques, ainsi que la distribution ciblée d'exercices en format papier pour combler ce manque.

129 Entretien avec membre du BReDa
130 Entretien avec membre du BReDa
131 Entretien avec partenaire
132 ITU DataHub, Données pour le Sénégal en 2020 (https://datahub.itu.int/data/?e=SEN)

IV. L'intersectorialité

16. En temps normal, le Bureau de Dakar est caractérisé par un grand souci d'intersectorialité qui se manifeste aussi bien dans les mécanismes de planification concertée de l'équipe – notamment la *Senior Management* ***Team*** hebdomadaire – que dans la mise en œuvre conjointe de beaucoup d'activités. **Certaines des réponses** discutées lors des entretiens et présentées en section 2 de ce rapport **ont été planifiés et/ou mises en œuvre par deux secteurs ou plus**. Le personnel du Bureau de Dakar est de l'avis que la crise sanitaire a « resserré les liens entre les secteurs »[133] : si la plupart des réponses sont apparemment rattachées à un secteur ou l'autre et si les distances liées au confinement ont mis la collaboration à l'épreuve, leur **planification a relevé d'un effort intersectoriel** (cf. Annexe 1). Cela dit, dans la mise en œuvre des projets, l'intersectorialité n'était pas toujours évidente et les secteurs concernés étaient chacun chargés de la mise en œuvre de leur volet du projet. Les débats globaux sur l'intersectorialité à l'UNESCO bénéficieraient, selon certains membres de l'équipe du Bureau de Dakar, d'une clarification conceptuelle et d'une intégration dans le système d'information et de suivi SISTER.

V. Le suivi et la durabilité des projets

17. Les rapports de suivi indiquent généralement que les activités planifiées ont été réalisées (nombre de personnes formées, de matériel distribué, etc.). Les résultats immédiats, tels que le nombre de participants aux webinaires, de vues sur les campagnes sur les réseaux sociaux ou de participants aux concours organisés, sont également recueillis. Cependant, **l'évaluation de l'efficacité des réponses à la pandémie est rendue difficile par le fait que les résultats de niveau outcome (changements au niveau des bénéficiaires intermédiaires et ultimes) ne sont pas recueillis ou mis en avant systématiquement** dans les rapports. Lors des entretiens, des éléments indiquant des changements notoires dû à des activités du bureau ont été mentionnés, par exemple des financements subséquents basés sur un projet financé par l'UNESCO[134], la budgétisation par le gouvernement de fonds propres pour pérenniser des activités testées avec le soutien de l'UNESCO[135] ou la reprise de recommandations issues de webinaires organisés par l'UNESCO dans les politiques publiques. Le manque de suivi systématique au niveau des changements est une question organisationnelle globale, qui dépasse le Bureau de Dakar ou la réponse de l'UNESCO à la pandémie et qui touche à la complexité des logiques d'intervention de l'UNESCO. Dans le cadre de la présente évaluation, elle constitue un frein à l'apprentissage basé sur les résultats.

18. Certains partenaires ont abordé la question de la pérennité des activités, ou plutôt de leur **pérennisation active**. Comme indiqué plus haut, les réponses du Bureau de Dakar se sont inscrites dans des dynamiques de renforcement de la résilience a moyen voire long terme, au-delà de la crise sanitaire. Cependant, les **réponses apportées ne semblent pas comprendre de stratégie explicite visant à pérenniser les changements impulsés.** Le risque existe que les résultats acquis pendant la crise sanitaire, par exemple l'utilisation des équipements mis à disposition pour l'enseignement à distance, soient discontinués après la fin des activités.

19. Le Bureau de Dakar propose de constituer, à partir des réponses à la crise sanitaire liée à la Covid-19, une **« boîte à outils » avec des initiatives types** pour faire face à de possibles futures crises aux répercussions similaires et afin d'être dans la **capacité immédiate de répondre** aux besoins des gouvernements et populations.

B. Aspects institutionnels

I. Le télétravail

20. L'un des changements les plus marquants induit par la pandémie sur le plan institutionnel est sans doute l'introduction du **télétravail.** Celle-ci s'est d'abord faite dans une certaine précipitation car la Covid-19 a émergé de manière très rapide et les restrictions sont intervenues très rapidement. De manière attendue, un temps de transition plus ou moins long a été nécessaire avant qu'une véritable continuité du travail ne soit assurée. Ce temps variait selon la situation personnelle de chacun (taille du logement, présence d'enfants, qualité du réseau internet dans le quartier, etc.). Ces facteurs ont influé sur le degré de facilité avec lequel la transition s'est faite,

133 Discussion de groupe avec membres du BReDa

134 Partenariats avec la Deutsche Welle Akademie, l'OIF autour des campagnes de sensibilisation.

135 Le gouvernement sénégalais aurait l'intention de créer des laboratoires similaires à ceux crées dans le cadre du projet UNMPTF dans une dizaine d'autres écoles ; ImaginEcole a été intégré au portail de formation du Ministère de l'Education Nationale: PROMET (https://promet.education.sn)

mais le personnel a globalement salué la mise à disposition rapide des ordinateurs et l'accompagnement fourni par le service informatique. Par ailleurs, il s'est rapidement adapté au travail à distance via les plateformes Teams, mais également WhatsApp.

21. Dans l'ensemble, la majorité du personnel interrogé garde une image positive du télétravail et apprécie sa pérennisation dans la nouvelle politique de télétravail de l'organisation[136] (9 personnes sur 10 ont opté pour le télétravail 2 jours par semaine à compter de juillet 2022). Elle leur octroie une plus grande flexibilité dans la gestion de leur temps, permet un gain de temps et beaucoup ont le sentiment d'être plus efficace dans leur travail. Certains vantent également les vertus écologiques du télétravail qui a non seulement réduit les déplacements, mais a aussi incité à l'abandon des procédures papiers au profit de formats digitaux (signature électronique via DocuSign, validations par mail et archivage en ligne). Cette **digitalisation des procédures administratives** a été très appréciée par le personnel qui souhaite que ce procédé soit maintenu.

22. Cette flexibilité s'est néanmoins accompagnée d'**une atténuation de la frontière entre travail et vie personnelle**, au fur et à mesure que les **horaires de travail devenaient flous.** Par conséquent, beaucoup peinaient à dissocier le temps de travail et le temps personnel. En effet, la crise de la Covid-19 a entraîné une hausse significative du nombre de webinaires et réunions en ligne organisés. Ceci a naturellement généré une surcharge de travail et bien qu'on note une amélioration par rapport à 2020, cette problématique perdure encore. Pour contrer cette dérive, déjà notée en 2021 par le bureau des ressources humaines, celui-ci avait rappelé l'importance de respecter les horaires de travail, y compris en télétravail. Le télétravail a créé l'illusion d'une plus grande disponibilité du personnel, mais on les sollicitait davantage pour organiser ou faciliter ces réunions. Or, les effectifs n'ont pas évolué. Sans être dotés de plus de moyens et face à cette demande croissante, il est devenu difficile pour beaucoup de répondre aux impératifs du travail dans le cadre de leurs horaires. Ceci pourrait à long terme affecter le rendement et la qualité des produits, et participe également au problème de suivi évoqué dans la section précédente puisque le personnel a moins le temps pour suivre et analyser l'efficacité des projets.

136 UNESCO-ADM. (2022). Circulaire administrative AC/HR/84 *Présentation de la politique en matière d'aménagement des modalités de travail,* Paris, France : UNESCO (https://manual-part1.unesco.org/fr/ACirculars/ACHR84.pdf)

23. Enfin, le fait de travailler à la maison a engendré un transfert de certains coûts de l'UNESCO vers les employés, notamment l'achat de crédits de consommation pour assurer une connexion internet constante aux horaires de travail. Cinq mois après la mise en place du télétravail, à partir d'août 2020, une compensation financière a été décidée par le CMT de l'UNESCO et versée sous forme **de forfait mensuel** sur les comptes de chaque individu. Cette mensualité a cessé à partir du retour au bureau. Certains membres du personnel ont déploré le versement tardif de ce fond et estimé que le montant versé était insuffisant pour couvrir leurs besoins. Au vu de la pérennisation du télétravail, plusieurs d'entre eux appellent de leurs vœux qu'un tel forfait soit de nouveau mis en place et que son montant soit augmenté afin de subventionner non seulement l'achat des crédits de consommation internet mais également l'ensemble des coûts associés à l'installation d'un véritable bureau dans leur logement personnel (ex. achat d'une imprimante, siège adapté, fournitures, etc.)

I. La gestion financière et administrative

24. La crise a provoqué des changements importants dans la mise en œuvre des programmes, certains ayant été retardés voire interrompus. La **réorientation des fonds** disponibles s'est faite sans encombre pour les fonds provenant du programme régulier. Les ressources extrabudgétaires, qui représentent 90% du budget du bureau de Dakar, ont également pu être réorientées sans grande difficulté. BSP a su négocier le prolongement des projets avec de nombreux bailleurs de fonds qui se sont montrés flexibles et ouverts à de tels adaptations en raison de la crise.

25. Parfois les modalités des activités ont changé, passant d'un atelier physique à un webinaire. Les interactions en ligne étant nettement moins onéreuses et de nombreuses missions ayant été annulées, le bureau de Dakar a pu réaliser quelques économies. Certaines ont été redirigées vers d'autres achats (ex. nouveaux ordinateurs portables et forfaits mensuels pour le personnel). Néanmoins, certains nouveaux types de paiements n'ont pas pu être financés en raison de difficultés administratives. A titre d'exemple, l'achat des crédits de consommation pour les participants aux ateliers en ligne de l'UNESCO a été confié au prestataire chargé de l'organisation de l'atelier, car il était plus simple de lui payer un montant forfaitaire pour l'ensemble des participants plutôt que de payer 21 500 Francs CFA à chacun d'entre eux. Ainsi, lorsque les ateliers étaient directement organisés par l'UNESCO, cette prestation n'était pas proposée.

26. Tous les membres du personnel interrogés ont également fait part de leur frustration quant à la **rigidité des procédures administratives** de l'UNESCO et la centralisation des décisions administratives au niveau du Siège. Aucune dérogation ou procédure accélérée n'a été instaurée pendant la crise Covid pour accélérer la mise en œuvre de projets. Or, le Sénégal, comme tous les Etats membres, avait besoin d'un soutien immédiat et très rapide. Ce manque de flexibilité a pu créer des longueurs administratives et par moment retarder la mise en œuvre des projets. Par exemple, les procédures de passation de marché n'ont pas été allégées pendant la crise. Ainsi, l'achat des tablettes dans le cadre du projet UNMPTF a été en partie retardée car le contrat était soumis à une validation a priori du Comité des contrats au Siège. Ce retard, s'ajoutant aux difficultés d'approvisionnement dues à la fermeture des frontières, les tablettes ont été livrées tardivement en fin d'année scolaire et distribuées qu'à la rentrée suivante. Envisager des mécanismes d'urgence et une délégation d'autorité plus importante vers les AO hors Siège pourraient permettre une réaction accélérée de l'UNESCO en cas de crise.

II. La communication interne en temps de crise

27. Le plan de contingence et le modèle de communication adopté par le bureau de Dakar lors de la gestion de cette crise ont été jugé efficaces et transparents par les membres du personnel, qui se sont sentis informés des décisions importantes. Le bureau, en coopération avec le SNU au Sénégal, a également assuré l'achat de matériels sanitaires (masques, thermomètres, tests rapides), la distribution des vaccins et la mise à disposition d'une aide psychologique. Le SNU a également signé un contrat avec SOS Médecins et un accord avec un hôpital privé pour prendre en charge le personnel malade. L'ensemble de ces démarches a été apprécié par le personnel. La direction du bureau s'est montrée prudente sur le plan sanitaire, de telle sorte que l'UNESCO aurait été l'une des agences onusiennes à Dakar à avoir déclenché le plus tardivement la procédure de retour progressive au bureau.

28. La crise Covid a permis **une communication plus fluide au sein des équipes** grâce aux outils informatiques (WhatsApp, Teams). L'isolement physique des gens a également permis une plus forte participation dans des initiatives de collaboration préexistantes : contribution à un bulletin de communication interne mettant en lumière certains projets phares ; organisation plus fréquente de réunions rassemblant l'ensemble du personnel de l'UNESCO et les activités de partage comme le « troc de connaissances ».

29. Cette fluidité ne s'est néanmoins pas traduite dans la communication avec le Siège. Le personnel du bureau de Dakar regrette une **communication unidimensionnelle :** le bureau fournissait beaucoup d'informations aux différents Secteurs au Siège, mais avait le sentiment de recevoir peu d'information en retour. Sur le plan administratif, la gestion de la crise a été rendu difficile par un manque de communication entre le Siège et Dakar ; les décisions adoptées à Paris n'étant pas toujours adaptées au contexte hors Siège et aux difficultés propres à la région. Une plus grande délégation d'autorité envers les bureaux hors Siège permettrait de mieux adapter les décisions au contexte local et de s'aligner avec la riposte des Nations Unies sur le terrain. (Par exemple, concernant le télétravail ou le retour au bureau). De même certains estiment que la création d'un comité de gestion crise au niveau du Siège, comme il a pu y en avoir par le passé au sein du Cabinet, aurait contribué à faciliter cette communication. Pour cela, il faudrait assurer une représentation équilibrée entre les représentants du Siège et du terrain au sein de ce comité, qui serait idéalement coordonné par le Cabinet ou ADM et PAX.

Liste de projets du bureau de Dakar abordés au cours de cette mission d'évaluation

Réponse	Secteur	Date	Description
Mise à disposition de ressources			
Publication du rapport « Incidences Socio-Economiques et Culturelles du Covid-19 sur l'Afrique - Réponses de l'UNESCO »	**Multi-sectoriel**	Mars 2020	Le Bureau de Dakar a coordonné la rédaction et publié ce rapport, qui vise à positionner stratégiquement et de manière globale l'UNESCO dans sa contribution multidimensionnelle dans une Afrique post-COVID. Le rapport est structuré par secteur. Sa diffusion et son utilisation ne sont pas connues.
Projet : « Assurer la continuité pédagogique pour les enfants et jeunes au Sénégal », financé par le MPTF	**ED**	Mars-Déc. 2020	Le bureau de Dakar a été à l'origine de la proposition et a mené le projet « Assurer la continuité pédagogique pour les enfants et jeunes les plus vulnérables au Sénégal », financé par le Fond Multipartenaire pour la Réponse à la Covid à hauteur de 1 million de dollars. UNICEF, HCR et IUT se sont joint au projet et ont contribué à son exécution. Le but du projet était d'adresser l'impact de la fermeture des institutions éducatives et d'assurer le droit à l'éducation de tous les enfants du Sénégal en déployant des méthodes d'apprentissage à distance.[137] A travers ses activités au sein de ce projet, l'UNESCO a permis la formation de 200 enseignants à la techno-pédagogie, la distribution de 107 ordinateurs à des enseignants et de 1000 tablettes accompagnées de crédits internet à des jeunes dans le cursus technique et des jeunes filles dans le secondaire. De plus, trois établissements scolaires ont bénéficié de la mise en place d'un laboratoire virtuel avec équipements multimédias et licence de programme de simulation. Ces activités ont été réalisées en 2021.[138]
Production d'un guide pratique pour les médias en période d'épidémie	**CI**	Avril 2021	Production et distribution de 250 exemplaires d'un petit manuel intitulé '*Guide pratique pour les médias en période d'épidémie – Contrer la désinformation et assurer la sécurité des journalistes en Afrique de l'Ouest*' qui vise à donner aux journalistes les outils pratiques pour permettre une meilleure couverture des crises sanitaires et autres, mais également les recommandations pratiques pour assurer leur propre sécurité sanitaire dans le cadre de l'exercice de leurs fonctions. Ce guide a été distribué aux représentants de différents types de media (presse écrite, radio, presse en ligne, etc.)
Formations			
Programme sur le trafic illicite des biens culturels : "Lutte contre le trafic illicite des biens culturels en Afrique : renforcement des réseaux opérationnels"	**CLT**	Juin 2020	Formation en ligne sur les méthodes de lutte contre le Traffic illicite des biens culturels, organise en partenariat avec l'Organisation mondiale des douaniers et INTERPOL, destines aux conservateurs de musées, aux militaires, aux policiers et aux douaniers dans la région de l'Afrique de l'Ouest. 48 professionnels ont été formes dans le cadre de cette formation en ligne.

137 UN Resident Coordinator in Senegal. (2020). *Project document: Ensuring continuity of learning for the most vulnerable children and youth in Senegal.* Dakar, Senegal: UN.
138 UN MPTF. (2021). *Annual Final Report Template MPTF Senegal. 28.05.2021.* Dakar, Senegal : internal document.

Réponse	Secteur	Date	Description
Formation des radios communautaires sénégalaises sur le fact-checking	CI	Nov. 2020	97 journalistes radios sénégalais (dont 47 femmes), identifiés par l'Union des Radios Communautaires (URAC), formés lors d'ateliers physiques dans 5 régions du Senegal sur les compétences nécessaires en matière de fact-checking.
Projet « Imaginecole »	ED	Depuis Déc. 2020	Dans le contexte de la mobilisation de la Coalition Mondiale pour l'Education menée par l'UNESCO en riposte à la Covid-19, le Bureau de Dakar a lancé une plate-forme d'apprentissage sous-régionale (lancée officiellement en mars 2021) et 10 plateformes nationales dans des pays d'Afrique de l'Ouest et Centrale, en vue de s'intégrer dans les efforts nationaux. La plateforme est disponible au Sénégal depuis décembre 2020. Le but est d'« assurer la continuité pédagogique, de mutualiser les ressources éducatives et de renforcer les capacités des acteurs impliqués dans l'éducation à distance » en mettant à la disposition des élèves des ressources éducatives numériques et en incitant, par voie de formation en cascade et de concours (CREATHON, Mars 2022), les enseignants à développer des contenus numériques. A moyen terme, ce dispositif vise à renforcer la résilience des systèmes éducatifs face à de possibles futures crises.
Soutenir la production et la diffusion de contenus en langues locales pour une information de qualité sur la Covid-19	CI	2020-21	L'UNESCO et l'URAC ont appuyé et accompagné les journalistes locaux de 114 radios communautaires dans la production et diffusion de 218 émissions radios pour lutter contre la désinformation liée à la pandémie de Covid-19. Les journalistes radios, à leur propre initiative, préparaient des émissions courtes pour communiquer sur les méfaits de la désinformation aux populations locales en recourant à diverses techniques (ex. entretien avec un représentant de la communauté influent – un religieux, un sportif, le maire, etc. ; théâtre de radio ; déconstruction de rumeurs circulant sur les réseaux sociaux, etc.)
Renforcement des capacités des plateformes nationales dans le fact-checking	CI	Mars- Avril 2021	Lors de 3 ateliers distincts au Niger, Benin et en Guinée, 90 journalistes issus de différents médias (communautaires, privés, publics), formés par Famedev et Code for Africa sur les méthodes et techniques de vérification des informations et ils étaient incites à communiquer les bonnes informations relatives à la pandémie auprès de leur public. Un atelier régional a été organisé en avril 2021 permettant la création d'un réseau de journalistes en fact-checking pour l'Afrique de l'Ouest.
Sensibilisation aux effets de la Covid-19			
Webinaire sur le traitement de l'information crédible et la démystification de la désinformation sur la Covid-19	CI	Avril 2020	100 journalistes venant de 8 pays d'Afrique de l'Ouest (dont 49% de femmes) formés sur l'importance du fact-checking.
Webinaire sur les mobilités et les migrations pendant et après la COVID-19	SHS, CI	Juin 2020	Le Bureau de Dakar a facilité un webinaire dans le but de discuter la situation particulièrement vulnérable et la stigmatisation des migrants en temps de crise sanitaire et de réfléchir à des mesures étatiques pour y remédier.
Campagne sur la solidarité intergénérationnelle	SHS	Mai-août 2020	Cette campagne régionale, menée par une OSC sur les réseaux sociaux et à travers des webinaires, visait à mettre en valeur les contributions des jeunes et à inciter d'autres jeunes à s'engager dans des actions de protection des personnes âgées face à la COVID-19 dans leurs communautés respectives.
Projet #CoronavirusFacts – Addressing the disinfodemic on Covid-19 in conflict-prone environments (Burkina Faso)	CI	Oct. - Déc. 2020	En coopération avec EducommunikAfrica, association pour la jeunesse burkinabè, organisation d'un panel de discussion en ligne sur la désinformation avec des experts de fact-checking et 70 jeunes d'Ouagadougou. Plusieurs vidéos de support lie à cet évènement ont été diffusés en direct sur les réseaux sociaux, suscitant des discussions importantes et générant de nouvelles idées pour de futurs évènements.

Réponse	Secteur	Date	Description
Assurer la mobilisation des jeunes en préparation du Forum Mondial de l'Eau par webinaires	**SC**	Mars 2021	Le Forum Mondial de l'Eau, prévu en 2021 a eu lieu en mars 2021. Le Bureau de Dakar a été largement impliqué dans son organisation, notamment dans la mobilisation des jeunes en préparation du forum. Les activités de préparation ne pouvant avoir lieu en présentiel comme prévu, le Bureau de Dakar a facilité leur mise en œuvre virtuelle. Deux webinaires ont eu lieu : un échange entre jeunes au niveau continental et un échange au niveau national entre les jeunes professionnels de l'eau et de l'assainissement et le secrétariat du FME.
Campagne de sensibilisation à travers la pièce de théâtre "Covid-19 et ses alliés à la barre"	**CLT**	Août 2021	Cette campagne a été organisée dans le cadre de la campagne #ArtsAgainstCovid19, un partenariat ECOWAS-UNESCO favorisant une réponse culturelle commune a la Covid-19 a travers des campagnes de sensibilisation portées par des artistes dans les pays du Sahel. L'objectif était de mobiliser les artistes de la région de l'Afrique de l'Ouest pour sensibiliser les populations locales à adopter les comportements adéquats pour lutter contre la diffusion de la Covid-19 (ex. adoption des gestes barrières). Au Senegal, une troupe de théâtre du Centre culturel de Louga a interprété des pièces de théâtre courtes autour de cette thématique dans 4 zones défavorisées de la banlieue de Dakar. Les vidéos de ces représentations ont ensuite été diffusés sur les réseaux sociaux.
Plaidoirie			
Webinaire : « Labos de la Covid »	**SHS & CI**	Juin 2020	L'objectif des « Labos de la Covid » était de « poursuivre et d'approfondir la réflexion africaine, pluridisciplinaire et prospective sur l'impact de la crise multidimensionnelle de la COVID-19 et actions à prendre en vue de mieux asseoir les politiques et les pratiques publiques sur l'évidence scientifique ».[139] Le 16 Juin 2020, le Bureau de Dakar a facilité une table ronde régionale virtuelle afin de mobiliser les intellectuels-les de l'Afrique de l'Ouest et du Centre dans la réflexion pluridisciplinaire sur l'impact de la crise sanitaire et les actions à prendre pour asseoir les politiques publiques sur l'évidence scientifique. Le 2 juillet 2020, un webinaire sur l'« Histoire générale de l'Afrique : Quel rôle l'histoire de l'Afrique peut-elle jouer pour répondre aux conséquences sociales et humaines de la pandémie du COVID-19 sur le continent ? » a été organisé.
La Voix des Résilientes – Campagne #WeAreYennenga	**CLT & SHS**	Août 2020	Campagne digitale d'un mois portée par 10 femmes artistes sénégalaises et maliennes, dont l'objectif était de mettre en avant le travail des femmes artistes, encourager un dialogue autour du rôle des femmes artistes et les difficultés auxquelles elles étaient confrontées dans le contexte de la pandémie, mais également en dehors de ce contexte de crise.
Contribution au CNGE : Discussions sur les aspects éthiques de la Covid-19	**SHS**	2020-2021	Dans le cadre du CNGE du Sénégal, l'UNESCO a facilité des discussions en ligne, notamment sur les aspects éthiques de l'intelligence artificielle pendant la Covid-19 ou de la priorisation de la vaccination, en vue d'asseoir les décisions politiques sur ces échanges préalables. Le Bureau de Dakar a également encouragé l'accélération du processus de création d'un comité national de bioéthique et d'éthique des sciences au Sénégal.

139 UNESCO Bureau de Dakar. (2020). Termes de Référence : *Webinaire Inter-régional. Mobiliser les intellectuelles de l'Afrique de l'Ouest et du Centre pour penser l'Afrique dans le Temps de la Pandémie, Panser la Covid-19 et ses Conséquences sur le Continent, Imaginer l'Afrique dans le Monde Post-Covid.* Dakar, Sénégal: UNESCO.

Annex E. Montevideo field mission report

I. Impact of the pandemic on Uruguay and the UNESCO Regional Office in Montevideo

30. The first case of Covid-19 in Uruguay was detected on March 13, 2020. This was followed by a spread of the virus and the death of 7,495 people and more than 986,000 confirmed cases of infection to date.[140] On that same day, the state of sanitary emergency was declared and public events and other potential crowding spaces such as schools, restaurants, shopping centres and churches were shut down. Borders were also closed, and traveling was restricted. These restrictions, however, did not include a full lockdown as seen in other countries. Instead, the president urged the population to stay home when possible. The quick action allowed the government to gain time and prepare testing, tracing, and isolation structures, along with the reinforcement of hospital infrastructure. The combination of these measures is identified as the enabler of a successful control of the first outbreaks of the virus until November 2020.[141]

31. An Honorary Scientific Advisory Group (GACH) was formed to provide scientifically based advice to the government and to formulate the first National Contingency Plan and establish constant and transparent public communication. Although smaller in comparison with other countries in the region, the impacts of the health crisis were felt during 2020, especially among informal workers, vulnerable populations, and women. Unemployment and poverty rates increased[142], as well as gender-based violence[143] and, thousands of people used unemployment insurance *("seguro de paro")*.[144]. During 2020, it is estimated that between 60,000 and 70,000 jobs were lost, in addition to 400,000 informal workers who did not have protection systems in place and were hard hit by the crisis. Uruguay was the first country in Latin America to reopen its schools, starting in April with the rural schools having the lowest enrolment. By the end of June, face-to-face classes had resumed in all the country's schools.

32. The activities and operations of the UNESCO Office in Montevideo were transformed in their nature due to the preventive health measures put in place by the government to combat the spread of the virus. On the 13th of March, the Uruguayan government announced the closure of public offices and appealed for the population to say at home. On the 17th of March, the office had already resumed their activities in teleworking modality. The rapid adaptation was attributed by staff to a business contingency plan previously elaborated and discussions that took place upon the return of a few employees from a training in UNESCO HQ in Paris, in which they had the chance to follow closely the first developments of the pandemic in Europe.

II. Montevideo Office's programmatic responses to the Covid-19 pandemic discussed during the interviews

33. The evaluation team interviewed 45 stakeholders, including UNESCO Montevideo staff, implementing partners and government officials in Uruguay and Argentina (see Appendix 2). Through these interviews and a literature review of the Montevideo office's activities in 2020-21, the team identified five categories of response to the Covid-19 pandemic:

    I. Provision of online platforms for diverse audiences. During the pandemic, the Montevideo office established several online platforms to inform both targeted and broad audiences. Together with its partner *Chequeado*, CI created an interactive online portal to fight disinformation on Covid-19. Together with the OEI, SC created a portal where all the scientific information produced by the region on Covid-19 was published, along with press announcements on the subject and bibliometric indicators. SHS provided a platform gathering the declarations of Bioethics Commissions on covid-19-related measures. SHS also

140 WHO (n.d.). *WHO dashboard for Uruguay on the evolution of the covid-19 pandemic.* Retrieved December 1, 2022, from https://covid19.who.int/region/amro/country/uy

141 Ministerio de la Salud Pública (n.d.). *La respuesta de Uruguay en 2020 a la Pandemia de COVID -19*. Sitio Oficial de la República Oriental del Uruguay. Retrieved December 1, 2022, from https://www.gub.uy/ministerio-salud-publica/sites/ministerio-salud-publica/files/documentos/publicaciones/Resumen%20-%20Sistematizaci%C3%B3n%20de%20la%20respuesta%20a%20COVID-19%20en%20Uruguay_WEB.pdf

142 Uruguay's National Statistics Institute (INE) reported that unemployment rose from 8.5% in January 2020 to 11.2% in October and then fell to 10.5% in December 2020. Regarding poverty, INE noted that poverty increased to 11.6% in 2020, which means that there are 100,000 new poor people.

143 (n.d.). *Violentadas en cuarentena*. Violentadas en Cuarentena. Retrieved December 1, 2022, from https://violentadasencuarentena.distintaslatitudes.net/

144 According to government data, unemployment insurance reached approximately 215,000 in the most critical period (March-July 2020).

launched a transmedia platform called Danzar en las Brumas, which provides multiple contents (*research*, stories, art) to inspire further research, action and policies against the inequalities that affect young women, which were exacerbated during the pandemic.

II. **Policy advice and advocacy.** The Montevideo office advised governments on how to respond to the pandemic in both direct and indirect ways. The Education unit directly supported the national government of Uruguay and Argentina in school reopening by providing guidelines and creating an observatory of school reopening at the national level. Starting in early April 2020, IHP in collaboration with WHO and CODIA, provided technical advice to government officials and other stakeholders on the access to water, including for handwashing and in hospital settings. SHS-Montevideo contributed to the Lancet Commission on Covid-19 on lessons for the future from the COVID-19 pandemic, in which SHS-ADG was involved as co-chair of the LAC task force. Among others, SHS and SC Montevideo prepared a report on the challenges of vaccination against Covid-19 in LAC which offers public policy recommendations in each section.CI conducted a review of media law reforms proposed in LAC countries in response to Covid and the "disinfodemic" in order to advise against quick legal reforms that could threaten freedom of expression. IHP, in collaboration with WHO, the UN Rapporteur for the Human Right to Water and Sanitation, and other partners, prepared a "Preliminary Assessment of COVID-19 Implications for the Water and Sanitation Sector in Latin America and the Caribbean". IHP with the Ibero-American Conference of Water Directors, prepared a technical publication on "Water and COVID-19 in IberoAmerica and the Caribbean". The CLT Sector, along with the IDB, the Mercosur, the Ibero-American General Secretariat (SEGIB), and the Organization of Ibero-American States (OEI), published an assessment of the impact of the COVID-19 pandemic on cultural and creative industries in the Latin American region. The publication sought to provide data for policymakers and government technical teams, and to contribute to the creation of venues for regional cooperation.

III. **Production, dissemination, and use of knowledge.** During the pandemic, the Montevideo commissioned and published numerous studies, reports and data on the impact of the Covid-19 pandemic on different sectors (e.g. on the media, the cultural and creative industry, sport, school closure, water) and population groups (e.g. vulnerable women, youth, migrants). The pandemic also presented a chance to promote new approaches to topics the office already worked before. In the case of Intangible Cultural Patrimony, for example, the pandemic could be used to illustrate its essential contributions to society resilience and elevating the importance of the knowledge produced by UNESCO and its partners. The Network for Academic Cooperation on Intangible Cultural Heritage (ICH) of Latin America and the Caribbean (ReCA PCI LAC) and the Culture unit joined efforts and produced a publication where a multidimensional analytical model is proposed for ICH, promoting a new approach and analysis methodology in the linkage of community development and social inclusion while formulating sustainability indicators, a novel contribution of this research.

IV. **Convening stakeholders to exchange on solutions.** The Montevideo field office convened relevant stakeholders early on to exchange on ideas on how to mitigate negative effects of the pandemic. For example, SHS convened an extraordinary session of the LAC sports minister's assembly 3 months after the regular one had taken place to exchange on the potential impacts of isolation on physical and mental health and on possible ways to sustain physical activity under social distancing and confinement measures. Within the framework of CILAC, SC convened a meeting of Ministers and High Authorities of CTI where the report on vaccines in the region was presented and the actions being taken in this area in the different countries were gathered. SHS also organized webinars to discuss issues such as mobility and inclusion in times of Covid-19. CI organized several regional fora to support independent journalism and media and information literacy as a response to Covid-related disinformation. IHP organized 16 events related with water and COVID-19, reaching over 5500 people in the region.

V. **Trainings and courses to support the work of specific stakeholder groups during the pandemic.** For example, CI and SC offered two webinars on science journalism during the pandemic. IHP, with WHO, AIDIS and others, organized courses on water and sanitation for health facilities. SHS and partners modified the design of the 2020 edition of the youth engagement initiative ***Comprometidos*** to support selected community members in facing challenges under pandemic conditions such as cuts in funding, mobility restrictions or lack of resources.

34. It is important to note that these different types of activities were often linked with each other, i.e. interventions pathways combined several of those activities in both planned and opportunistic ways. For example, data collected in the survey on youth's perceptions during the pandemic informed the design of the 2020 and 2021 editions of *Comprometidos*. Issues that arose during online trainings or webinars gave the impulse for commissioning more in-depth reports.

35. A brief summary of the projects discussed in this mission is available in Annex 1. This list is not intended to be exhaustive and reflects only the activities discussed during the field mission.

III. Institutional response

36. Two crisis management teams were formed. One team was composed of the Office Director, the Administrative Officer, and one staff member who is a trained medical doctor. This team met ***ad hoc*** to discuss the pandemic developments, staff protection and well-being, and liaise with authorities when needed. The second team consisted of the finance/administrative team: two IT specialists, the administrative officer, and the officer driver. This team would ensure the office maintenance during lockdown, provide technical assistance to staff, deliver IT equipment and other relevant tasks. In addition, the Senior Management Team met almost every day online to discuss the programmatic work and pass the information down the communication pyramid.

37. The Montevideo office had started preparing a contingency plan before the outbreak of the Covid-19 pandemic. Most staff members did not dispose of a UNESCO laptop. Within a few days after the beginning of the lockdown, the office's IT configurated staff's private laptops to rapidly enable teleworking. Office staff already had some experience conducting virtual events (such as MOOCs). The IT specialist accompanied staff in learning how to use new tools. When presence in the office was authorized, the AO prepared and constantly adapted sanitary protocols based on different information sources such as the WHO, the UNRC, the Uruguayan government, online research and the US example.

38. A WhatsApp group of all office staff members enabled immediate communication and coordination. Staff well-being and team cohesion remained important preoccupations of the office's leadership throughout the pandemic. Several online events were organized such as two team retreats or online cooking lessons to foster a sense of community. These events also enabled the team to test new online modalities of exchange such as digital whiteboard and brainstorming apps. Finally, the office used HRM funds to finance workshops and a report on the team's post-pandemic work culture. According to an interviewee, the WhatsApp groups still exist.

39. Observatory UNESCO Villa Ocampo, the museum, site of memory, thought and creativity in Buenos Aires under the auspices of UNESCO Montevideo, was forced to close its premises as most museums during the sanitary crisis. UNESCO Montevideo could use the opportunity to rethink and improve the administrative processes of the house. Tourist guides were trained on the main aspects of UNESCO's mandate and new scripts for guided visits were developed: one related to the historic garden and another with a gender approach, combining the house's archive and UNESCO's Gender priority. Audio visual material for an online gender visit and on the UNESCO Intergovernmental Hydrological Programme (IHP) were also elaborated. The digitalization of the museum's archive, which is part of the Memory of the World, into UNESCO's database started. Besides that, institutional e-mails were set up for all staff, a communication and dissemination strategy for social media channels was built, and its visual identity merged to that of UNESCO. Enhancements were done in terms of the accessibility to the building. Therefore, the interviewees identified the pandemic as an opportunity to step back and redesign the way Villa Ocampo could contribute to UNESCO's mandate and improve its operation and management.

IV. Summary of information and perceptions collected

40. The purpose of the mission was to gather the perspective of the Montevideo Office and its partners on the impact of the health crisis on its activities in the country and the region, on the responses made and, on the lessons, learned from the Covid-19 crisis. The information and perceptions gathered during the mission to Montevideo and Buenos Aires will feed into the conclusions of the main report, sector by sector.

41. For this purpose, the team compiled detailed findings for each sector in comprehensive documents, including the findings from the team's visits to the Dakar and the Montevideo offices. They are internal to UNESCO to foster learning in field offices and headquarters, within and across sectors.

42. In this field visit report, a brief overview of the evaluation team's principal take-aways is provided below.

V. Programmatic aspects

43. During interviews, Office staff suggested to segment the pandemic response as follows:

    a. For ongoing work, adaptation of implementation modalities (mostly towards remote online delivery) to allow the continuation of programmes.

    b. Responding to new challenges and needs created by the pandemic, the design and implementation of new initiatives to mitigate effects of the pandemic (either as new initiatives or as new components of ongoing programmes).

    c. Because the pandemic also offered opportunities for advancing UNESCO's work beyond directly reacting to the pandemic, the acceleration and innovation of regional and national programmes.

44. The team consider this segmentation useful and is considering applying it in its main evaluation report as well.
45. Desk review and interview feedback revealed an overall high relevance of the office's regional and national response. The change towards online implantation modalities was relevant, albeit not always possible, leading to some activities being put on hold. New activities were designed to respond to pandemic-related challenges and considered relevant by office staff and partners. Relevance was found to be high across all sectors covered and is documented in more detail in the team's internal assessments.
46. On the effectiveness of the office's Covid-19 response there was an absence of systematic tracking of results information. This limits the degree to which effectiveness in contributing to planned outcomes and impacts can be assessed beyond the successful implementation of activities. This is not specific to the Montevideo office but represents a systematic issue of UNESCO's reporting on results. It should however be highlighted that Montevideo office staff made considerable efforts to provide the team with detailed information on the reach of selected interventions, and with anecdotal information about uptake and use.
47. Overall, the team identified several factors that impacted on the likely effectiveness of the offices programmatic Covid_19 response. For example, the "digitalisation" of programme delivery had both pronounced advantages and disadvantages. In several cases, both a wider coverage and a deeper reach into new stakeholder groups (such as subnational governments) likely contributed to effectiveness. In other cases where face-to-face contact was indispensable, programme implementation at a distance was not even an option or was considered to significantly reduce effectiveness. Office staff had made the best experiences with formats that did not mix physical with virtual participation within a single session.
48. The team received positive feedback from partners about the effectiveness of several dedicated response initiatives and on the more informal support and networking provided throughout the pandemic to UNESCO's partners in Uruguay and the LAC region.

Institutional aspects

49. Strong leadership with a focus on team cohesion and staff wellbeing were considered factors that strengthened the office's resilience throughout the crisis.
50. As one key challenge, interviewed staff noted that workload management had become more difficult. While shifting to online work allowed more meetings to take place at lower cost, it also required staff to manage the larger workload and prioritise within.
51. Online work also increased the visibility of the office's national and regional work at UNESCO headquarters, again with advantages and disadvantages

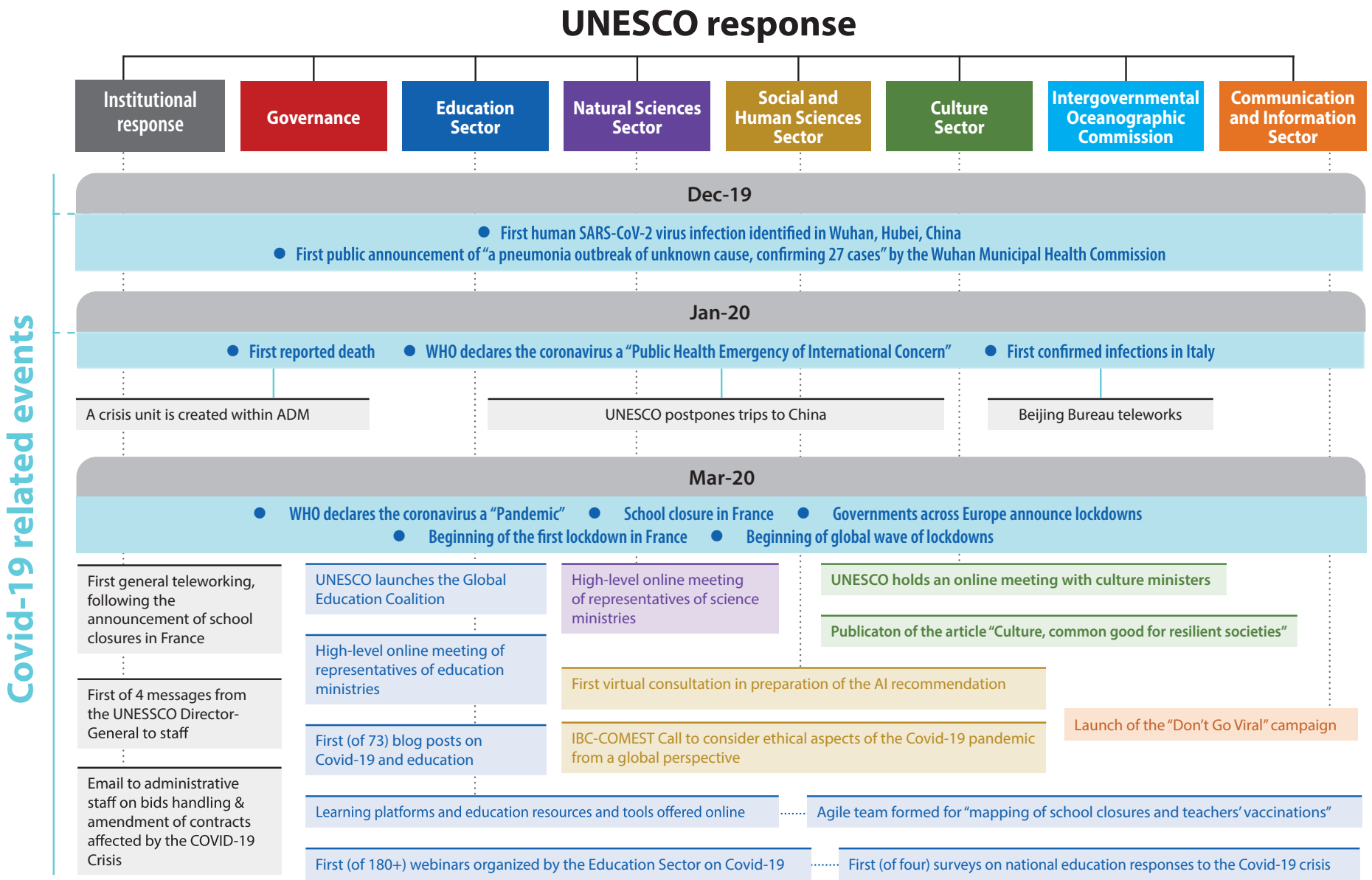
List of Montevideo office projects covered during this evaluation mission

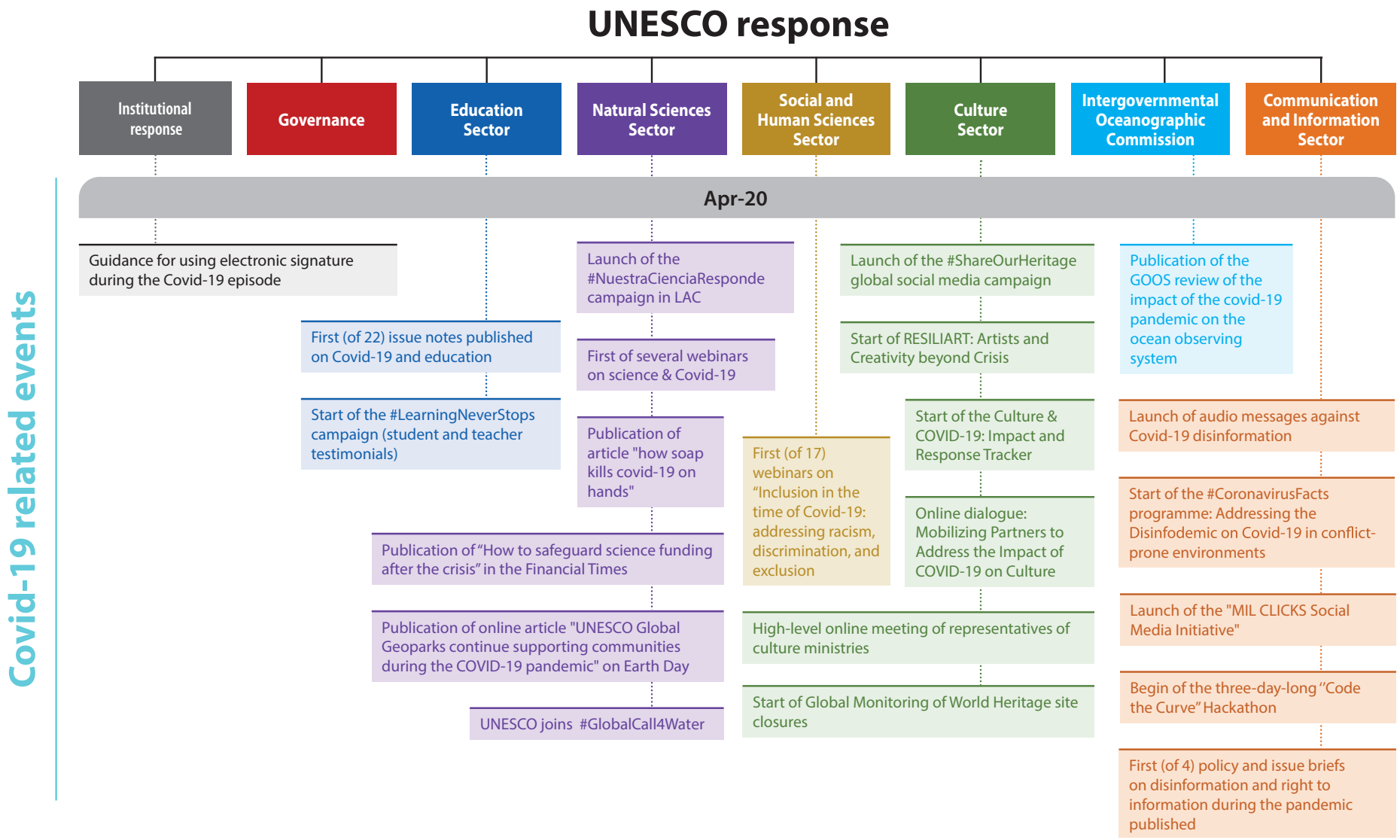
Project	Sector	Description
Portal Check	**CI**	CI-Montevideo cooperated with partner Chequeado (a project of the foundation La Voz Pública to combat disinformation in the public discourse) to create an online platform for the verification of Covid-19-related (dis)information. The platform was launched in February 2021 and has received over 74.000 visits since then. Out of this experience, UNESCO and Chequeado created a similar resource hub for elections.
Publication of three reports on media during the pandemic	**CI**	CI-Montevideo commissioned long-term partner OBSERVACOM (regional think tank and observatory on media) with three reports on the impact of the pandemic on media sustainability, hate speech and disinformation.
Integration of a legal case on information related to Covid-19	**CI**	As part of the issue of the Communication and Information Discussion Papers: Jurisprudence on access to public information for oversight bodies in Latin America, a case on decisions related to the states' obligation to proactively provide transparent information about Covid-19 vaccines was included.
Navigating the Infodemia with Media and Information Literacy	**CI**	CI-Montevideo organized together with the MIL Global Alliance and the Argentinian Public Defender of Public's Rights (Ombdusman) a series of workshops on MIL as an "antidote" to Covid-related disinformation. As a result, a book on Navigating the Infodemia with MIL was co-published and widely disseminated in the region
Training Access to Information Oversight Bodies and the judiciary in LAC	**CI**	CI-Montevideo delivered a series of 12 training webinars to ATI oversight bodies and members of the judiciary (judges and prosecutors) on access to Covid-related information and the implementation of ATI laws during the estate of emergency.
Webinars on science journalism and for science journalists in times of Covid-19	**CI/SC**	In May 2020, during the Freedom of Expression Week, CI and SC organized a webinar on Science Journalism on COVID times with regional science journalism networks representatives. In September 2020, in the context of the Access to Information Week, CI and SC offered a webinar on Access to Scientific Information with science journalists and NGOs.
Publication: Patrimonio Cultural Inmaterial e Inclusión Social. Aportes para la agenda de desarrollo de la era post-COVID en América Latina y el Caribe.	**CLT**	21 researchers from 9 countries of the Academic Cooperation Network on Intangible Cultural Heritage in Latin America and the Caribbean - coordinated by UNESCO Montevideo. The publication generated theoretical-methodological contributions to make visible the importance of living heritage in social inclusion processes.
Assessment of the impact of COVID-19 on cultural and creative industries	**CLT**	Aimed at providing a coordinated response between UNESCO, IDB, SEGIB, OEI and MERCOSUR to measure the impact of the pandemic on the CCI sector in the region through 3 components: macroeconomic impact study and policy mapping; microeconomic impact study based on a regional impact perception survey aimed at CCI workers and companies; workshop to strengthen technical cultural indicators of SICSUR's cultural information systems. The project aimed to generate updated indicators and data to evaluate the impact of COVID-19 on the region's cultural and creative sector. Consolidated information to guide public policies aimed at mitigating the effects of the pandemic on the cultural and creative industries.
Reopening of schools in Uruguay and Argentina	**ED**	Publication and joint support of UNESCO and UNICEF Argentina to the National Ministry of Education in the process of reopening schools in Uruguay and Argentina, generating an observatory of school reopening at the national levels.

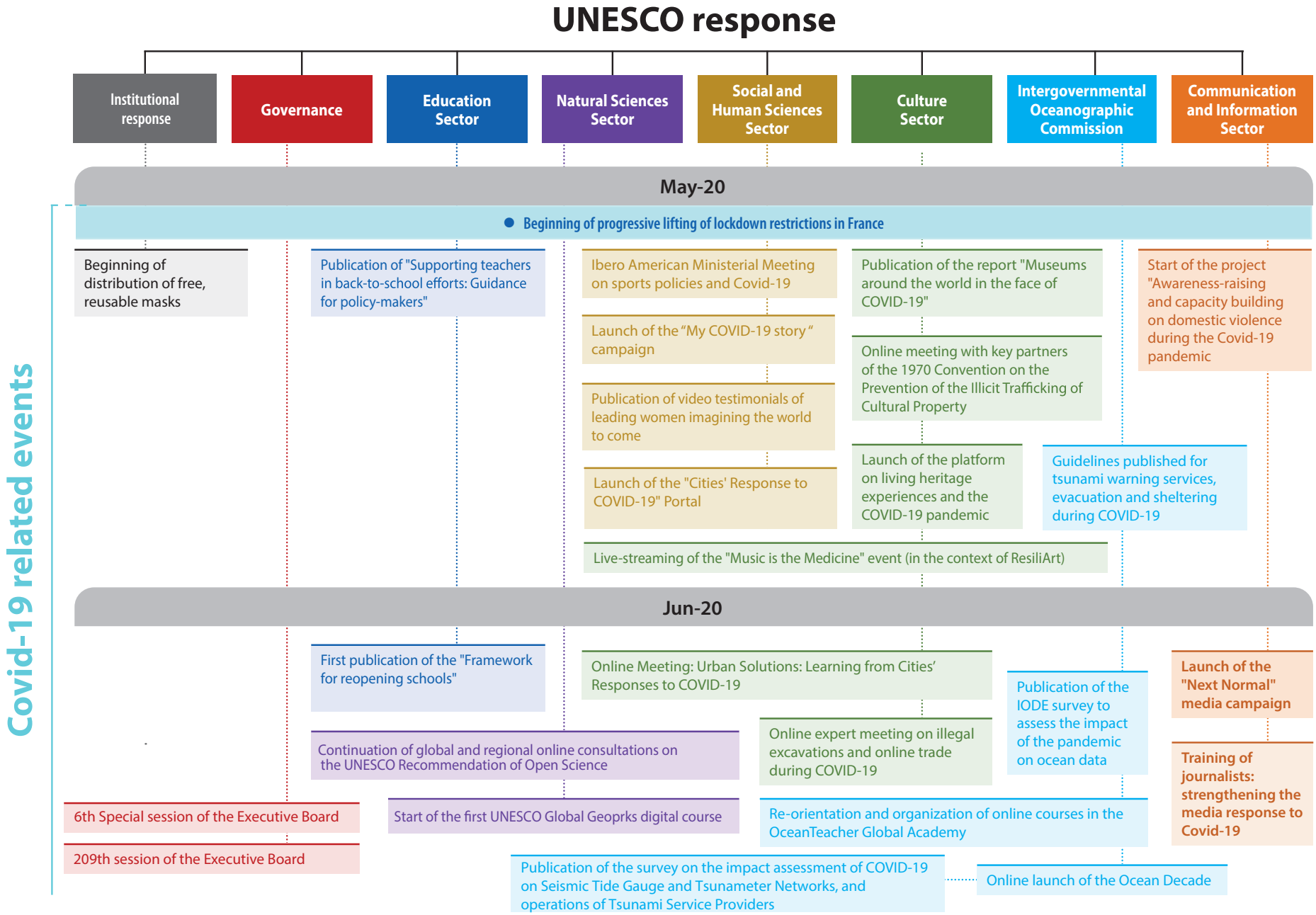
Project	Sector	Description
Comparative study on the inclusion of ICTs in education for the consolidation and continuous development of a public policy on ICT for education in CABA	ED	Responds to two components of the same project underway since 2018 funded by the Ministry of Education of the Autonomous City of Buenos Aires.
Digital citizenship education regional programme	ED	Development of a joint program at the regional level to attend to teacher training and vulnerable youth.
Support to ANEP (public education system) on global and digital citizenship	ED	Support in various lines of work with the different subsystems, especially with a focus on SDG4 target 4.7, and support for ANEP's visibility.
Support to teacher training in Uruguay	ED	Numerous teacher training activities and research for the improvement of teacher training in Uruguay.
Teacher prize and implementation of teacher training on digital citizenship	ED	Joint work on teacher training and teacher role recognition, including the Teacher Prize in Uruguay.
Skilling of youth in digital skills	ED	Collaboration with groups of teachers on digital skills, including citizenship and computational thinking.
Foro CILAC	SC	The Open Science Forum for Latin America and the Caribbean is a regional space for debates and exchanges organized every two years, alternating in distinct cities throughout the region. It seeks to establish itself as a platform for the outlining of positions and aspirations for a scientific, technological, and innovation agenda supporting sustainable development whilst simultaneously giving the region a strong voice in the global scope of the World Science Forum.
PolicytLAB	SC	Regional space for the development of proposals to improve government programs and projects for the promotion of science and technology to achieve the Sustainable Development Goals (SDGs) of the 2030 Agenda, while integrating and strengthening the areas of professional training, research and public management.
Web campaign #NuestraCienciaResponde	SC	500 people joined the campaign
Contribution to SHS-ADG's participation in the Lancet commission on Covid-19	SHS	SHS-Montevideo published a policy paper challenges, needs and opportunities of vaccination in LAC. This report informed SHS-SDG's contribution to the Lancet commission on Covid-19 as co-chair of the regional task force for LAC. It built on IB and COMEST 's call to consider vaccines against Covid-19 a global public good.
Online platform on ethics of measures to respond to the pandemic	SHS	SHS-Montevideo launched a regional platform to gather the declaration of national Bioethics Committees on Covid-containment measures.
High-level consultations with sports ministers/ delegates and publication of a report on sports during the pandemic	SHS	As early as May 2020 and only a few months after the annual assembly of LAC sprots ministers, SHS-Montevideo convened an extraordinary assembly to discuss the potential impact of isolation on physical and mental health and possible ways to sustain physical activity under social distancing and confinement measures. Following this meeting, SHS-Montevideo commissioned a report on sports during the pandemic which is now informing efforts to develop indicators at the regional level and re-frame sports as an integral part of development.

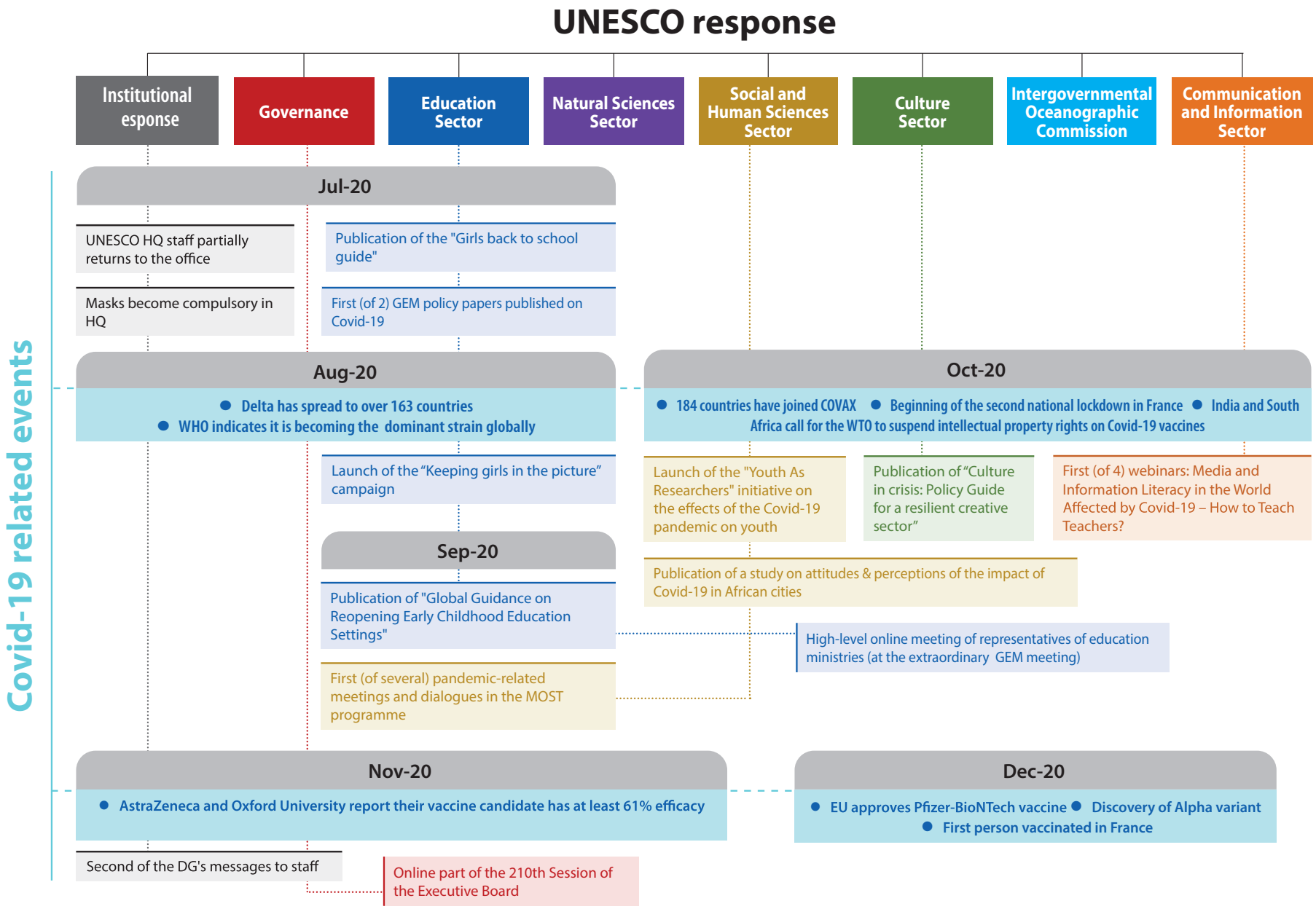
Project	Sector	Description
Online and adapted editions of Estamos Comprometidos, a platform for supporting Youth Engagement	SHS	Comprometidos is an initiative for young change agents in LAC and their SDG-relevant projects since 2015. Each year, SHS-Montevideo and its partners Ashoka and Socialab organize a one-week intense training for selected participants. The 2020 and 2021 were both implemented online and adapted to the needs arising from the pandemic. The 2020 edition allowed for the broader participation of 100 young change agents who were already part of the Comprometidos community to a 3-months virtual programme. The programme included training, mentoring and webinars to support their efforts to pursue their projects during the pandemic. The 2021 edition involved both the community and new participants.
Transmedia initiative Danzar en las Brumas on inequalities exacerbated during the Covid-19 pandemic	SHS	Danzar en las Brumas is an online platform that gathers research, storytelling and art to address the inequalities that affect young women in LAC. The initiative arose from a MOOC conducted during the pandemic, during which young participants emphasized the effects of the pandemic on young women
Report and webinars on human mobility during the pandemic and local governments' responses	SHS	The Covid-19 pandemic strongly restricted human mobility and aggravated the conditions of concerned persons (socioeconomic conditions, xenophobia, access to rights). SHS-Montevideo published the report "Human Mobility and Covid-19" and organized an online discussion in the context of the 3rd international forum of Cities and Territories of Peace organized in Mexico in October 2020.
Publication of report on the impact of the pandemic on indigenous, afro and migrant women as well as women living in rural areas	SHS	SHS-Montevideo gathered a regional investigation team around this issue and published the report with the title: "Mujeres, territorio y pandemia: impactos de la Covid-19 en la vida y territorios de mujeres campesinas, indígenas, afro y migrantes en América Latina". The investigators are part of the Latin-American network of intercultural studies and experiences (RELEEI).
Contribution to UN Survey of LAC youths in the context of the Covid-19 pandemic	SHS	As a member of the UN youth working group, SHS Montevideo contributed to a survey of young people (15-29 years old) in LAC. The survey collected information on how young people were experiencing the Covid-19 pandemic, as well as their present and future concerns.

Annex F. Timeline of Covid-19 related events and UNESCO response

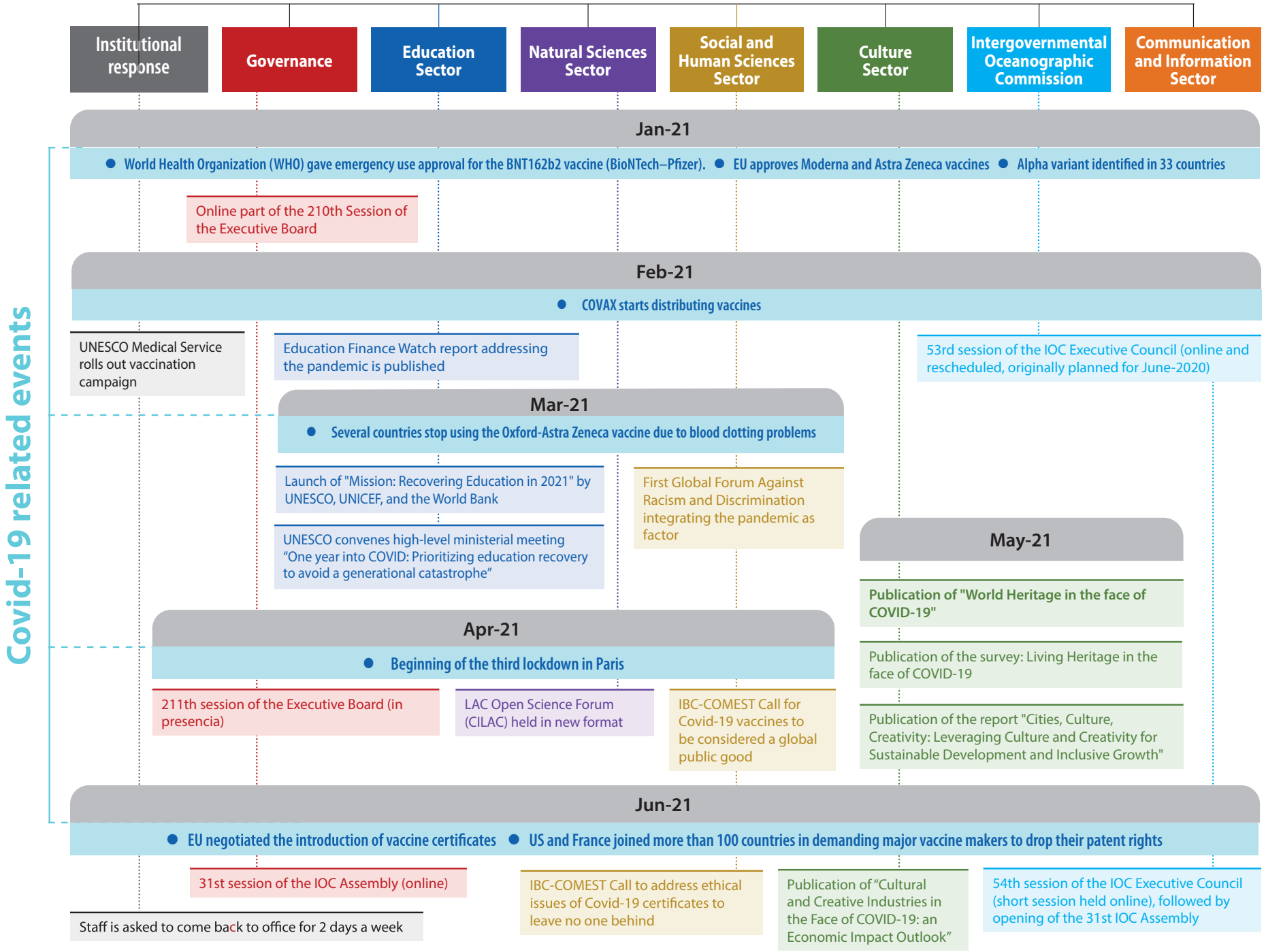


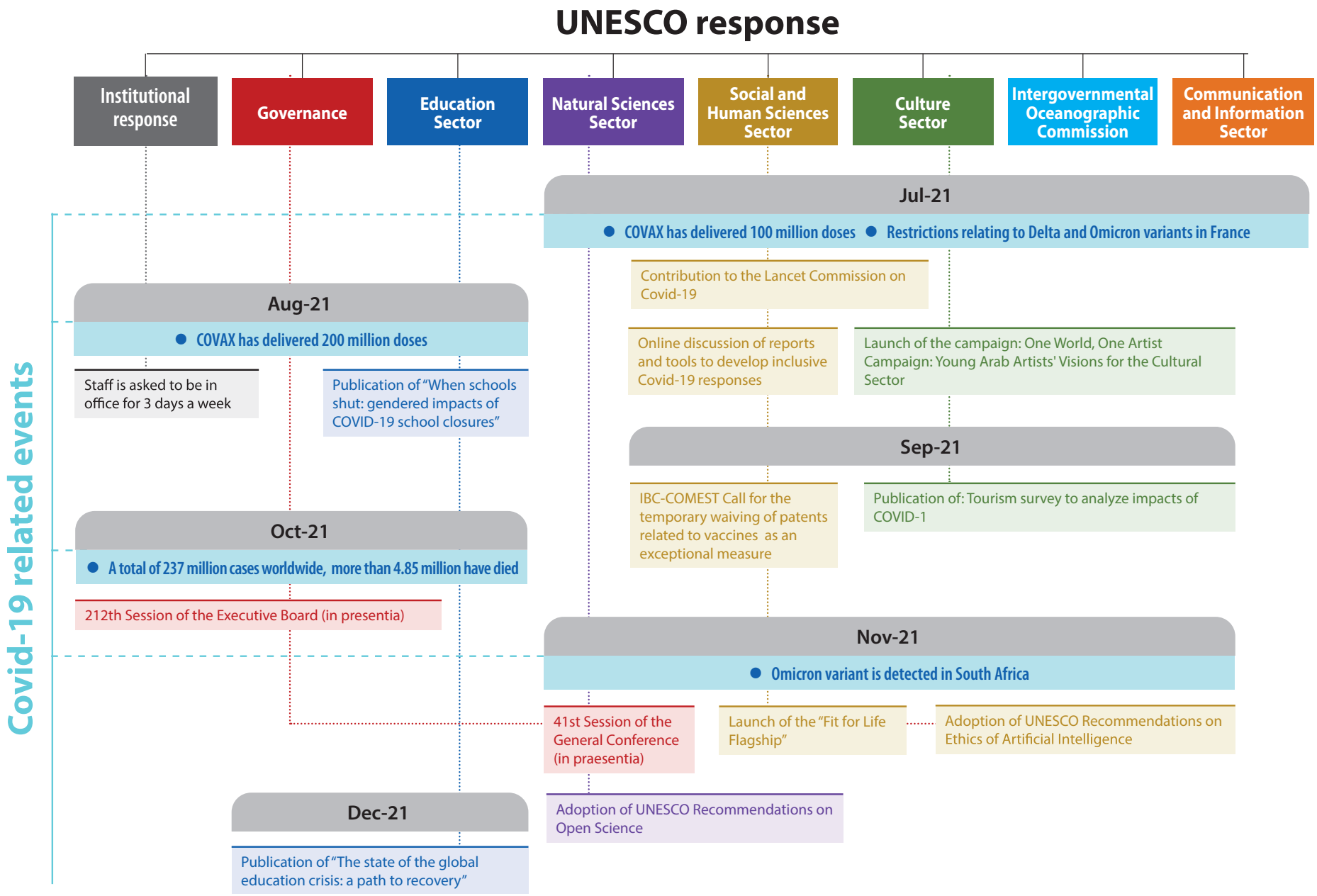

UNESCO response
Institutional response
Governance
Education Sector
Natural Sciences Sector
Social and Human Sciences Sector
Culture Sector
Intergovernmental Oceanographic Commission
Communication and Information Sector
Apr-20
Covid-19 related events
Guidance for using electronic signature during the Covid-19 episode
First (of 22) issue notes published on Covid-19 and education
Start of the #LearningNeverStops campaign (student and teacher testimonials)
Launch of the #NuestraCienciaResponde campaign in LAC
First of several webinars on science & Covid-19
Publication of article "how soap kills covid-19 on hands"
Publication of "How to safeguard science funding after the crisis" in the Financial Times
Publication of online article "UNESCO Global Geoparks continue supporting communities during the COVID-19 pandemic" on Earth Day
UNESCO joins #GlobalCall4Water
First (of 17) webinars on "Inclusion in the time of Covid-19: addressing racism, discrimination, and exclusion
Launch of the #ShareOurHeritage global social media campaign
Start of RESILIART: Artists and Creativity beyond Crisis
Start of the Culture & COVID-19: Impact and Response Tracker
Online dialogue: Mobilizing Partners to Address the Impact of COVID-19 on Culture
High-level online meeting of representatives of culture ministries
Start of Global Monitoring of World Heritage site closures
Publication of the GOOS review of the impact of the covid-19 pandemic on the ocean observing system
Launch of audio messages against Covid-19 disinformation
Start of the #CoronavirusFacts programme: Addressing the Disinfodemic on Covid-19 in conflict-prone environments
Launch of the "MIL CLICKS Social Media Initiative"
Begin of the three-day-long "Code the Curve" Hackathon
First (of 4) policy and issue briefs on disinformation and right to information during the pandemic published

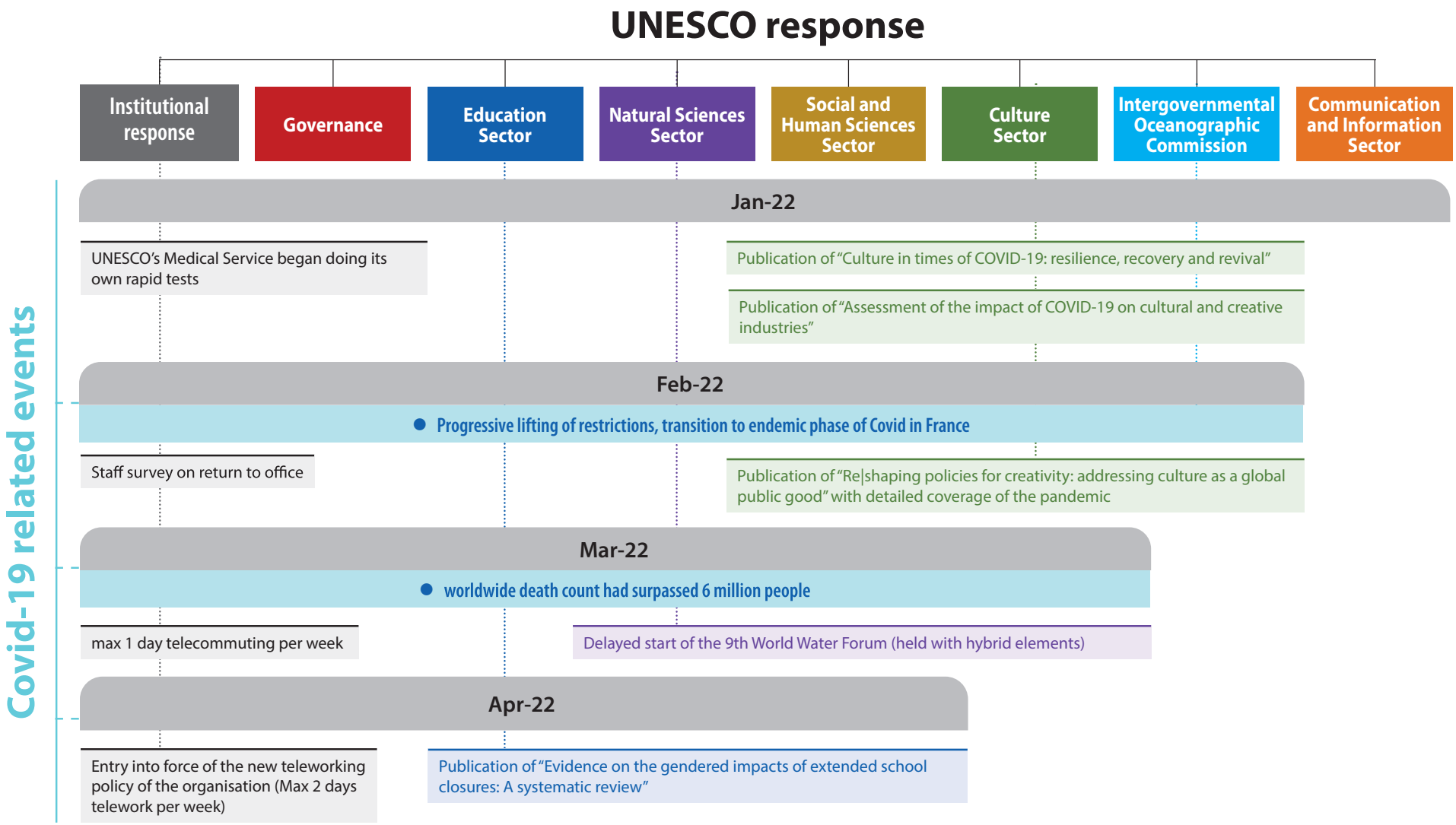

UNESCO response
Institutional response
Governance
Education Sector
Natural Sciences Sector
Social and Human Sciences Sector
Culture Sector
Intergovernmental Oceanographic Commission
Communication and Information Sector
Covid-19 related events
May-20
Beginning of progressive lifting of lockdown restrictions in France
Beginning of distribution of free, reusable masks
Publication of "Supporting teachers in back-to-school efforts: Guidance for policy-makers"
Ibero American Ministerial Meeting on sports policies and Covid-19
Launch of the "My COVID-19 story" campaign
Publication of video testimonials of leading women imagining the world to come
Launch of the "Cities' Response to COVID-19" Portal
Publication of the report "Museums around the world in the face of COVID-19"
Online meeting with key partners of the 1970 Convention on the Prevention of the Illicit Trafficking of Cultural Property
Launch of the platform on living heritage experiences and the COVID-19 pandemic
Guidelines published for tsunami warning services, evacuation and sheltering during COVID-19
Start of the project "Awareness-raising and capacity building on domestic violence during the Covid-19 pandemic
Live-streaming of the "Music is the Medicine" event (in the context of ResiliArt)
Jun-20
First publication of the "Framework for reopening schools"
Online Meeting: Urban Solutions: Learning from Cities' Responses to COVID-19
Publication of the IODE survey to assess the impact of the pandemic on ocean data
Launch of the "Next Normal" media campaign
Continuation of global and regional online consultations on the UNESCO Recommendation of Open Science
Online expert meeting on illegal excavations and online trade during COVID-19
Training of journalists: strengthening the media response to Covid-19
6th Special session of the Executive Board
209th session of the Executive Board
Start of the first UNESCO Global Geoprks digital course
Re-orientation and organization of online courses in the OceanTeacher Global Academy
Publication of the survey on the impact assessment of COVID-19 on Seismic Tide Gauge and Tsunameter Networks, and operations of Tsunami Service Providers
Online launch of the Ocean Decade


UNESCO response
Institutional esponse
Governance
Education Sector
Natural Sciences Sector
Social and Human Sciences Sector
Culture Sector
Intergovernmental Oceanographic Commission
Communication and Information Sector
Covid-19 related events
Jul-20
UNESCO HQ staff partially returns to the office
Masks become compulsory in HQ
Publication of the "Girls back to school guide"
First (of 2) GEM policy papers published on Covid-19
Aug-20
Delta has spread to over 163 countries
WHO indicates it is becoming the dominant strain globally
Launch of the "Keeping girls in the picture" campaign
Sep-20
Publication of "Global Guidance on Reopening Early Childhood Education Settings"
First (of several) pandemic-related meetings and dialogues in the MOST programme
Oct-20
184 countries have joined COVAX
Beginning of the second national lockdown in France
India and South Africa call for the WTO to suspend intellectual property rights on Covid-19 vaccines
Launch of the "Youth As Researchers" initiative on the effects of the Covid-19 pandemic on youth
Publication of "Culture in crisis: Policy Guide for a resilient creative sector"
First (of 4) webinars: Media and Information Literacy in the World Affected by Covid-19 – How to Teach Teachers?
Publication of a study on attitudes & perceptions of the impact of Covid-19 in African cities
High-level online meeting of representatives of education ministries (at the extraordinary GEM meeting)
Nov-20
AstraZeneca and Oxford University report their vaccine candidate has at least 61% efficacy
Second of the DG's messages to staff
Online part of the 210th Session of the Executive Board
Dec-20
EU approves Pfizer-BioNTech vaccine
Discovery of Alpha variant
First person vaccinated in France

UNESCO response




UNESCO response
Institutional response
Governance
Education Sector
Natural Sciences Sector
Social and Human Sciences Sector
Culture Sector
Intergovernmental Oceanographic Commission
Communication and Information Sector
Covid-19 related events
Jul-21
COVAX has delivered 100 million doses
Restrictions relating to Delta and Omicron variants in France
Contribution to the Lancet Commission on Covid-19
Aug-21
COVAX has delivered 200 million doses
Online discussion of reports and tools to develop inclusive Covid-19 responses
Launch of the campaign: One World, One Artist Campaign: Young Arab Artists' Visions for the Cultural Sector
Staff is asked to be in office for 3 days a week
Publication of "When schools shut: gendered impacts of COVID-19 school closures"
Sep-21
IBC-COMEST Call for the temporary waiving of patents related to vaccines as an exceptional measure
Publication of: Tourism survey to analyze impacts of COVID-1
Oct-21
A total of 237 million cases worldwide, more than 4.85 million have died
212th Session of the Executive Board (in presentia)
Nov-21
Omicron variant is detected in South Africa
41st Session of the General Conference (in praesentia)
Launch of the "Fit for Life Flagship"
Adoption of UNESCO Recommendations on Ethics of Artificial Intelligence
Dec-21
Adoption of UNESCO Recommendations on Open Science
Publication of "The state of the global education crisis: a path to recovery"


UNESCO response
Institutional response
Governance
Education Sector
Natural Sciences Sector
Social and Human Sciences Sector
Culture Sector
Intergovernmental Oceanographic Commission
Communication and Information Sector
Covid-19 related events
Jan-22
UNESCO's Medical Service began doing its own rapid tests
Publication of "Culture in times of COVID-19: resilience, recovery and revival"
Publication of "Assessment of the impact of COVID-19 on cultural and creative industries"
Feb-22
Progressive lifting of restrictions, transition to endemic phase of Covid in France
Staff survey on return to office
Publication of "Re|shaping policies for creativity: addressing culture as a global public good" with detailed coverage of the pandemic
Mar-22
worldwide death count had surpassed 6 million people
max 1 day telecommuting per week
Delayed start of the 9th World Water Forum (held with hybrid elements)
Apr-22
Entry into force of the new teleworking policy of the organisation (Max 2 days telework per week)
Publication of "Evidence on the gendered impacts of extended school closures: A systematic review"

Annex G. Selected response initiatives with a focus on Africa

Date	Response	Sector	Additional description and/or comments
03.2020	Report on socio-economic and cultural impacts of Covid-19 on Africa: what responses from UNESCO?	**PAX and Dakar Office**	This report aims to strategically and comprehensively position UNESCO in its multidimensional contribution in a post-COVID Africa. The report is structured by sector. Its dissemination and use are not know
01.04.2020	Don't Go Viral Campaign	**CI**	Crowdsourcing campaign targeting Africa in which artists used their skills/talents and outreach capacity to communicate widely on social media on the importance of protecting yourself from the Covid-19 disease. The first video - Bobbi Wine Coronavirus Alert Song- was translated into 12 languages within 48 hours. According to the CI Sector, by August 2020, UNESCO had received 580 submissions from 54 countries – reaching an estimated 216 million people. In September 2022, there were 337 videos associated with the campaign on YouTube.
15.04.2020 – 14.10.2021	#CoronavirusFacts programme: Addressing the Disinfodemic on Covid-19 in conflict-prone environments	**CI**	It targeted 9 countries of which 6 in Africa (Cameroon, Ethiopia, Kenya, Mozambique, Senegal and Zimbabwe). It aimed to strengthen media and citizens' resilience to COVID-related disinformation through advocacy work, information-sharing and capacity-building. In these selected countries, UNESCO thus organized several training sessions for media professionals to strengthen their fact-checking skills as well as awareness-raising initiatives for the general public.
17.04.2020	Expert videos on ethical frameworks to Covid-19 responses.	**SHS**	To provide further weight to the joint statement on Covid-19 ethical considerations made by UNESCO's International Bioethics Committee (IBC) and the Commission on the Ethics of Scientific Knowledge and Technology (COMEST), UNESCO contacted African experts in the field of bioethics to produce short videos calling on governments to take into account the ethical considerations of their response to Covid, especially in the African context[145].
07.05.2020	Webinar "Imagining the World to come: how does Africa envision Covid-19 and its aftermath?"	**PAX**	Intellectual debate with African philosophers, thinkers and African artists aimed at understanding the sociocultural dimensions of the COVID-19 health crisis and of its impact on the future of African societies. The two main questions revolved around the major stakes and challenges Africa faced during the pandemic, but also initiating reflections on how to shape a post-COVID-19 world and how UNESCO could contribute to this.[146]
28.05.2020	Webinar 'Inclusion in the Time of COVID-19: Confronting Slavery's Legacy of Racism Together"	**SHS**	On the 2020 Day of Remembrance of Victims of Slavery and the Transatlantic Slave Trade, UNESCO organized this webinar in collaboration with the Department of Global Communications at the United Nations and UNFPA. It focused on how COVID-19 has exacerbated health conditions linked to structural racism and caused people of African descent to suffer[147].

145 See the videos at: https://www.unesco.org/en/articles/unesco-provides-ethical-frameworks-covid-19-responses
146 UNESCO, Sector for Priority Africa and External Relations, Imagining the World To Come – how does Africa envision Covid and its aftermath, Summary Report, 7 May 2020
147 UNESCO, Executive Board, 214th session, Execution of the programme adopted by the General Conference, Part I, Programme Implementation Report (PIR) 2021, (1 January 2018 - 31 December 2021), 211EX/4.I., 9 March 2021, para 219. See also: https://www.un.org/en/rememberslavery/observance/2020

Date	Response	Sector	Additional description and/or comments
24.06.2020	Webinar 'Health, the hidden violence of the race'	**SHS**	UNESCO organized another webinar focusing on racism in the context of health pandemic and how it affected black communities.[148]
06.2020	Webinars & guidelines for judicial operators on protecting freedom of expression during the pandemic	**CI**	In 2020, UNESCO organized a series of webinars for judicial actors on legal challenges related to freedom of expression in relation to the COVID-19 pandemic, in partnership with the African Court on Human and Peoples' Rights, the ECOWAS Court of Justice, and with the support of Open Society Foundations. Following these webinars, UNESCO published guidelines for judicial actors on the same issue in 2021, which were disseminated worldwide[149]. They serve as references to apply the theorical frameworks of international law and human rights standards to protect and promote freedom of expression.
29.09.2020	Webinar entitled 'Harnessing the Power of Sport in a time of Crisis: Engaging African Youth in the Fight against Covid-19 and beyond'[150]	**SHS**	Joint webinar with the World Doping Anti Agency, the World Health Organisation and the African Union on how to use traditional medicine and sports to tackle the challenges brought about by Covid-19 in Africa[151].
30.09.2020	Management of Social Transformation Programme (MOST) Forum of Ministers for Social Development for Central Africa	**SHS**	SHS together with UNESCO's Yaoundé Office organized this online conference in the context of the yearly MOST fora which aims to promote and facilitate the science-policy nexus; by leveraging social science and research to help address countries' socio-economic challenges. This conference gathered the Social Development Ministers of several Central African State to discuss 'The Challenge of Poverty in Central Africa: Impact of Covid-19 Pandemic and Strategies'.
10.2020	Report : "Measuring Attitudes and Perceptions on the Impact of Covid-19 in select Sub-Saharan African Cities"	**SHS**	UNESCO, through its International Coalition of Inclusive and Sustainable Cities, launched a partnership with the Canadian COVID-19 Social Impacts Network and Metropolis Canada to conduct a survey targeting local populations in Africa to assess the specific needs and key issues that arose in Africa because of the pandemic. The survey enabled UNESCO to collect data from 3,001 people spread across 9 cities in sub-Saharan Africa (Abidjan, Dakar, Freetown, Harare, Johannesburg, Kampala, Libreville, Maputo and Nairobi).[152]
2020	Global Education Coalition – project with Orange	**ED**	Cooperation with telecommunication company, Orange, to facilitate access to education during the pandemic in sub-Saharan Africa by providing free internet access to certified e-learning platforms (projects in Botswana, Burkina Faso, Cameroon, Ivory Coast, Liberia, Madagascar, Mali, Senegal)[153]
02.2021	Report: Rapid Impact Assessment of Covid-19 on persons with disabilities in Malawi	**SHS**	UNESCO developed this report to assess the impact of the Covid-19 pandemic on people living with disabilities in Malawi and the level of integration of considerations relevant to them in the design of Malawi's response plan to the pandemic.

148 See https://events.unesco.org/event?id=Health_the_hidden_violence_of_the_race1509972838&lang=1033
149 UNESCO, Executive Board, 214th session, Execution of the programme adopted by the General Conference, Part I, Programme Implementation Report (PIR) 2021, (1 January 2018 - 31 December 2021), 211EX/4.I., 9 March 2021, para 256.
150 See more at: https://www.unesco.org/en/articles/african-youth-promoting-values-sports-during-covid-19-pandemic
151 Ibid, para 221.
152 UNESCO, Executive Board, 214th session, Execution of the programme adopted by the General Conference, Part I, Programme Implementation Report (PIR) 2021, (1 January 2018 - 31 December 2021), 211EX/4.I., 9 March 2021, para 219. See also https://en.unesco.org/news/unesco-addresses-societal-inequalities-and-economic-impacts-covid-19-nine-sub-saharan-african
153 UNESCO, Executive Board, 6th extraordinary session, Impact of the Covid-19 crisis on UNESCO's programme and activities, 6X/EX/3, 20 May 2020, para 20.

Date	Response	Sector	Additional description and/or comments
11.2021	Creation of online resource hubs specific to Africa, containing valid information regarding the virus	**CI**	UNESCO supported the creation of the Africa Community Media Information Hub on Covid-19 & Health in November 2021 in partnership with the African Union's Pan African Virtual and e-university and the AU (as part of the CoronavirusFacts programme)[154]. In a similar vein, UNESCO is part of the network that created the WHO-led Africa Infodemic Response Alliance, which aims to disseminate safe, valid, proven facts on the pandemic and counter disinformation.
2020-2022	Remote learning projects	**ED**	Distance education projects for primary and secondary school learners during Covid-19 (e.g. 'Education on Air' radio educational programme in South Sudan, distribution of tablets for students in Senegal, ImaginEcole in 10 Western African countries, equivalent in Anglophone countries)[155] or the online learning platform designed by UNESCO's International Institute for Capacity building in Africa (IICBA).
To be published in early 2023	Study on the impact of the pandemic in five African countries	**ED**	Synthesis report: Yakeu Djiam, Serge Eric (forthcoming). The impact of COVID-19 on education systems in West and Central Africa: Regional Report. Dakar, UNESCO. Case studies: Adediran, Sulleiman (forthcoming). The impact of COVID-19 on education systems in West and Central Africa: Nigeria Case Study. Dakar, UNESCO. Turay, Samuel (forthcoming). The impact of COVID-19 on education systems in West and Central Africa: Sierra Leone Case Study. Dakar, UNESCO. Manirakiza, Désiré (A paraitre). L'impact de la COVID-19 sur les systèmes éducatifs en Afrique centrale et de l'Ouest : Cas du Burundi. Dakar, UNESCO. Landim, Rui Correia (A paraitre). L'impact de la COVID-19 sur les systèmes éducatifs en Afrique centrale et de l'Ouest : Cas de la Guinée-Bissau. Dakar, UNESCO. Mimche, Honoré (A paraitre). L'impact de la COVID-19 sur les systèmes éducatifs en Afrique centrale et de l'Ouest : Cas du Cameroun. Dakar, UNESCO.

154 Ibid, Para 259

155 UNESCO, Executive Board, 214th session, Execution of the programme adopted by the General Conference, Part I, Programme Implementation Report (PIR) 2021, (1 January 2018 - 31 December 2021), 211EX/4.I., 9 March 2021, para 227.

Annex H. Mapping exercise analysis based on a representative random sample of 100 projects in SISTER

With this analysis, we attempt to quantitatively map the impact of the Covid-19 pandemic on UNESCO projects and the corresponding projects' response. The mapping is based on a representative sample of projects in the SISTER database.

Methodology

Sampling. From SISTER, we retrieved all the projects of the Programme Sectors (ED, CLT, SC, SHS, CI) and of IOC that are labelled as "active" in the 2020-21 biennium (n=2,054). This sample included both projects funded with regular programme budget (RP) and voluntary contributions, also known as extrabudgetary resources (XB). In a second step, the team extracted from SISTER a list of 1,545 projects for which the workplan mentioned at least one Covid-19-related keyword.[156] From this list, we generated a representative random sample of 100 projects (confidence level of 90% by 8% margin of error for n=2,054). The sample proportionately reflects the number of projects in the SISTER database: CI_n=13; CLT_n=23; ED_n=34; IOC_n=4; SC_n=17; SHS_n=9. We manually retrieved and reviewed each of the 100 workplans. The extraction was done on April 27, 2022.

Categorization. we assessed each project based on its SISTER workplan along the following dimensions and categories:

- **Impact of the pandemic on the project implementation**
  - High: the pandemic led to severe delays or cancellations of activities
  - Medium: the pandemic led to some delay in activities but no cancellation
  - Low: the project activities could be implemented as planned
  - N/A: projects were planned during the pandemic (n=4) or the impact on the implementation of activities was not described in the workplan (n=2)
- **Extent to which implementing modalities were modified**
  - Entirely: (almost) all activities were implemented in a different way (e.g. virtually)
  - Partly: some activities were implemented in a different way
  - Not modified: no or almost no activity was modified
- **Degree of 'Covidness':** extent to which the project was designed to respond to the pandemic
  - Entirely Covid-19 related: without the Covid-19 pandemic, the project would not have taken place and (virtually) all funding in the project is dedicated to the Covid-19 pandemic response
  - Significantly Covid-19 related: without the Covid-19 pandemic, the project would possibly still have been implemented but would have looked different. A significant portion of the funding is dedicated to the Covid-19 response, but not everything.
  - Marginally Covid-19-related: The project is somewhat influenced by the Covid-19 pandemic but would not look significantly different without the pandemic.
  - Not Covid-19 related: The project is not influenced at all by the pandemic.

Analysis. The analysis looks at the entire universe of projects of IOC and programme sectors that were active during the 2020-2021 biennium (n=2,054), under the **assumption that projects with no mention of Covid-19 keywords in the project workplan (n=509) can be assigned the lowest categories** above: low impact, not modified, not Covid-19-related. The absence of Covid-19-related keywords in the workplans might however be due to reporting shortfalls, so that the real impact, modifications and "covidness" of projects might be slightly higher. A disaggregation by sector is meaningless in view of the sample size.

156 The following keywords were used: Covid, Covid-19, pandemic, pandémie, health crisis, crise sanitaire

Results

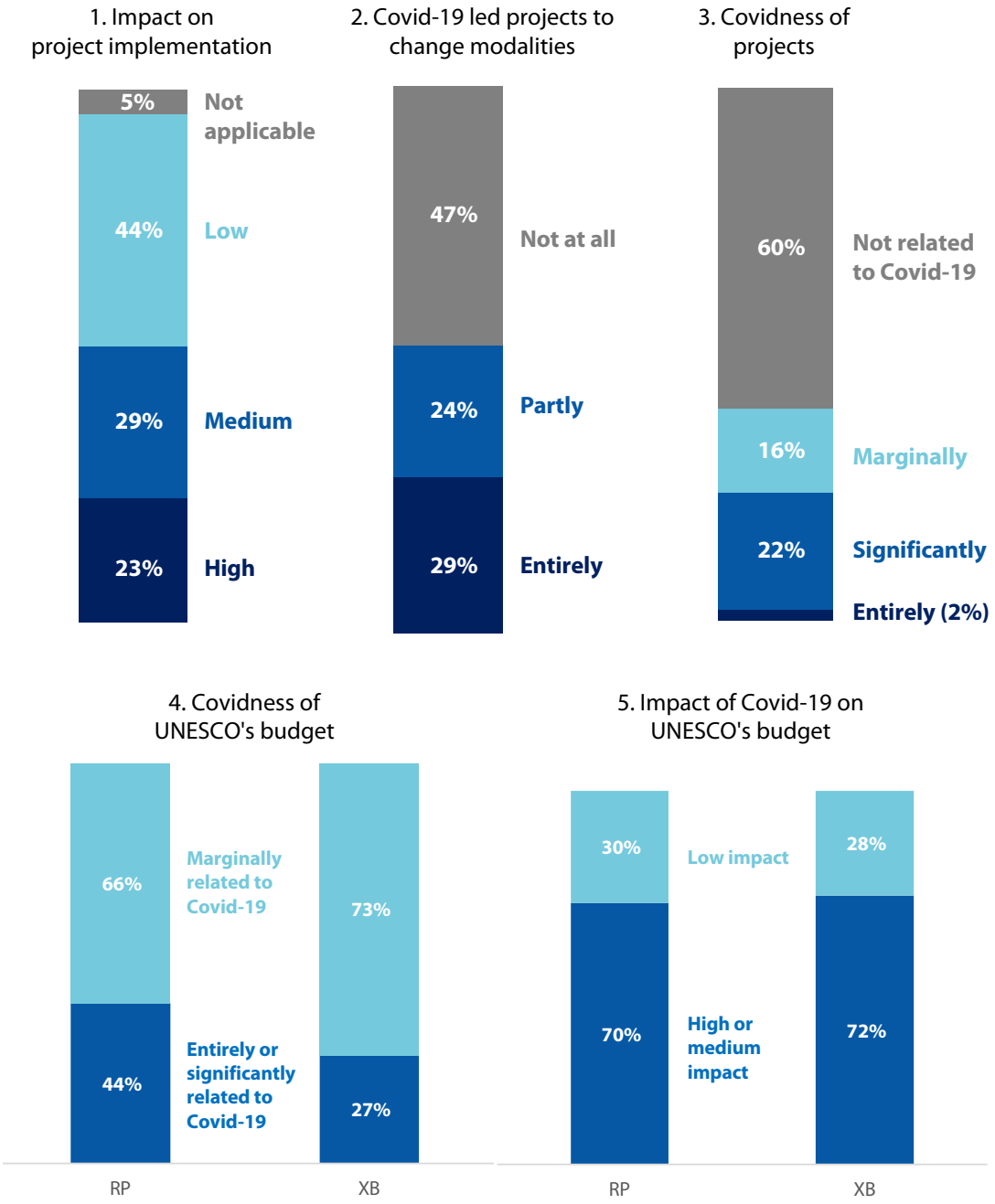
Impact of the pandemic on projects. The pandemic had a high impact on the implementation of 23% of the projects and a medium impact on 29%. In terms of budget, these represent 70% of the regular programme and 72% of the extra-budgetary allocations.

Adaptation of implementation modalities. In 53% of the projects, implementing modalities were entirely or partly changed to adapt to the pandemic conditions (mostly by moving to online activities). For the remaining projects, some activities had to be postponed until they could take place, others were planned in a way that the pandemic did not affect their implementation (e.g. not involving presence in meetings).

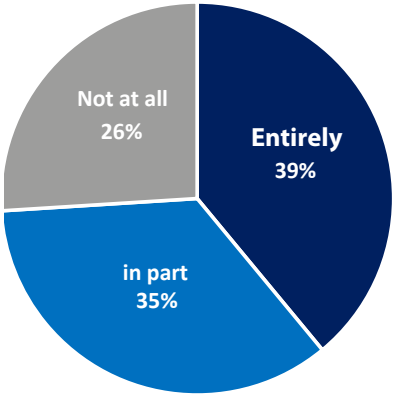
"Covidness" of projects. 25% of the projects are entirely or significantly Covid-19-related, representing 44% of the RP and 27% of the XB. A look at the data shows that larger items financed by XB resources (those worth over USD 1 Mio.) were largely impacted (12 out of 13) by the pandemic but most of them are not Covid-19-related (5 out of 13 are significantly Covid-19-related).

Adaptation of impacted projects. Of the 69 projects in our sample that were impacted by the pandemic (medium or high impact), 51 saw their implementation modalities adapted. This is proportionally slightly higher than those projects on which the pandemic had a low impact, with a 8% margin of error.

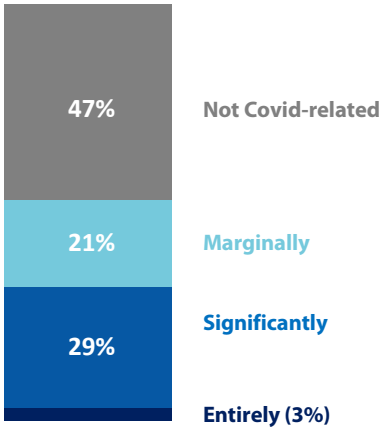
'Covidness' of impacted projects. There is no correlation between the impact of the pandemic on the project implementation and the "Covidness" of these projects. Of the 69 impacted projects, 20 are significantly Covid-19 related, while 12 are marginally Covid-19 related. The remaining 37 projects are not Covid-19 related at all.



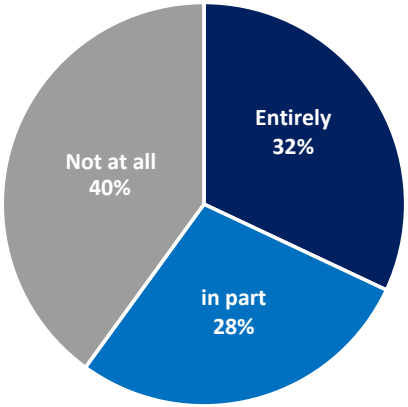
6. Projects which the Covid-19 pandemic had a medium or high impact on (n=69) modified their implementation modalities...



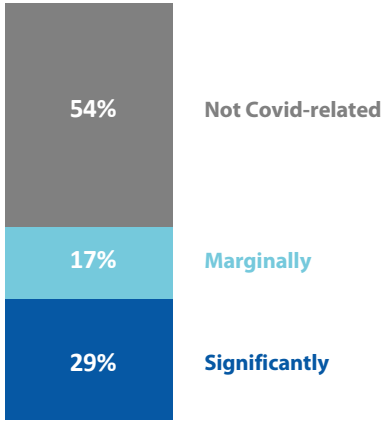
Covidness of the entire sample (n=100)



6. Projects which the Covid-19 pandemic had a medium or high impact on (n=69) modified their implementation modalities...



Covidness of the entire sample (n=100)



Conclusions and discussion

The quality of the results can only be as good as the data is, i.e. as representative of the universe of UNESCO activities as SISTER is. Furthermore, the level of information available in the 100 workplans we analysed differed between projects which sometimes left room for interpretation when assigning them to the above categories. Finally, not all projects UNESCO was involved in are reflected in SISTER at the project level. Indeed, if a UNESCO activity is not funded with UNESCO budget, no workplan is generated in SISTER (e.g. free cooperation with other organizations or funds managed by the UN Multipartner Fund). Thus, some of the Covid-19 related activities UNESCO participated in may not be reflected in the sample the evaluation team extracted from SISTER. The following conclusions should thus be taken with that in mind.

- *A large part of the UNESCO portfolio was not or marginally altered as a result of the Covid-19 pandemic.* One in four workplans of the 2020-21 biennium does not refer to the pandemic at all. Of those mentioning it, almost half were not related to the Covid-19 pandemic. Thus, the majority of projects captured in SISTER either did not address the effects of the pandemic or did not explicitly report addressing them (60%). Very few projects exist only because of the pandemic (2%), even though 22% were significantly redesigned to address it.
- A large majority of impacted projects saw their implementation modalities adapted to the restrictions imposed during the Covid-19 pandemic (74%). This suggests that *the organization was eager to ensure the continuity of its activities despite the pandemic.*
- While the pandemic impacted projects representing more than 70% of the budget, the proportion of the budget used for projects to respond to the pandemic is much lower. One explanation could be that *UNESCO's responses to the Covid-19 pandemic mostly involved UNESCO staff time,* which is not well captured in SISTER

Annex I. Biodata of the evaluation team

Dr. Markus Palenberg

Markus works as evaluator, researcher and advisor. He leads and conducts evaluations of aid institutions and multilateral programs, including global programs and public-private partnerships. His research focuses on aid efficiency and value for money, on causality and responsibility, and on managing for results. As advisor, Markus supports aid institutions and programs with results-based management, governance, and approaches and systems for M&E.

Over the last 20 years, Markus led and conducted more than 40 research and consulting assignments in the public and private sector (click here for examples). He is a book editor and contributor and regular peer reviewer for scientific publications. Markus has served on Boards, Executive Committees and Advisory Panels of development programs and institutions.

Before establishing IfDS in 2008, Markus worked as a manager at the Global Public Policy Institute (GPPi) in Berlin and McKinsey & Company, Inc. in Paris and Munich. Markus holds a doctorate in Theoretical Physics and has worked as researcher at the Massachusetts Institute of Technology in Boston.

Dr. Diane Bombart

Diane Bombart works as an independent consultant at the intersection of development, foreign and security policies. She is an associate evaluator at the Institute for Development Strategy. Since 2010, she has evaluated a number of global development programmes, policies, and projects for international and national governmental organizations. She holds a doctoral degree in organisational sociology from the University of Potsdam and a Master's degree in political science from the Ludwig-Maximilian-University of Munich.

Ms. Taipei Dlamini

Taipei Dlamini is an Evaluation Specialist at the UNESCO Division for Internal Oversight Services. Over the past five years, she has evaluated a variety of UNESCO programmes including the evaluation of UNESCO's work on Media and Information Literacy, its action to protect culture in emergencies or that of UNESCO's Strategy for action on Climate Change. She holds a Master's degree in International Law and Administration from the Université Paris I Panthéon Sorbonne in Paris, France. Prior to joining UNESCO, she worked with the Southern African Development Community (SADC) Lawyer's Association, a South African-based NGO aimed at promoting the rule of law and the protection of human rights in the SADC region.

Ms. Mariana Gamarra

Mariana Gamarra is currently working as an Evaluation Consultant for UNESCO's Division for Internal Oversight Services. She has worked previously as a Junior Policy Analyst for the OECD, within the Development Assistant Committee's Network on Development Evaluation (EvalNet), and holds a Master's degree in Anthropology and Sociology of Development from *L'Institut de hautes études internationales et du développement* in Geneva.

Annex J. Evaluation frameworks and methods

Annex K. Template for detailed analysis of programmatic and institutional dimensions

Annex L. Interview guide

Annex M Member States' survey results

DIVISION OF INTERNAL OVERSIGHT SERVICES

Evaluation Office