

Organisational Assessment of UNESCO, 2018

Introduction

Purpose of the organisational assessment

New global challenges and the 2030 Agenda make great demands on the multilateral system and provide the opportunity to establish a stronger and more integrated system. Sweden will work to strengthen and increase the effectiveness of the multilateral development system in order to achieve better results.

The Government's *Strategy for multilateral development policy* (UD2017/21055/FN) states that Sweden's work in multilateral organisations will be conducted in such a way that it achieves the greatest possible impact for Sweden's development policy objectives and other policy goals. Sweden's involvement will also aim to strengthen the multilateral system as a whole. Sweden's cooperation with, and advocacy in relation to, multilateral organisations will also be coherent and synergies will be sought between different Swedish actors. In order to achieve these objectives, the organisations with which Sweden cooperates will be assessed in a structured way on the basis of relevance and effectiveness. These organisational assessments will both provide input for Sweden's four-year cooperation strategies with multilateral organisations and be a starting point for further advocacy and policy dialogue. In Sweden's view, it is particularly important that work in all multilateral organisations focuses on results and efficiency, transparency, anti-corruption and accountability functions. The conclusions of this organisational assessment of UNESCO are the starting point for the objectives for Sweden's Strategy for cooperation with UNESCO in 2018–2021.

Starting points for the organisational assessment

The last organisational assessment of UNESCO was carried out in 2012. Since then Sweden has increased its involvement and influence in UNESCO. Sweden has more than quadrupled its extra-budgetary funding to UNESCO for the period 2014–2017. Sweden was also a member of UNESCO's Executive Board in 2014–2017. This increase in cooperation with UNESCO has improved Sweden's knowledge about the organisation and contributed to greater ability to assess UNESCO's relevance for Sweden and UNESCO's internal and external effectiveness.

Since 2012 several important decisions have been made regarding the development of UNESCO. In common with the rest of the UN system, UNESCO now has a four-year programme period and a biennial budget. UNESCO's programme for 2018–2021 is also the first to have a biennial integrated budget for the first two years, i.e. member states' assessed contributions and extrabudgetary funds are brought together in a single budget document. Previously the budget only contained the funds received by UNESCO in the form of member contributions. In parallel with this, it was also decided to introduce so-called structured financing dialogues in order to clarify the organisation's prioritised activities and increase the transparency of donor coordination, etc.

UNESCO has developed since 2012 despite the great financial difficulties that resulted from the US not paying its assessed contributions since 2011 because Palestine was admitted as a member of

UNESCO. These financial difficulties have led to simplifications and restrictions of its activities, which in certain cases contributed to focusing the work of the organisation. Unfortunately they have also led to major redundancies and difficulties in the effective work planning.

The global context is also different now compared to in 2012. Since 2012 UNESCO has been brought nearer to the UN system, partly through work on the 2030 Agenda and closer cooperation with the leadership of various UN bodies. The resolutions on cultural heritage in war and conflict adopted by the UN Security Council and UNESCO's role in the UN Plan of Action on the Safety of Journalists and the Issue of Impunity have also contributed.

UNESCO has played an active part in the drafting of the 2030 Agenda and contributes directly to no less than nine of the goals, with special responsibility within the UN system for goal 4 (education). Education has been given a central place in the global Agenda, which means that UNESCO's relevance has increased for a broad range of member states.

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Name of organisation: UNESCO

Ministry responsible: Ministry of Education and Research

Mandate and principal focus of activities according to the organisation's strategic governing documents

UNESCO (United Nations Educational, Scientific and Cultural Organization) is a specialised agency in the UN organisation and was founded in 1945. Sweden became a member in 1950. Cooperation with the UN and other UN bodies is coordinated through the UN Economic and Social Council (ECOSOC).

The mission of the organisation is to contribute to the building of peace, the eradication of poverty, sustainable development and intercultural dialogue through education, science, culture, communication and information.

UNESCO is a normative organisation, whose role is to be an arena in which the member states can agree on principles which can, in some cases, be transformed into normative instruments such as recommendations and conventions. Normative work also involves contributing to functioning models for implementing the principles in practice in cooperation with the responsible actor. It is not only member states that meet through UNESCO; the organisation has an unusual ability to bring together experts from a wide range of areas (UNESCO's 'convening power') through expert meetings, working groups or global conferences. According to UNESCO's website in February 2018, experts meetings are held on topics such as the financing of education systems, the Man and Biosphere Programme, integration of migrants in cities, democratic elections, women in science, geoparks and press freedom. UNESCO also contributes to capacity-building in its member states through programme activities, compilation of statistics, monitoring of programme activities and dissemination of good examples and by being a catalyst for international cooperation.¹

UNESCO's overarching eight-year strategy, *Medium-Term Strategy 2014–2021*, sets out nine strategic objectives. In addition, *Africa* and *gender equality* are listed as global priorities that will influence all activities.

Governing body, management structure and Swedish participation

UNESCO's supreme decision-making body is its General Conference, at which representatives of the member states meet every other year to adopt guidelines, programmes and budgets, and to elect, for example, the Director-General and member states to the boards of various subsidiary bodies and programmes. UNESCO's activities are based on a four-year programme (2018–2021). Its budget runs for two years. The General Conference elects an Executive Board for four years, made up of representatives from 58 member states. The Executive Board meets twice a year and is responsible for following up decisions taken at the General Conference, preparing draft work programmes, monitoring the implementation of programmes and the budget. Sweden was a member of the Executive Board in 2014–2017. The Nordic countries maintain an informal system of rotation on the Executive Board, and Finland has now been elected to UNESCO's Executive Board for the period 2018–2021.

¹ UNESCO's five main functions are defined as: (1) laboratory of ideas and generating innovative proposals and policy advice (2) developing and reinforcing the global agenda through policy analysis, monitoring and benchmarking (3) setting norms and standards and monitoring their implementation (4) strengthening international and regional cooperation and fostering alliances, intellectual cooperation, knowledge-sharing and operational partnerships (5) providing advice for policy development and implementation, and developing institutional and human capacities. (UNESCO's Medium-Term Strategy 2014–2021)

UNESCO's Secretariat in Paris has some 1 000 employees, three of whom are Swedish.² At the General Conference in 2017, Audrey Azoulay (France) was elected as Director-General for 2018–2021.

UNESCO is unique among UN bodies in that it is compulsory to have an organisation in all member states that works on UNESCO issues nationally. These organisations are called *national commissions*. Sweden's national commission is *Svenska Uneskorådet [the Swedish National Commission for UNESCO]* (terms of reference. 2013:123). Through its cooperation with governments, national commissions, NGOs, large global networks of experts and individual experts with broad mandates UNESCO has a uniquely large presence in its member states.

Most member countries, including Sweden, have permanent delegations to UNESCO, which are led by ambassadors and represent member states at headquarters.

UNESCO has 53 country and regional offices, mainly in developing countries. In addition there are ten UNESCO institutes and centres with different specialisations (principally in education) in various countries, which receive a small part of their budget from UNESCO.

At present, Sweden has been elected to several boards of UNESCO's subsidiary bodies: the Man and the Biosphere Programme (MAB) for 2017–2021, the UNESCO Institute for Statistics (UIS) for 2015–2019, the UNESCO Institute for Lifelong Learning (UIL) for 2017–2020, the UNESCO International Programme for the Development of Communication (IPDC) for 2017–2021, the UNESCO Information for All Programme (IFAP) for 2015–2019 and the Intergovernmental Committee for the UNESCO Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property for 2017–2021.

UNESCO also works through its many international networks and the organisation also cooperates closely with several hundred NGOs.

Total turnover - Swedish financial contributions, both nominally and in relation to other donors

UNESCO's budget consists of member states' assessed contributions (regular budget) and voluntary extrabudgetary funds. The regular budget for the period 2018–2019 is USD 595 million. This is a decrease from the previous two-year period, partly caused by the fact that the United States has announced its withdrawal from the organisation and has not paid its member contribution since 2011, when Palestine was admitted as a member.

Member states' assessed contributions are based on the UN scale of contributions (member state GDP and population). The Swedish share of UNESCO's budget is 0.956 per cent, corresponding to about SEK 25 million/year.

UNESCO estimates that voluntary extrabudgetary funds will amount to about USD 630 million for 2018–2019, with funding sources including member states, the World Bank, the European Commission and development assistance organisations as well as the private sector.

² According to the geographical "normal distribution" of permanent employees, in relation to country size and population, the Swedish "normal quota" is estimated to correspond to 4–7 persons. These figures do not include people on secondment/temporary contracts.

Sweden contributes voluntary funds to the work of UNESCO through Sida. Sida's present framework agreement with UNESCO amounts to about SEK 400 million for the period 2014–2017.³ In 2017 Sweden was the second largest donor of extra-budgetary funds to UNESCO.

Part 1 Relevance

Multilateral organisations have to work towards relevant objectives and meet basic requirements concerning their ability to deliver in their specific areas of expertise. In this section the relevance of the organisation is assessed on the basis of the thematic directions of Swedish development cooperation policy (component 1) and in relation to its role for the development of norms and standards in areas of development (component 2). An assessment is also made of the role of the organisation for the achievement of the 2030 Agenda goals (component 3). Finally an assessment is also made of how well the organisation performs in relation to five perspectives in Swedish development cooperation policy (component 4).

Scale for rating components 1–3

Score	Description:
4	The organisation is of central importance in contributing to the achievement of the target. Critical role means that the organisation plays a decisive role for the achievement of the target and/or is leading in the area.
3	The organisation plays an important, but not decisive, role for the achievement of the target. The organisation plays an important role in parts of its role/activities but other parts of its activities are only supportive or less critical for the achievement of the sub-objective.
2	The organisation plays a less important role for the achievement of the target.
1	There are no clear signs that the organisation plays an important role in contributing to the achievement of the target.

³ Sida's framework agreement with UNESCO amounts to SEK 280 million in the area of education (chiefly UNESCO's specialised educational institutes and centres); SEK 80.5 million for cultural interventions and interventions in communication and information; and SEK 38 million in the area of science. In addition, Sida provides programme support of SEK 32 million for girls' literacy in Afghanistan and a further SEK 90.5 for sexuality education.

Component 1: The role of the organisation for the achievement of the thematic directions of Swedish development cooperation



The role of the organisation for the achievement of the thematic directions of Swedish development cooperation according to the policy framework for Swedish development cooperation and humanitarian assistance	Not important	Minor importance	Important	Central importance
Global gender equality			X	
Human rights, democracy and the principles of the rule of law				X
Equitable health			X	
Education and research				X
Migration and development		X		
Inclusive economic development		X		
Environmental, climate and natural resources			X	
Peaceful and inclusive societies				X
Summary rating			X	

Comment
 UNESCO’s activities include activities of relevance for virtually all of the thematic directions of Swedish development cooperation. In the thematic directions **human rights, democracy and the principles of the rule of law, education and research** and **peaceful and inclusive societies** UNESCO is assessed as being of central importance. This concerns activities such as UNESCO’s work on freedom of expression including artistic expression, safety of journalists as well as media and information literacy. As the UN education body, UNESCO coordinates work on Goal 4 of the 2030 Agenda and supports member states in their efforts to achieve gender equal and equitable education for all. Education plays a fundamental role in strengthening human rights and gender equality and in preventing conflicts. UNESCO’s work in the area of culture also plays an important role in inclusion and sustainable development. Through interventions for the right to education for women and girls UNESCO contributes to **global gender equality**. This also applies to UNESCO’s work on sexuality education and its work on sexual and reproductive health and rights. The latter also links up, along with UNESCO’s work to combat HIV/AIDS, to the assessment that UNESCO is of great importance for **equitable health**. UNESCO’s scientific work in areas such as the ocean, freshwater and biodiversity contributes to work on the **environment, climate and natural resources**. Environment and climate are also an integrated part of UNESCO’s work on education for sustainable development, and UNESCO also supports member states in the integration of sustainable development and climate change in their efforts to preserve and manage world heritage sites. UNESCO’s contribution to the thematic directions **migration and development** and **inclusive economic development** are assessed as being less important. However, at the same time, UNESCO’s work in, for example, education and human rights contributes to improving living condition and preventing conflicts, which often cause involuntary migration. Education and the role of education in strengthening women’s empowerment in particular contribute to inclusive economic development.

To sum up, UNESCO plays an important role in the fulfilment of the thematic directions of Sweden’s development cooperation.

Sources

- Policy framework of Swedish development cooperation and humanitarian assistance (Govt. Comm. 2016/17:60)
- UNESCO’s Medium-Term Strategy 2014–2021
- UNESCO’s Programme and Budget for 2018–2021 (39 C/5)

Component 2: The role of the organisation in developing norms and standards in development areas



The role of the organisation in developing norms and standards in development areas and/or in the humanitarian area				
The role of the organisation in coordinating international actors and in developing norms and standards that are relevant for member states and partner countries.				X
The role of the organisation (nationally and internationally) in supporting and encouraging countries to implement norms and standards in areas covered by the organisation’s mandate.				X
The role of the organisation in generating evidence and formulating policy proposals used by decision-makers in international organisations and partner countries.			X	
Summary rating				X
<p>Comment</p> <p>UNESCO is a normative organisation in which member states draft conventions and recommendations defining norms and standards for global work in education, science, culture, and communication and information. The developed norms and standards apply to all member states. UNESCO also cooperates with other UN bodies and voluntary organisations in this regard. In UNESCO’s work on developing global norms and standards it is worth to mention, in particular, work in the climate area and science in, for example, the Man and Biosphere Programme and the Intergovernmental Oceanographic Commission (IOC), global work in education, standards for media and freedom of expression as well as common principles for preservation of cultural heritage, including in conflict situations. A large part of the organisation’s programme is implemented and financed nationally by member states, unlike traditional aid organisations.</p> <p>UNESCO does not conduct any humanitarian activities as such, but has made efforts to establish education as an integrated part of humanitarian assistance. UNESCO also seeks to ensure that international standards in the organisation’s areas of competence will be protected and respected, both in crises and in post-conflict situations. UNESCO chiefly cooperates with member state governments through planning, advice, norm-setting and by establishing overarching plans for development and also, to a lesser extent, by intervening in disaster situations. At the country level UNESCO can nevertheless provide operational support as an integrated part of UN operations in humanitarian emergencies, through participation in appeals from the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), UN needs assessments, programmes and financing mechanisms.</p>				

Sources

- UNESCO's Medium-Term Strategy 2014–2021
- Man and the Biosphere Programme Strategy 2015–2025
- IOC Medium-Term Strategy 2014–2021
- Strategy for the Reinforcement of UNESCO's Action for the Protection of Culture and the Promotion of Cultural Pluralism in the Event of Armed Conflict

Component 3: The role of the organisation for the fulfilment of the 2030 Agenda

The role of the organisation for the fulfilment of the 2030 Agenda	Not important	Minor importance	Important	Central importance
No poverty (goal 1)			X	
Zero hunger (goal 2)		X		
Good health and well-being (goal 3)			X	
Quality education for all (goal 4)				X
Gender equality (goal 5)			X	
Clean water and sanitation (goal 6)			X	
Sustainable energy for all (goal 7)	X			
Decent work and economic growth (goal 8)		X		
Sustainable industry, innovation and infrastructure (goal 9)			X	
Reduced inequality (goal 10)			X	
Sustainable cities and communities (goal 11)			X	
Sustainable consumption and production (goal 12)		X		
Take action to combat climate change (goal 13)			X	
Oceans, seas and marine resources (goal 14)				X
Terrestrial ecosystems and biodiversity (goal 15)			X	
Peaceful and inclusive societies (goal 16)				X
Implementation and global partnership (goal 17)			X	
Summary rating			X	
Comment UNESCO's activities are broad and cover several of the Agenda 2030 goals. UNESCO contributes directly to nine goals (goals 4, 5, 6, 9, 11, 13, 14, 15 and 16) through global or shared leadership; coordination; monitoring; benchmarking; by taking the lead on issues globally; leading or collaborating in global multi-stakeholder coalitions; through its normative mandate; by providing policy support; and contributing to capacity building. This is done in close cooperation with other UN bodies as well as public and private sector partners.				

Goal 4 should be mentioned in particular since UNESCO leads and coordinates the implementation of the goal “Quality education for all”. UNESCO prioritises gender equality in all parts of its mandate which, since education is a precondition for gender equality, means that UNESCO’s work is important for the achievement of goal 5. Its mandate in culture and in communication and information policy means UNESCO’s work is important also for goals 11 and 16. UNESCO’s work is of particular importance for the implementation of target 16.10 which concerns public access to information and protection fundamental freedoms, in accordance with national legislation and international agreements. UNESCO contributes to goal 14 on “Oceans, seas and marine resources” through its work on ocean issues through the “Intergovernmental Oceanographic Commission” (IOC), which is responsible for cooperation on matters such as measurement data for monitoring the state of the oceans.

UNESCO produces internationally comparable statistics in its areas of competence, which is routinely used by the World Bank, UNDP, the European Union, etc. Also UNESCO periodically produces evidence-based reports on for example the state of education (Global Education Monitoring Report), water (World Water Development Report) and ocean (Global Ocean Science Report).

The 17 goals are closely interwoven. For example, UNESCO’s work in education also contributes to goals 1, 3, 5, 8, 10, 11, 12, 13, 6 and 17.

Of the goals that UNESCO contributes to indirectly, a particular mention can be made of goals, 1, 10 and 17. UNESCO contributes to achieving them by, for example, promoting quality education at all levels (goals 1 and 10) and by providing support for South-South and North-South-South cooperation in all areas of its mandate (goal 17).

Sources

- UNESCO’s Programme and Budget for 2018–2021 (39 C/5)
- UNESCO moving forward the 2030 Agenda for Sustainable Development
- Preliminary proposals by the Director-General for the Draft Programme and Budget for 2018–2021 (39 C/5) (200 EX/13)

Scale for rating components 4–12

Score	Description:
	The organisation performs very well on a majority of the criteria, including at the country level.
	The organisation performs well on at least half the criteria, including at the country level. This score can include both strong and weak performance, but the summary picture is closer to a higher than a lower score.
	The organisation performs satisfactorily on at least half the criteria, including at the country level, and the summary picture is closer to a lower than a higher score.
	The organisation performs weakly and meets few or none of the criteria.

Component 4. Perspectives that should be integrated in all Swedish development cooperation

The Government has identified five perspectives that should consistently be integrated into and permeate Swedish development cooperation:

- A. Perspective of poor people on development
- B. Rights perspective (human rights and democracy as fundamental to development)
- C. Conflict perspective
- D. Gender equality perspective
- E. Environmental and climate perspective

A. The organisation integrates the perspective of poor people into its activities



The organisation integrates the perspective of poor people into its activities in a satisfactory way				
The organisation has a policy or a strategic framework for integrating the perspective of poor people into its activities			X	
The perspective of poor people has an impact on policies and on the implementation of the organisation's interventions and programmes.			X	
The organisation has functional systems and capacity for ensuring the integration of the perspective of poor people into its activities.		X		
The integration of the perspectives of poor people in the organisation's work is monitored and continuously used for the improvement of its activities.		X		
Summary rating			X	
<p>Comment</p> <p>In its eight year <i>Medium-Term Strategy</i>, UNESCO has pointed out the eradication of poverty as one of the organisation's key missions, and <i>Africa</i> and <i>Gender equality</i> are its two overarching global priorities for all activities. Specific interventions are mainstreamed to the least developed countries and small island developing states (SIDS). UNESCO allocates special funds to Africa and 60 per cent of UNESCO's budget is classed as ODA (Official Development Assistance). UNESCO is also responsible for important areas that contribute to eradicating poverty such as education, free access to information and freedom of expression. In the area of education, UNESCO for example provides targeted assistance and reinforces national capacities to least developed countries within the framework of Capacity Development for Education Programme (CapED). In Afghanistan for</p>				

instance UNESCO supports institutional development of education and planning as well as the development of free and independent media.

Sources

- UNESCO’s Medium-Term Strategy 2014–2021
- UNESCO’s Priority Africa at UNESCO – An operational strategy for its implementation 2014–2021
- Evaluation of UNESCO’s Capacity Development for Education for All (CapEFA) Programme (ED/EO/SPM/bm/14/19)

B. The organisation integrates a rights perspective into its activities



The organisation integrates a rights perspective into its activities in a satisfactory way				
The organisation has developed a policy or a strategic framework for integrating a rights perspective into its activities			X	
The rights perspective has an impact on policies and on the implementation of the organisation’s interventions and programmes.			X	
The organisation has functional systems and capacity for ensuring the integration of the rights perspective into its activities.		X		
The integration of the rights perspective in the organisation’s work is monitored and continuously used for the improvement of its activities.		X		
Summary rating			X	
<p>Comment</p> <p>UNESCO has a rights-based approach in its activities. Both UNESCO’s eight year strategy and its programme for 2018–2021 express a clear focus on human rights, which are seen both as a precondition for and an objective of its activities. There is a particular focus on the rights perspective in, for example, UNESCO’s work on freedom of expression, culture and education, through a “human rights based approach, HRBA” in accordance with UN guidelines. Education is a human right and there is a dedicated strategy for UNESCO’s work on education in the period until 2021. UNESCO uses programmes, conventions, global cooperation and other means to advance on issues such as the right to information, press freedom, freedom of expression and artistic freedom and promote a diversity of cultural expressions. UNESCO also seeks to combat impediments to these rights, such as threats to and hate of journalists, impunity for crimes against journalists and destruction of cultural heritage.</p> <p>According to UNESCO’s internal policy for evaluation, its activities should, where possible, be evaluated from a rights perspective, and this gives the organisation the chance to continually improve the integration of the rights perspective in its activities. UNESCO has a dedicated strategy for how human rights should be included in its activities. However, it has not been updated for a long time.</p>				
<p>Sources</p> <ul style="list-style-type: none"> - UNESCO’s Medium-Term Strategy 2014–2021 - UNESCO’s Programme and Budget for 2018–2021 (39 C/5) - UNESCO Education Strategy 2014–2021 - UNESCO Evaluation Policy (196 EX/24.INF) - UNESCO Strategy on Human Rights, 2003 				

C. The organisation integrates a conflict perspective into its activities

Performs weakly	Satisfactory	Performs well	Performs very well

The organisation integrates a conflict perspective into its activities in a satisfactory way				
The organisation has developed a policy or a strategic framework for integrating a conflict perspective into its activities.		X		
The conflict perspective has an impact on policies and on the implementation of the organisation's interventions and programmes.			X	
The organisation has functional systems and capacity for ensuring the integration of a conflict perspective into its activities.		X		
The integration of a conflict perspective in the organisation's work is monitored and continuously used for the improvement of its activities.			X	
Summary rating			X	

Comment

Conflict management is not specifically an area of responsibility for UNESCO and there is no strategy or dedicated resources for the conflict perspective. At the same time UNESCO does clearly work with issues that fall within its mandate in conflict situations as well as in post-conflict and post-disaster situations. UNESCO's work underlines the human and institutional aspects of humanitarian assistance focusing on access to education, protection of cultural heritage as well as protection of freedom of expression and of information. There are guidance documents in some thematic areas that focus on conflict perspectives. For example, UNESCO has a strategy with an associated plan of action for the protection of culture and the promotion of cultural pluralism in the event of armed conflict. Security Council resolution 2199 on the financing of terrorism from February 2015 condemned the destruction of cultural heritage in Iraq and Syria and decided that all member states should take steps, in cooperation with UNESCO and Interpol, to stop the illegal trafficking of cultural objects from these countries. Resolution 2347, which was adopted in February 2017, is the first Security Council resolution to deal exclusively with cultural heritage issues and it underlines the activities of UNESCO. In addition, UNESCO has legal instruments to protect cultural heritage in conflict situations.⁴

In the area of communication and information UNESCO works to promote the safety of journalists and media development both generally and in crisis situations such as after disasters or conflicts. A conflict perspective is integrated into the UN Plan of Action on the Safety of Journalists and the Issue of Impunity, which is coordinated by UNESCO.

UNESCO contributes to strengthening the member states' capacity to offer quality educational opportunities for all, even in crises and conflicts, and to protect schools and higher education institutions from becoming targets in war and conflicts. In particular, UNESCO's International Institute for Educational Planning (IIEP) works actively on education in crises and conflicts. UNESCO was one of the founders of the *Inter-Agency Network for Education in Emergencies (INEE)* and participates in its work through its fund for education in emergencies, *Education Cannot Wait*. UNESCO's country office in Iraq points to its unique role in highlighting culture and education as important paths to sustainable peace-building and reconciliation. In Afghanistan, UNESCO is

⁴ The 1954 Hague Convention for the Protection of Cultural Property in the Event of Armed Conflict and its two Protocols, the Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Cultural Property (1970) and the Convention Concerning the Protection of World Cultural and Natural Heritage (1972).

mainly visible on education issues, for instance providing support to the country's Ministry of Education. During the period 2011-2015, 22.4 per cent of UNESCO's Education Sector's budget was allocated to 50 crises-affected countries around the world

Sources

- UNESCO's Medium-Term Strategy 2014–2021
- Strategy for the Reinforcement of UNESCO's Action for the Protection of Culture and the Promotion of Cultural Pluralism in the Event of Armed Conflict
- Action Plan for the Implementation of the Strategy for the Reinforcement of UNESCO's Action for the Protection of Culture and the Promotion of Cultural Pluralism in the Event of Armed Conflict
- United Nations Security Council Resolution 2199, S/RES/2199, (2015)
- United Nations Security Council Resolution 2347, S/RES/2347, (2017)
- UN Plan of Action on the Safety of Journalists and the Issue of Impunity
- Evaluation of UNESCO's Role in Education in Emergencies and Protracted Crises (IOS)
- UNESCO's Framework and Capacity for Support to Crisis and Transition Response (IOS)
- Incorporating safety, resilience, and social cohesion in education sector planning (IIEP)
- Reports from the Embassies of Sweden in Baghdad (31 July 2017) and Kabul (4 September 2017)

D. The organisation integrates gender equality into its activities



The organisation integrates gender equality into its activities in a satisfactory way				
The organisation has developed a policy or a strategic framework for gender mainstreaming.			X	
Gender equality has an impact on policies and on the implementation of the organisation's interventions and programmes.			X	
The organisation uses gender-specific data in results frameworks and in the monitoring of programmes/interventions.		X		
The organisation has systems and capacity for ensuring the gender mainstreaming of its activities.		X		
Gender mainstreaming is monitored and continuously used for the improvement of the organisation's activities.		X		
Summary rating		X		
<p>Comment</p> <p>Gender equality is an area with special priority in the organisation and should permeate all of its activities. The present eight-year strategy identifies gender equality as one of two overarching global priorities. UNESCO complies with the requirements set out in the <i>UN System-wide Action Plan on Gender Equality and the Empowerment of Women (UN-SWAP)</i>.</p> <p>This priority of gender equality has a two-pronged approach –both gender mainstreaming in all of UNESCO's sectoral areas and special programmes with a gender equality focus. In the education sector UNESCO's efforts include countering the lack of gender equality in education and assisting countries to develop gender-sensitive teaching materials that promote equal participation for women and men in society and working life. UNESCO is also working to enhance young people's access to quality sexuality education to improve sexual and reproductive health</p>				

and rights, which also helps to promote gender equality. In the area of communication and information UNESCO has highlighted threats and hate directed at women journalists. The organisation has developed some sex disaggregated statistics, which makes it possible to follow needs and trends for different groups. UNESCO publishes a large number of publications each year and has introduced requirements for gender equality analysis in connection with their release. For example, this is included in the reports *World Trends in Freedom of Expression and Media Development* and *Reshaping Cultural Policies*, both financed by Sweden.

During its time on the Executive Board Sweden has consistently applied a gender equality perspective to the work of UNESCO (internally as well as in its programme and budget). UNESCO's programme for 2018–2021 has a higher level of ambition for its gender equality objectives, better gender mainstreaming, a budget mechanism for gender equality resources was introduced as well as requirements for sex-disaggregated data in all reporting. The programme also requires gender parity in all expert groups and panels in UNESCO and a better age distribution, for example that young experts should more often be offered the opportunity to chair meetings or to participate in their capacity as experts in events organised by UNESCO.

Formal governing documents and accountability mechanisms for gender equality work are in place at UNESCO and steps have been taken in the right direction in recent years. At the same time, its executive management needs to ensure that the existing tools for gender equality are used more actively in UNESCO's operational activities and that programme interventions related to gender equality (which is one of two organisation-wide priorities) are given precedence over other activities when there is a lack of resources. The level of ambition regarding work related to gender equality can also be raised, in line with what is stated in 39 C/5. UNESCO also needs to include more interventions aimed at boys and men in its gender equality work.

Sources

- UNESCO's Medium-Term Strategy 2014–2021
- UNESCO's Programme and Budget 2018–2021
- Priority Gender Equality Action Plan 2014–2021
- Implementation by UNESCO of the United Nations System-wide Action Plan
- UN SWAP on Gender Equality and the Empowerment of Women (202 EX/5 III B)
- Gender Mainstreaming Guidelines (UNESCO publications, 2012)
- Priority Gender Equality Checklist for Publications

E. The organisation integrates an environment and climate perspective into its activities



The organisation integrates an environment and climate perspective into its activities in a satisfactory way				
The organisation has developed a policy or a strategic framework for an environment and climate perspective.				X
The organisation has functional systems and capacity for ensuring the integration of an environment and climate perspective into its activities.		X		
The organisation uses indicators to measure and monitor effects on the climate and the environment in its activities.			X	
The integration of the environment and climate perspective is monitored and continuously used for the improvement of the organisation's activities.		X		
Summary rating			X	

Comment

UNESCO has recently updates its strategy for action on climate change. Its strategy builds on UNESCO's *Medium-Term Strategy*, the Paris Agreement on climate change and the 2030 Agenda. The strategy has four focus areas: support to member states; promoting interdisciplinary knowledge and research; mobilising creative and diverse cultural expressions to address climate change; and support for inclusive social development and gender mainstreaming. All sectors in UNESCO will work with the strategy from an inter-sectoral perspective and resources for work on the strategy have been allocated in the programme for 2018–2021 and the budget for 2018–2019 (39 C/5). The strategy will be monitored through UNESCO's regular monitoring of its programme and budget.

Several of UNESCO's scientific programmes make important contributions to action on climate change and there is a climate perspective in several of UNESCO's targets in its four-year programme. UNESCO has also drafted and adopted a declaration on ethical principles in relation to climate change. Environment and climate are an integrated part of UNESCO's work on Education for Sustainable Development, where UNESCO is responsible for the UN's Global Action Programme on Education for Sustainable Development. The Man and the Biosphere Programme (MAB) connects 669 biosphere reserves in 120 countries in a network in which knowledge and experience are developed and exchanged concerning sustainable development when man and nature work together. The Intergovernmental Oceanographic Commission (IOC) supports the development of ocean sciences, observations and capacity-building to monitor the oceans' critical role in the climate system and predict ocean changes. The IOC also monitors several indicators linked to Goal 14. The International Hydrological Programme (IHP) supports member countries in policy development and capacity-building regarding changes in freshwater resources and greater awareness of sustainable groundwater management and cross-border freshwater cooperation. UNESCO also supports the efforts of member states to integrate sustainable development and climate change into the preservation and management of world heritage sites. UNESCO's General Conference in 2017 decided to include natural disasters within its strategy for the protection of culture and promotion of cultural pluralism in the event of armed conflict.

UNESCO does some work on internal climate and environmental aspects. UNESCO participates in Greening the UN; in the overview of the UN system's carbon dioxide emissions, UNESCO has low levels per employee. A guide for staff about how to act sustainably at an individual level was produced in 2010 and climate aspects are a factor in its travel policy. At the same time, UNESCO does not have an organisation-wide policy with time-bound targets for its internal climate and environmental work, including hospitality, publications, conferences and meetings.

Sources

- UNESCO Strategy for Action on Climate Change (39 C/Res. 46).
- Global Action Programme on Education for Sustainable Development (A/RES/69/211)
- MAB Strategy 2015–2025 (38 C/Res. 55)
- IOC Medium-Term Strategy 2014–2021 (Resolution XXVII-2)
- World Water Development Report
- Policy document on the impacts of climate change on world heritage properties (2008)
- Strategy for the Reinforcement of UNESCO's Action for the Protection of Culture and the Promotion of Cultural Pluralism in the Event of Armed Conflict
- Greening the Blue report 2016
- Sustainable Procurement Guidelines for UN Cafeterias, Food and Kitchen Equipment
- Staff guide to Greening UNESCO
- UNON Sustainable Events Guide

Part 2 Internal effectiveness

Internal effectiveness covers structural factors such as whether the management is appropriately structured and organised to deliver results in its area of activities, that there is a clear link between resources and results at all levels and that there is a strategic planning process for financing, implementation and monitoring.

Component 5:

Governance and management

Performs weakly	Satisfactory	Performs well	Performs very well

The activities of the organisation are governed and managed in an effective way	X	X	X	X
There is a clear link between its mandate, strategy and implementing plans.			X	
The organisation has a governing board or equivalent that holds its executive management accountable in an effective way.		X		
The executive management uses results, evaluations and audits to manage and improve the organisation's activities.		X		
The organisation is proactive and ends projects and programmes that are not delivering satisfactory results and redirects funding to activities that deliver better results.	X			
Staff recruitment, including promotion, is based on qualifications and performance, according to a transparent system.		X		
Summary rating		X		
<p>Comment</p> <p>UNESCO's mandate is clearly linked to its eight-year strategy which is, in turn, translated into four-year programmes for implementation. There is regular reporting to the Executive Board, where the Director General takes part during the discussions on the implementation of the programme. Reporting to the Executive Board has improved considerably in recent years through reports that focus on results rather than activities, for example the <i>Strategic Results Report (SRR)</i>. But there are still some unclear points in the reporting chain between country offices and headquarters regarding programme and budget reporting (C/5).</p> <p>On many occasions the link is also weak between recommendations from the internal and external audits and evaluations and the draft decisions on the development of activities. There have long been clear requirements in governing documents to close projects and programmes that do not show results, but these requirements are all to seldom applied. One contributing factor is the organisation's intergovernmental nature of decision-making and that member states' interests are sometimes given priority over UNESCO's interests in decision-making within UNESCO's governing bodies.</p> <p>In 2015 the external auditor carried out a major review of UNESCO's governance that showed clear areas for improvement, especially regarding the many subordinate bodies and committees organised by UNESCO. Even though the examination was considered valuable in itself, many member states expressed doubts about several of the recommendations. An intergovernmental working group was appointed to review the working methods in UNESCO's governing bodies. The group's recommendations were adopted by member states at the General Conference in 2017 and may contribute to concrete improvements if implemented as planned.</p>				

There are clear criteria and quality requirements for recruitment. It is positive that the gender distribution has continued to improve and that women now hold 40 per cent of the senior posts and 51 per cent of the expert positions. At the same time, the external audit has pointed to deficiencies in skills planning, for example that the organisation does not employ the right staff. The auditors have also pointed to instances where the executive management has not complied with the internal rules in the recruitment process. UNESCO needs to continue its work to ensure modern working conditions and tools that make it possible to balance work and life. One on-going challenge for the organisation is to establish reasonable and transparent rotation between and within sectors as well as between headquarters and country and regional offices. An increase in systematic and qualitative rotation of staff needs to be introduced immediately.

Sources

- UNESCO’s Medium-Term Strategy 2014–2021
- UNESCO’s Programme and Budget for 2018–2021 (39 C/5)
- Strategic Results Report (SRR) 2015 – 199 EX/4
- Audit Report on the Governance of UNESCO and Dependent Funds, Programmes and Entities (197 EX/28.INF Rev.)
- 39 GC resolution 87 “Governance procedures and working methods of the governing bodies of UNESCO” and 39 C/19, 39 C/20, 39 C/20 Annex I
- Audit of the Performance Management of UNESCO staff (IOS)
- Recruitment Process for International Staff (IOS)
- Formative Evaluation on UNESCO’s Results-Reporting (IOS)
- Human Resources Management Strategy 2017–2022
- External Audit report on forward-looking management of jobs, staffing and skills (GPEEC), (196 EX/23 part III)

Component 6. Results framework



The organisation has a well-functioning results framework				
The organisation has a results framework, or the equivalent, that covers the results of both activities and management.			X	
The framework clearly demonstrates the whole results chain with logical links between intervention, output and effect.		X		
The results framework is used at all levels of the organisation, including at programme and country level.		X		
There is a clear link between the strategic plan, the organisation’s results framework and the organisation’s integrated budget.			X	
Summary rating		X		
Comment				
In recent years UNESCO has made progress in results-based management, where objectives and indicators have been developed. The programme for 2018–2021 and the budget for 2018–2019 (39 C/5) constitute a further step in the right direction with an integrated budget framework for both member states’ assessed contributions and extrabudgetary funds, a more focused results framework with fewer high-level objectives, clearer expected results and better gender mainstreaming. Sweden has been actively involved in all of these decisions, but several indicators still focus on quantity rather than quality and effects.				

The implementation of the results framework by UNESCO's country offices is weaker than at global level, regarding both which objectives are reported and to whom reports are made in the organisation. There are also instances where staff at country and regional offices conduct activities without clear links to UNESCO's expected results.

It has also been decided to introduce structured financing dialogues, i.e. a process where donors of extrabudgetary funds discuss where extra financing is needed to achieve the objectives adopted by member states in the four-year programme. The structured financing dialogue may further strengthen the link between objectives and results, but only if the organisation is able to maintain the dialogue about the use of voluntary funds in a joint, cross-sectoral strategic mobilisation of resources.

Sources

- UNESCO's Programme and Budget 2018–2019 (39 C/5)
- Audit of the Performance Management of UNESCO staff (IOS)
- Proposals for the future Structure Financing Dialogues (202 EX/5 Part III C)
- External Auditor's report on the mobilization of extrabudgetary resources (202 EX/32.INF)
- Implementation of the action plan for improved management of extrabudgetary funds (202 EX/5 Part III E)

Component 7. Monitoring of results



The organisation has a well-functioning system for monitoring results				
Result and effectiveness are measured systematically over time to monitor progress towards objectives in the main areas of activities.			X	
Reporting in the form of, for example, annual reports and thematic reports from activities contain an account of the outcomes and effects achieved.		X		
There are clear guidelines for evaluation activities. The evaluation body is independent.				X
There is a clear mechanism for making use of the results of evaluations to improve activities and there is evidence that this is done.		X		
Reports on results are spread actively and systematically without delay to financiers, partners and other stakeholders.		X		
The organisation has systems and capacity for ensuring effective results-based management.			X	
Summary rating			X	
<p>Comment</p> <p>In recent years UNESCO's monitoring of its results has improved considerably. In 2015, UNESCO adopted a new format for the reporting of results to the Executive Board, whereby activities and outcomes are reported through a so-called <i>Performance Implementation Report (PIR)</i>. A report on results and impacts is presented once per programme period in a so-called <i>Strategic Results Report (SRR)</i>. All reporting is linked to the programme and the budget. There is still a tendency for parts of this reporting to overvalue interventions and activities and to pay less attention to the link between outcomes, resources and expected results.</p> <p>The evaluation Office within UNESCO's <i>Internal Oversight Service (IOS)</i>, performs independent, self-initiated evaluations of high quality in accordance with <i>Norms and Standards for Evaluation in</i></p>				

the UN System. The IOS has a clear mechanism for disseminating its results, but there is scope to improve the link between the discussions of the Executive Board and decisions based on the recommended changes presented by the IOS in specific areas. Therefore, it is debatable whether the organisation has sufficient capacity to ensure truly effective results-based management. At the same time the tendency is clear: an on-going development in the right direction with a greater focus on objectives and results. The new integrated budget framework further contributes to the continued development and strengthening of the link between objectives and results.

Sources

- Strategic Results Report (SRR) 2015 (199 EX/4)
- Programme Implementation Report (PIR) 2014–2016 (201 EX/4)
- UNESCO Evaluation Policy (196 EX/24.INF)
- Internal Oversight Service (IOS): Annual Report 2016 and 2017
- External Auditor Report *Reform implementation following UNESCO budget crisis* (201 EX/21 part V)

Component 8. Audit system



The organisation has a reliable and effective audit system	Red	Yellow	Light Green	Dark Green
There is an effective audit system that makes use of an accepted auditing standard. Internal and external audits are independent.				X
The auditing function has the mandate and the practical ability to audit both the finances and the activities of the organisation.			X	
The leadership makes active use of results and recommendations from both internal and external audits to govern and improve UNESCO's activities.		X		
Information is used actively to bring about change and to address poorly performing programmes, projects and/or initiatives.	X			
The organisation has functional systems and relevant capacity for ensuring an effective audit of its activities.		X		
Audit results are made publicly available without delay			X	
Summary rating			X	
<p>Comment</p> <p>Both the internal (<i>Internal Oversight Service, IOS</i>) and the external auditors are independent and use an accepted auditing standard. The head of the IOS is appointed for six years without the possibility of an extension. The appointment and potential dismissal of the Director of the IOS must be made in consultation with UNESCO's Executive Board. IOS annual reports are available on the internet in all six UN languages. The external audit in 2006–2017 was performed by the French national audit office (<i>Court of Audit</i>) and Canada's national audit office (<i>Office of the Auditor General of Canada</i>) has the assignment for 2018–2023.</p> <p>There are shortcomings in how the results of the audit reports are used in the development of the work of the organisation, including in decision-making in the secretariat and in UNESCO's decision-making bodies. IOS recommendations are not followed up systematically in activities and nor are they always consulted ahead of decisions on the design of activities or the winding down of poorly performing programmes. In addition, the IOS does not have the resources needed to provide adequate audit coverage. The target is to allocate 3 per cent of the budget ("for operational</p>				

activities”) in each sector for evaluation, but at the end of 2017 the figure was 1.7 per cent.

Sources

- UNESCO Evaluation Policy (196 EX/24.INF)
- Internal Oversight Service (IOS): Annual Report 2016
- Internal Oversight Service (IOS): Annual Report 2017

Component 9. Risk, anti-corruption and transparency



The organisation has a well-functioning system for risk management and for countering corruption				
There is a clear policy and a regulatory framework regarding anti-corruption.			X	
The organisation has relevant capacity to ensure effectively combat corruption.		X		
There is a clear policy and a regulatory framework regarding risk management.		X		
The organisation has relevant capacity to ensure effective risk management.		X		
The organisation’s anti-corruption policy contains rules and systems of sanctions to counter corruption at the local level.		X		
Policies define areas of responsibility for management and staff and give the investigating unit operational independence in relation to executive management.			X	
Procedures and sanctions are in place to take action against irregularities. They are also used in practice.				X
Information about both completed and ongoing investigations, the geographical spread of corruption and where corruption has been found in the delivery chain is made available to financiers, partners and other stakeholders.	X			
The organisation has signed the International Aid Transparency Initiative (IATI) and works actively on publishing IATI data.				X
Summary rating		X		
<p>Comment</p> <p>UNESCO’s administrative manual contains a policy and guidelines on the prevention of fraud and corrupt practices, which also sets out monitoring mechanisms. The <i>Investigations Unit</i> (which is part of the IOS) follows the applicable international guidelines. An <i>Ethics Office</i> was set up in 2009 to increase awareness of regulations concerning gifts, secondary activities, etc. and to counter tendencies towards corruption and the abuse of power. The <i>Ethics Office</i> also works to ensure that there is full protection for whistleblowers. Through its <i>Protected Disclosure System</i> and its <i>Whistleblower protection policy</i> the organisation wants to ensure that there is a system where staff can report suspected abuse in a secure way. The Director-General provides regular internal written accounts of investigations of fraud/suspicious of corruption and the sanctions that may have been applied. This information is not available on the internet. However, the annual IOS report shows that UNESCO takes measures to prevent and detect suspected corruption.</p> <p>Since the start of 2017, UNESCO has had a policy for risk management that complies with international guidelines. In 2015, UNESCO also reactivated its <i>Risk Management Committee</i>, which is intended to serve as a coordinating function within the secretariat for the joint work on risk management. Integrated work on risk management has been carried out by UNESCO at a relatively low level, but the organisation is now developing a higher quality approach.</p>				

The cooperation between the *Ethics Office* and the *Investigations Unit* works well, but it is not clear whether there are sufficient resources. In 2015 the protection for the head of the *Ethics Office* and Director of the IOS was strengthened through a decision by the General Conference that the Director-General and the Executive Board must be in agreement to dismiss either of them. Their independence was strengthened further when the head of the IOS was given the mandate to open investigations of suspected corruption without the approval of the Director-General. Since 2016 the annual report from the Ethics Office has been submitted to the Executive Board.

The *International Aid Transparency Initiative* (IATI) is applied. UNESCO meets more than 90 per cent of the IATI requirements and is working on the matter continuously. As part of the IATI work and in order to increase information and transparency, projects and programmes have been presented in an accessible format on the internet through the so-called *Transparency Portal* since 2016.

Since spring 2017, UNESCO has had a policy about access to information and documents about UNESCO and its activities. The policy states that all evaluations of programmes and projects as well as internal and external audit reports have to be available to the public. At the same time it notes that investigations of irregularities are exceptions to the policy.

Sources

- Annual report Ethics Office
- Internal Oversight Service (IOS): Annual Report 2016 and 2017
- Transparency portal
- UNESCO Risk Management Policy
- UNESCO Administrative Manual (Item 3.14 Prevention of Fraud and Corrupt Practices, Item 7.5 Implementation Partners, Item 7.8 Vendor Management)
- UNESCO HR Manual (Chapter 11. Disciplinary Measures, Item 18.3 Whistleblower Protection)
- Information Circular IC/HR/115 (7 November 2016)
- Conference of International Investigators – Uniform Principles and Guidelines for Investigations
- Advisory on UNESCO’s Enterprise Risk Management, Internal Oversight Service, Audit Section, July 2016
- UNESCO Access to Information Policy

Part 3 External effectiveness

The degree of external effectiveness is assessed through the question: does the organisation contribute to results in accordance with established relevant objectives and are resources used in a cost-effective way? Other aspects that are taken into account are whether the organisation uses innovative activities and knowledge of what works and does not work in the design of interventions and programmes and whether the organisation works effectively in partnership and in collaboration with relevant actors at global and national level.

Component 10. Results of activities

Performs weakly	Satisfactory	Performs well	Performs very well

The activities of the organisation produce results	Performs weakly	Satisfactory	Performs well	Performs very well
The organisation can demonstrate significant results (outcomes/impact) in its area of activities, including at the country level.			X	
In the case of organisations working in fragile states, the following is assessed: The organisation can demonstrate significant results in fragile states.		X		
The organisation seeks to make constant improvements in order to reach the poorest and most vulnerable target groups (focus: women and girls).			X	
The organisation takes account of poor people's perspective on development, for example by involving them in the planning and monitoring of interventions.		X		
The organisation uses innovative activities and methods to achieve better results.			X	
The organisation uses knowledge of what works and does not work in the design of interventions.		X		
Compared with other actors in the same area of activities the organisation seems be just as good or better at achieving results.			X	
Summary rating			X	
<p>Comment</p> <p>UNESCO is a unique meeting place for a broad spectrum of actors, which contributes to global knowledge in UNESCO's broad mandate areas. But the impact of UNESCO's long-term normative work are sometimes hard to measure. These results depend, in part, on how governments and other actors implement the normative instruments. The member states that ratify UNESCO conventions have to implement what is set out in the conventions.</p> <p>UNESCO has a broad mandate, and this means that resources and interventions are spread thinly in certain cases. Through its work at the policy level UNESCO contributes to the development of global norms and to changes in structures and perspectives at the national and global levels. In education UNESCO has clear global leadership for the implementation of goal 4 of the 2030 Agenda and UNESCO's Capacity Development Education (<i>CapED</i>) has had very good results. Another example of UNESCO's global leadership is the coordination of the UN Plan of Action on the Safety of Journalists and the Issue of Impunity, where UNESCO is taking the lead by involving the affected actors such as states, UN organisations, media, journalists, NGOs and the academic world.</p> <p>In the area of culture, its conventions give UNESCO a clear global role in preserving cultural heritage, promoting cultural diversity and countering illicit trafficking in cultural objects. Through its work on research policy UNESCO contributes to stronger research systems in developing</p>				

countries. Gender equality is an overarching priority for UNESCO that should influence all of its activities. This is also something that has been strengthened in the programme for 2018–2021.

The impact of UNESCO's work at country level is assessed as mixed. UNESCO's presence at national and regional levels suffers from dispersed and under-dimensioned units with a limited staff and, sometimes, unclear mandates. There consistently appears to be a great deal of bureaucracy both at headquarters and at the national level. Nor is it entirely clear how the country and regional offices contribute to the formulation and implementation of UNESCO's programme (C/5). Reporting to headquarters is inadequate.

A clearer focus of its activities would be desirable, as would an improved delivery at national and regional levels, but it has turned out to be difficult to achieve agreement between member states on what priorities should be set. Within UNESCO's Executive Board national and regional interests sometimes tend to take precedence over proposals from the Director-General that would promote the interests of the organisation. Sometimes opposition to change also comes from inside the organisation.

The political influence on decision-making has recently increased at the expense of experts in work on the World Heritage Convention, the Convention for the Safeguarding of the Intangible Cultural Heritage and the Memory of the World Programme. The substantial knowledge of experts needs to be protected to curb political instrumentalisation outside the scope of UNESCO's mandate in decision-making.

Despite the objections above UNESCO achieves significant results at both the national and global levels in its activities as well as on the basis of its normative way of working. Compared with other actors in the same area, UNESCO has a unique role through its normative work and through direct cooperation on capacity development at the government level.

Sources

- Evaluation of UNESCO's Capacity Development for Education for All (CapEFA) Programme (ED/EO/SPM/bm/14/19)
- End-term evaluation report 2013–2015: Strengthening sexual and reproductive health and HIV prevention among children and young people through promoting comprehensive sexuality education in Eastern and Southern Africa (KPMG)
- Lessons learned from UNESCO's field reform in Africa (IOS/EVS/PI/143 REV.2)
- External Auditor's report on the UNESCO field network reform (199 EX/15 part IV)
- Sustainability of the field network (200 EX/5 Part III (A) and 200 EX/SR.8)
- Reports from the Embassies of Sweden in Baghdad (31 July 2017), Bangkok (21 August 2017), Rabat (31 August 2017) and Kabul (4 September 2017)
- Sida Travel Report: Field Trip to UNESCO Country Office in Ethiopia 27–31 March 2017

Component 11. Efficiency

Performs weakly	Satisfactory	Performs well	Performs very well

The organisation conducts efficient activities				
The organisation encourages partners to think about efficiency in their choice of programmes and interventions.		X		
The organisation's system requires its senior management to take account of efficiency in all activities, including in procurement. This has an impact in practice.			X	
Administrative costs such as pay, benefits, rent, travel, consultancy services, cars and transport are shown clearly in the budget.		X		
The significant costs are in proportion to what is reasonable, given the organisation's mandate and activities.			X	
Summary rating			X	
<p>Comment</p> <p>UNESCO has had the same regular budget for more than ten years, which means, in practice, that its resources have been reduced, given inflation and pay rises. It should be added that the resources actually available have decreased since the US, in particular, has not paid its membership contribution since 2011. The unpaid contribution of the US amounts to about 22 per cent of the regular budget, and this had accumulated to the equivalent of about USD 500 million in 2017. The budget for 2018–2019 takes account of the fact that the US is leaving UNESCO on 31 December 2018. Moreover, a large number of member states have debts to the organisation for unpaid membership contributions, rent of premises, etc. In recent years the reduction of the regular budget has led to major cuts in the secretariat and in programme activities. In parallel with the decrease in its regular budget, UNESCO has had new responsibilities and tasks imposed by member states; taken together this means that UNESCO has been forced to do more or the same, but with less resources.</p> <p>In the case of cooperation with external partners, such as the private sector etc., there are regulations that stipulate that partners must be selected on the basis of added value and after a cost appraisal of various alternatives. There are specific criteria for this, which are given in UNESCO's administrative manual.</p> <p>UNESCO follows common UN standards for procurement that stipulate transparent, effective and objective procurement.</p> <p>Efficiency is assessed in three ways: continuously in its IT systems for financial administration; through the handling of proposals for major cooperation contracts in an internal <i>Contracts Committee</i>, where an assessment is made of the efficiency of the proposed contract; and, finally, in the relevant governing documents (for example, UNESCO's financial regulations) and in UNESCO's administrative manual. Information about administrative costs is reported consistently in the budget. UNESCO applies <i>International Public Sector Accounting Standards (IPSAS)</i> and cost items can be traced on this basis. Overall, the aggregate administrative costs are considered as being in proportion to the mandate and activities of the organisation.</p>				
<p>Sources</p> <ul style="list-style-type: none"> - Report by the External Auditor, the audited consolidated financial statements and the report by the Director-General on the financial statements of UNESCO for the financial period ended 31 December 2016 (202 EX/29) 				

- Collection of Member States' assessed contributions and the cash flow situation of the Organization as of August 2017 (202 EX/31)
- Quadrennial Comprehensive Policy Review (UN General Assembly resolution 71/243)
- UNESCO Administrative Manual, part 7.5

Component 12. Partnership and coordination

Performs weakly	Satisfactory	Performs well	Performs very well

Performs weakly	Satisfactory	Performs well	Performs very well
The organisation participates actively in the alignment of development assistance procedures at global and country level			
			X
	X		
		X	
		X	
		X	
Summary rating			
			X
Comment			
<p>UNESCO participates actively in UN reform work, for example the implementation of the Quadrennial Comprehensive Policy Review (QCPR) and the common standard for administrative charges on extrabudgetary funds ("<i>cost recovery</i>"). UNESCO contributes its share of the cost of the <i>UN resident coordinator</i>, the function that coordinates UN work at the national level. UNESCO also participates in UN-wide efforts for the coordination and reform of the UN development system (UNDG). At the national level UNESCO's cooperation with other UN bodies functions well on the whole, but in some countries it could be improved and there is a general shortage of resources.</p> <p>UNESCO works in partnership in many areas in the UN system and with other actors, for example on cultural heritage in conflicts as well as on the UN Plan of Action on the Safety of Journalists and the Issue of Impunity. In the area of education it can be mentioned that UNESCO coordinates work on goal 4 of the 2030 Agenda, is an active partner in the <i>Global Partnership for Education</i> (GPE) and, through its statistical institute (UIS), coordinates global education statistics in close cooperation with all relevant actors.</p> <p>As regards donor coordination at the country level, UNESCO works well in some countries and less well in others. In the countries where there is room for improvement UNESCO would benefit from taking a more proactive role.</p>			
Sources			
<ul style="list-style-type: none"> - Reports from the Embassies of Sweden in Baghdad (31 July 2017), Bangkok (21 August 2017, Rabat (31 August 2017) and Kabul (4 September 2017) - Reports from the visit of the Ambassador of Sweden to UNESCO and the OECD to UNESCO's country office in Bangkok. - Quadrennial Comprehensive Policy Review (UN General Assembly resolution 71/243) 			

Part 4. Summary

Relevance

This organisational assessment shows that UNESCO's work is an important contribution to the achievement of the thematic directions of Swedish development cooperation.⁵ It can also be concluded that UNESCO integrates the five perspectives that influence Swedish development cooperation: the perspective of poor people, the rights perspective, the gender equality perspective, the conflict perspective and the environment and climate perspective.

In several parts of its mandate, UNESCO has a unique role among actors in the same area through its normative role and through direct cooperation with governments, NGOs, academics, experts and other actors in the UN system. UNESCO is a global voice for the human rights that fall within the organisation's mandate. UNESCO is also an important actor in achieving several of the goals of the 2030 Agenda and the Paris Agreement on climate change. UNESCO's mandate areas, such as freedom of the press and of expression, quality education, science and creativity are essential for the achievement of these goals.

UNESCO's activities deal with both developing countries and developed countries. UNESCO's work is therefore of relevance to Sweden nationally and globally.

Internal effectiveness

As regards internal effectiveness, the performance of UNESCO is assessed as satisfactory on the whole with regards to its governance and management, results framework and its system for risk management and corruption. UNESCO's mandate is formulated in its eight-year strategy which is, in turn, translated into four-year programmes and biennial budgets. In recent years its activities have been focused and made more effective through, for instance, the introduction of an integrated budget framework and financing dialogues, a more focused results framework, fewer higher-level objectives, clearer expected results and a stronger gender equality perspective. However, its indicators should measure quality and impact rather than quantity. The use of this framework at all levels of the organisation, and especially UNESCO's offices at regional and country levels, can also be improved. Overall, UNESCO is developing in the right direction with respect to the monitoring of results and results-based management. UNESCO is assessed as performing well with respect to monitoring of results and reliable and effective auditing and evaluation system. However, the recommendations of the internal oversight service could be followed up more systematically ahead of decisions on starting new activities or winding down existing activities. Investigations could also be made available externally to a greater extent. On the whole, UNESCO is assessed as being transparent and having a functioning system for risk management and addressing corruption, even though there is also scope for improvement in this area. The working methods of UNESCO's governing bodies have also been reviewed and recommendations on them were adopted by UNESCO's General Conference in 2017. These recommendations can contribute to concrete improvements if implemented as planned.

External effectiveness

UNESCO's normative work and development of standards and norms contributes to changes in structures and ways of working both at the national and global levels. Moreover, UNESCO's work in culture and education makes important contributions, for example, to reconciliation and sustainable peace-building after conflicts. Positive normative results can be seen in areas including capacity development for education, protection of cultural heritage in the event of armed conflict,

⁵ Global gender equality, human rights, democracy and the principles of the rule of law, equitable health, education and research, migration and development, inclusive economic development, environmental, climate and natural resources, peaceful and inclusive societies.

the development of research cooperation in developing countries, stronger access to information, active support for press freedom and artistic freedom and work to promote the safety of journalists. UNESCO's work is judged to be of importance for the implementation of several 2030 Agenda goals. UNESCO also has an important role for the 2030 Agenda through its global leadership of the implementation of goal 4 and as the body responsible for monitoring parts of goals 14 and 16.

In terms of results achieved, UNESCO is assessed as performing well. However, further focusing of its activities would be desirable, as would a better delivery organisation at national and regional levels. The impact of UNESCO's work at the national level is assessed as mixed, and nor is it entirely clear how its country and regional offices contribute to work on formulating and implementing UNESCO's programme.

In recent years UNESCO's difficult budget situation has led to major cuts in its secretariat and programme activities. Prioritisation and reforms have been essential and some of these actions could have been taken further to better contribute to external effectiveness. The organisation's presence at the national and regional levels has not been adapted sufficiently to UNESCO's goals and needs. However, the administrative costs are judged to be in proportion to the mandate and activities of the organisation.

UNESCO works in partnership with several parts of the UN system and with other actors at both global and national level. For instance, UNESCO has large and well-functioning external networks that include NGOs and other actors. They contribute to the development of expert knowledge and norms in the areas covered by UNESCO's mandate. One area where UNESCO could engage more actively is in donor coordination at the national level, where there is scope for improvement.

Part 5 Trends and tendencies

The following section states whether the organisation has changed in a positive or negative direction in the past year regarding relevance and internal and external effectiveness and, if so, how. A note is made of, for example, expressions of intent, decisions or policies for change that can lead to improvements or if changes are in preparation or progress that may (from the Swedish perspective) lead to negative consequences for the organisation. The starting point is the previous organisational assessment of UNESCO from 2012.

Relevance

UNESCO is primarily an organisation that contributes to establishing norms within its mandate, and this has become more important now that rights are increasingly being questioned. UNESCO's role in developing norms and standards within its mandate and its work on policy support play an important role for the implementation of the 2030 Agenda and the Paris Agreement on climate change. UNESCO is also an important actor for the implementation of Swedish development policy and contributes to Swedish priorities in cultural policy, education and research policy and environmental and climate policy.

Internal effectiveness

The organisation has undergone positive changes since the last Swedish organisational assessment of UNESCO five years ago. For example, the results framework has been improved with clearer and fewer objectives and improved reporting of results. Work on financing issues has also improved. In some areas the organisation still needs to be modernised but it is moving in the right direction. Now that the decisions made in recent years on an integrated budget framework, structured

financing dialogues and resource mobilisation are to be implemented, it is important there is a common strategic process for the whole of the organisation. It is also important to increase transparency surrounding resources and the dialogue on extrabudgetary funds can be useful tools for both UNESCO and member states in this respect. The new transparency portal is an important step in this direction, but more is required. The outstanding challenges regarding internal effectiveness include the reform of UNESCO's country and regional presences (effective, with the right dimensioning and well-linked with the organisation's priorities as formulated in UNESCO's four-year programme) and systematic staff rotation. Finally, work in UNESCO's governing bodies and subordinate bodies should be modernised in line with the recommendations adopted by the UNESCO's General Conference in 2017.

External effectiveness

UNESCO's activities produce results. Sweden particularly values the normative work done by UNESCO. One challenge in the coming years is how UNESCO can strengthen its work to support governments in their implementation of normative global agreements. It is also important that UNESCO is proactive in continuing its rights-based work and continues its work on all parts of its mandate in an effective way.

One problem for the organisation is the difficulty of collecting member states' assessed contributions from a large number of member states. In order to achieve concrete results in global multilateral cooperation it is essential that member states fulfil their undertakings regarding paying their contributions to the UN system and that these UN-organisations make sure they have sufficient regular resources to perform the tasks that member states give them. In the case of extrabudgetary resources for UNESCO the donor base needs to be widened and the total voluntary funding needs to increase.

In decision-making it is also important to give UNESCO's common interests priority ahead of regional and national priorities. Three current examples of this are the need to reform UNESCO's presence at national and regional levels; UNESCO's efforts to further focus and sharpen its activities; and the need to safeguard expert assessments in decisions on work on the World Heritage Convention, the Convention for the Safeguarding of the Intangible Cultural Heritage and the Memory of the World Programme.

Part 6 Starting points for influence and policy dialogue

On the basis of the above summary assessment of the organisation's strengths and weaknesses in terms of relevance and internal and external effectiveness, the following conclusions have been drawn about what issues should be starting points for influence and policy dialogue. Particularly important issues for Sweden are how the organisation works with results (including efficiency), transparency, anti-corruption and accountability. These issues are starting points for formulations of expected results in Sweden's strategy for cooperation with UNESCO.

Against the background of the conclusions of this organisational assessment it is important that UNESCO:

- Continues to strengthen its focus on results. The reporting chain between country/regional offices and headquarters needs to be strengthened regarding the programme and budget. The organisation, including its governing bodies, needs to get better at ending or changing programmes and projects that do not deliver satisfactory results as defined in the results framework. Evaluations of activities

must be given the resources allocated in the programme budget. Work on designing indicators that measure not only quantity but also quality and results of programme activities should continue and be strengthened.

- Strengthen work on financing issues. UNESCO must implement the decisions taken regarding improving and systematising a strategic resource mobilisation of extrabudgetary funds. There is a continued need to strengthen transparency and overview of the total budget, including extrabudgetary funds, and the regular budget should be protected by the organisation and its governing bodies.

- Improve gender equality work both internally and linked to the programme and the budget. It is also important that work on gender equality actively includes men and boys, and that increased resources are allocated to gender equality to be able to move from policy to implementation to a greater extent.

- Continue to develop its HR policy to ensure an effective, modern and gender equal organisation, both by attracting and retaining the right people and by giving them the right conditions to perform their tasks. Systematic and quality rotation of staff needs to be introduced between and within sectors, as well as between headquarters and country and regional offices. To retain staff there is a need for working conditions and IT tools that make it possible to maintain a balance between work and private life and there is a need to improve career planning.

- Establish effective activities with the right dimensioning at country and regional level and coordination offices in strategically selected countries that are aligned and contributing to the organisation's priorities as formulated in UNESCO's eight-year strategy and its four-year programmes.

- Continue work on risk and corruption and continually increase openness in UNESCO's operations.

- Safeguard UNESCO's role as a unique meeting place and a forum for a broad spectrum of experts and more account should be taken of expert opinions in discussions and decision-making in order to curb political instrumentalisation outside the scope of UNESCO's mandate.

- Strengthen internal climate and environmental work by, for example, having an organisation-wide policy with time-bound targets for internal climate and environmental work, including hospitality, procurements, publications, conferences, travels and meetings.