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Mid-term evaluation of the UNESCO SIDS ACTION PLAN 2016-20121

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Table of Contents

Figures

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Acknowledgements

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Acronyms

ADG	Assistant Director-General
AP	Action Plan
BSP	Bureau of Strategic Planning
CI	Communication and Information Sector
CUL	Culture Sector
ED	Education Sector
EO	Executive Office
ER	Expected Result (in UNESCO's programme and budget)
FO	Field Office
GE	Gender equality
ICH	Intangible Cultural Heritage
ICT	Information and Communications Technology
IOC	Intergovernmental Oceanographic Commission of UNESCO
IOS	UNESCO Internal Oversight Service
KPI	Key Performance Indicators
LINKS	Local and Indigenous Knowledge Systems
NCD	Nationally Determined Contributions
RO	Regional Office
RP	Regular programme
SAMOA	SIDS Accelerated Modalities of Action
SC	Natural Sciences Sector of UNESCO
SDG	Sustainable Development Goal
SIDS	Small Island Developing States
SISTER	System of Information on Strategies, Tasks and the Evaluation of Results
SO	Strategic Objective
SPIC	Special Initiative for the Caribbean
TVET	Technical and Vocational Education and Training
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNDAF	United Nations Development Assistance Framework
XB	Extrabudgetary Resources

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Executive Summary

The Third International Conference on Small Island Developing States (SIDS) held in Samoa in 2014 provided an updated picture of SIDS priorities with respect to the Sustainable Development Goals. These priorities are exposed in the SIDS Accelerated Modalities of Action (Samoa Pathway), a strategic document formally adopted by UN Member States.

In April of 2016, the UNESCO Executive Board, together with UNESCO Member States, have adopted a long-term SIDS Action Plan (AP) for the 2016-2021 period. The Plan builds on the Organisation's commitments to the SAMOA Pathway. As such UNESCO was among one of the first UN agencies having effectively mainstreamed SIDS issues in their programmes.

The mid-term evaluation of UNESCO's SIDS Action Plan seeks to inform UNESCO's contribution to the United Nations' (UN) five-year review of the implementation of the SAMOA Pathway. This mid-way stock-taking exercise also aims to determine improvements for the remaining implementation period of the Action Plan. In general terms, the evaluation seeks to capture the change brought about the adoption and first phase of implementation of the action plan.

Relevance

The SIDS Action Plan is fully aligned to the priorities of the SAMOA Pathway, the Sustainable Development Goals, and the mandate of UNESCO. Member State stakeholders also find the Action Plan to be aligned with key national challenges and policy priorities. When enquiring about the relevance of the existing portfolio of projects/initiatives implemented by UNESCO in the field, the evaluation team was given an overwhelmingly positive response by local stakeholders and beneficiaries.

The large scope of the UNESCO SIDS AP makes it a good framework to cover all of the SIDS needs expressed in the SAMOA pathway, which are of direct relevance to UNESCO's work. However, to make it operational it needs to be further focused on the key priorities at regional/national level. Having realized this, Regional offices are working to ensure the AP is fully aligned with key regional priorities drafted in strategic documents such as the "UNESCO Special Initiative for the Caribbean (SPIC)"[1] or the UNESCO Pacific Strategy 2018-2022.

The SIDS AP has been designed bearing in mind the framework of major international development goals – including the global climate change and environmental objectives set forth in the Paris Climate Agreement. The work implemented by UNESCO Intergovernmental Oceanographic Commission (IOC) in SIDS contexts is fully relevant to the Sendai Framework for Disaster Risk Reduction (DRR).

Coherence with the work of other UN agencies

Coherence within the UN system has been enabled and strengthened by the adoption of regional strategies and coordination exercises such as the United Nations Multi-Country Sustainable Development Framework (UN MSDF) in the Caribbean 2017-2021, or the joint United Nations Development Assistance Framework (UNDAF) for Mauritius and Seychelles.

This is a good start to ensure complementarity of actions and joint initiatives. It remains however challenging to follow up on implementation of such frameworks in countries where UNESCO is not physically present and considering the large portfolio of countries managed by Regional offices and their limited capacities to travel in SIDS.

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[1] http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/NATCOM/SPIC_Consultative_Tech_Meeting_Outcomes27Oct2017.pdf

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Efficiency

The SIDS AP lacks a budget which is in line with its ambitions, and sufficient human resources for its coordination and management. In the absence of these elements, it is unclear how the organisation will manage to reach the objectives set in the SIDS AP in the years to come.

The total regular budget for the five SIDS Priority Actions in the 38C/5 was of **$1 344 200,00** of regular budget (RP) funds for 2016 and 2017. This represents an **average sum of only $14 000 per SIDS per year and no more than 1% of the organisation's total RP budget.** In addition UNESCO was able to secure **$6 226 249,00** extrabudgetary funds (XB) for SIDS for the 2016-2017 biennium of which 51% contribute to priority 1 (Education) and 35% to priority 4 (Culture).

The total RP allocated to SIDS under the 39 c/5 for the 2018-2019 biennium is of **$954 445.40** thus an average yearly budget of **$9 942.14 per SIDS**[2]. This is lower than for the previous biennium, meaning that the adoption of the AP has not led to an increase in financial resources available for SIDS. The organisation has secured a total of **$6 862 226.37** extrabudgetary funds (XB) for SIDS for the 2018-2019 biennium among which 62% contribute to priority 2 (SC and IOC) of the SIDS AP.

The extrabudgetary funds raised by UNESCO mostly fund projects on specific objectives of the SIDS AP (mainly in Natural Sciences, Education and Culture). Without an integrated budget for the action plan, the risk of under-funding some objectives of the SIDS AP is high. Because of the limited human resources for the coordination of the AP, no communication strategy and no overarching fund raising strategy have been developed, as of today.

Although UNESCO is among the UN organisations that are investing the highest resources in SIDS, it's total allocated budget for the SIDS AP $7,57 million for the 2016-2017 biennium is far from the UNDP financial support to SIDS that has reached approximately $249.9million in 2017 and was of $210.6 million in 2016.[3]

Because SIDS markets are small, isolated and vulnerable to natural disasters and climate change they are not attractive to the private sector. Fundraising for SIDS is mainly oriented toward the public sector. It is important that Member State realise this and how important their contributions are for the success of the SIDS AP. Both SIDS and non-SIDS Member States should be better mobilised to ensure stronger ownership of the SIDS AP on their behalf.

The coordination of the SIDS AP is currently under the responsibility of an Associate Programme Specialist in collaboration with a Chief of Unit who is also responsible for the UNESCO Local and Indigenous Knowledge Systems (LINKS) programme. Together, both staff make up the SIDS unit at UNESCO. The quality of the work of the SIDS Unit in relation to the SIDS AP is acknowledged both in house and within the UN. UNESCO is one of the few UN agencies which actually have a focal point on SIDS. This has allowed the organisation to maintain strong relationships with partners at UN level and faithfully report during the period 2016-2018 for the annual Report of the UN Secretary-General on the "Follow-up to and implementation of the SIDS Accelerated Modalities of Action (SAMOA) Pathway and the Mauritius Strategy for the Further Implementation of the Programme of Action for the Sustainable Development of Small Island Developing States". UNESCO staff and Member States also recognise that the SIDS Unit is understaffed and that this situation is not sustainable. Besides it blocks the prospect of developing a strategy for fundraising and communication. UNESCO staff have also raised the question of the relevance of having the SIDS Unit within the Natural Sciences sector. Suggestions to move it within IOC or to create a SIDS Department were made.

Effectiveness and sustainability

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[2] Source: SC PCB SII UNESCO 39 c/5 budget allocated SIDS 2018-2019

[3] https://documents-dds-ny.un.org/doc/UNDOC/GEN/N18/237/37/PDF/N1823737.pdf?OpenElement

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The different projects and initiatives being delivered by UNESCO - either in SIDS or which include an important SIDS component - are highly valued by project partners and beneficiaries. They also contribute to the objectives of the SIDS AP. An internal (i.e. UNESCO) analysis of the level of achievement of 38 C/5 SIDS-related performance indicators shows that for most Major Programmes and their related indicators, the results achieved by the AP (or at least linked to the AP) are in line with originally expected targets. This said, in the absence of a SIDS AP-specific performance and monitoring framework, it is difficult to provide a clear and concise general overview of the level of progress and main achievements of the AP as a whole since its adoption.

Stakeholders often describe the added value of the AP in terms of improvements in organisational and process-oriented dimensions, which are not necessarily reflected in the performance framework of the AP or explicitly recognised as AP objectives as part the AP itself. The SIDS Action Plan is often seen to has added value to the organisation's work in relation to SIDS in many ways:

- it highlights the organisation's commitment to support objectives of the SAMOA Pathway

- it offers a policy framework that clarifies the organisation's priorities in relation to SIDS

- it contributes to raise awareness internally on the needs of SIDS and mobilise staff accordingly

The contribution of the AP to the objectives it explicitly formulates (i.e. improvement of Sustainable Development of SIDS) is uncertain, and not frequently acknowledged by key stakeholders interviewed in the framework of the evaluation. There is limited evidence that the AP has generated change in terms of projects and activities implemented in support to SIDS. Many of the projects currently implemented are a continuity of what UNESCO has been doing in support to SIDS before the introduction of the SIDS AP.

This said, the different projects and initiatives being delivered by UNESCO either in SIDS or which include an important SIDS component are highly valued by project partners and beneficiaries. The multiple case studies developed in the framework of this evaluation speak to the usefulness and the tangible results generated by such projects.

Limited financial resources represent a major challenge and threat to the sustainability of activities implemented under the SIDS AP. When working with only a few thousand dollars per SIDS, field offices are likely to invest in fragmented activities and will not be able to develop a holistic approach built on a full-fledged vision and intervention logic at national/regional level.

Recommendations

Recommendations on financial and human resources available for the SIDS AP

- Create a special account with an integrated budget for the SIDS AP that allows funding of intersectoral initiatives and recruitment of human resources for the coordination of the AP

- Replace the Senior Programme Specialist (P4) in the SID Unit that left the organisation with a P4 that would lead on coordination, fundraising and operationalization of the SIDS AP

- Recruit an Associate Programme Specialist (P2) that would support the SIDS Unit in particular on communication

- Use the SIDS AP as a brand for communication and fundraising purposes

Recommendations on UNESCO's global priorities

- Coordinate an in-house reflection on the SIDS AP with offices that handle Gender Equality, Priority Africa and Youth to:
  – identify specific needs of SIDS on UNESCO's global priorities and on Youth
  – define how they could bring their expertise to better integrate these priorities to UNESCO's implementation of the SIDS AP

Recommendations on the operationalisation of the SIDS AP

- Develop an overall fundraising strategy for the SIDS AP, specifying particular challenges of fundraising for SIDS and ways to overcome these, targeted donors and the role of Member States, HQ, Regional offices where they exist and cluster/national offices

- Develop a narrative for fundraising purposes explaining why donors should invest in UNESCO's support to SIDS

- Develop and coordinate a communication strategy, with a dedicated budget, focused on fundraising. This can be done mobilising the additional human resources that would be allocated to UNESCO's SIDS Unit (cf. recommendation 4.1). The strategy should specify the role of Member States, HQ, Regional offices where they exist and cluster/national offices

- Increase presence of UNESCO programme specialists in SIDS: in particular in LDCs and in SIDS where the National Commission is identified by Programme Specialists as less structured.

Recommendation on the internal coordination of the SIDS AP

- Enhance coordination between HQ and FO: provide guidance on the purpose and the use of the SIDS AP and the way to narrow it down to national needs aligning to UN and/or national frameworks.

- Directors of UNESCO Regional offices responsible for SIDS should develop a strategy on the implementation, monitoring and communication of the AP

- Enhance inter-SIDS-office approaches including across regions.

Recommendations on the monitoring and evaluation of the SIDS AP

- Develop a SIDS AP-specific performance and monitoring framework which captures the true added value of the AP, as well as the uniqueness of the support made by UNESCO to promoting sustainable development in SIDS. The framework should include one or two KPIs reflecting outcomes of the strategy, not only outputs.

- The development of a few overarching expected results in the SIDS AP to encourage intersectoral approaches.

Recommendations on the visibility of UNESCO's SIDS AP

- Develop 3-4 multidisciplinary flagship projects that UNESCO could use to communicate on its SIDS AP. These should focus on cross-cutting themes of the Action Plan considered as more important or urgent than others by the SIDS, the Executive Board and the ADGs. These programmes should be multidisciplinary and integrate all UNESCO priorities: gender, youth, Africa and SIDS.

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1 Introduction

1.1 Context of the evaluation

This document is the draft evaluation report of the Mid-term review of the UNESCO SIDS Action Plan (2016-2021).

It has been commissioned by the UNESCO Internal Oversight Service (IOS) Evaluation Office at the demand of UNESCO Member States and aims to identify successes, challenges, and opportunities as well as to extract lessons and provide recommendations for the remaining implementation period of the Action Plan.

During the United Nations Conference on Environment and Development, also known as the Earth Summit, held in Brazil on 3-14 June 1992, Small Island Developing States (SIDS) were recognized as **a distinct group of developing countries sharing structural challenges and geophysical constraints that result in specific social, economic and environmental challenges.**

Chapter 17, paragraph 124 of Agenda 21[4] specifies, "*Small Island developing States, and islands supporting small communities are a special case both for environment and development. They are ecologically fragile and vulnerable. Their small size, limited resources, geographic dispersion and isolation from markets, place them at a disadvantage economically and prevent economies of scale.*"

In April 2016, the UNESCO Executive Board, together with the Member States, adopted a SIDS Action Plan for the period 2016-2021. The Plan builds on the Organisation's commitments to the SIDS Accelerated Modalities of Action (SAMOA) Pathway.

The SAMOA Pathway is the outcome document of the Third International Conference on SIDS (Barbados+20 review summit) that provides a comprehensive and renewed framework to address sustainable development in SIDS. It acknowledges that SIDS continue to face numerous challenges and geophysical constraints that result in specific social, economic and environmental challenges.

The document urges the international community to take further actions to assist SIDS along their sustainable development pathway as they remain among the most vulnerable groups of countries in the world.

The UNESCO SIDS Action Plan 2016-2021 addresses the following five priority areas within UNESCO's mandate[5]:

1. Enhancing island capacities to achieve sustainable development through education and the reinforcement of human and institutional capacities;
2. Enhancing SIDS resilience and the sustainability of human interactions with ecological, freshwater and ocean systems;
3. Supporting SIDS in the management of social transformations and the promotion of social inclusion and social justice;
4. Preserving tangible and intangible cultural heritage and promoting culture for island sustainable development;
5. Increasing connectivity, information management and knowledge sharing.

The SIDS Action Plan was developed by the Organization at the request of Member States (37 C/Resolution 1 (V) on Reinforcing UNESCO's Strategy on Small Island Developing States). The finalized SIDS Action Plan was approved at the 200th session of the Executive Board (199 EX/5.INF.REV Part I), together with the first phase of its implementation.

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[4] Agenda 21 is a voluntarily implemented action plan of the United Nations regarding sustainable development. It is a product of the UN Conference on Environment and Development (UNCED) held in Rio de Janeiro, Brazil, in 1992.

[5] http://www.unesco.org/new/en/natural-sciences/priority-areas/sids/sids-action-plan-2016-2021/

During the 69th session at the UN General Assembly (UNGA) in 2016, it was decided that the progress in addressing the priorities of SIDS through implementation of the SIDS Accelerated Modalities of Action (SAMOA) Pathways will be reviewed at a UNHQ conference in September of 2019. The high-level review is expected to lead to "a concise action oriented and inter-governmentally agreed political declaration". The following session of the UNGA lead to a decision to organise regional preparatory meetings and interregional meetings in 2018 to examine the progress and implementation of the SAMOA Pathway at both national and regional levels. [6]

1.2   Evaluation purpose and use

With this context in mind, the mid-term evaluation of UNESCO's SIDS Action Plan aims to assess the progress to date achieved by UNESCO and its Member States to contribute to the implementation of the SAMOA Pathway within the Organisation's mandate. This mid-way stock-take also aims to determine improvements for the remaining implementation period of the Action Plan.

Based on the Terms of Reference and as agreed during the inception phase, the evaluation aims to assess the following aspects under each evaluation criteria. The detailed evaluation questions are listed in Appendix A:

- Relevance: the alignment of the SIDS Action Plan to the Sustainable Development Goals, the Paris Climate Agreement and the Sendai Framework for Disaster Risk Reduction (DRR) as well as other international development goals. The alignment of the Action Plan and its implementation to UNESCO's two Global priorities: Gender equality and Africa. The evaluation also aims to assess UNESCO's ability to address priorities and expectations of SIDS Member States through the implementation of the Action Plan.

- Efficiency: the relationship between the human and financial resources mobilised for the implementation of UNESCO's SIDS Action Plan. This includes an assessment of whether the most efficient process has been adopted not only in terms of resources mobilised but also in terms of organizational setting, distribution of roles, and coordination mechanisms.

- Coherence within the UN System: the extent to which the implementation of the UNESCO SIDS Action Plan supports the UN System implementation of the SAMOA Pathway in areas of UNESCO's mandate. The existing coordination mechanisms between UNESCO SIDS AP and the UN System support to SIDS.

- Effectiveness: the progress made in the achievement of the five sectoral priorities. The quality of the monitoring and evaluation data and mechanisms in place. Views of key stakeholders on progress achieved and key factors positively or negatively influencing the achievement or non-achievement of the objectives of the SIDS Action Plan. An assessment of the extent and how effectively UNESCO is engaging and leveraging on its networks and partners to create synergies and complementarities, such as in terms of the distribution of responsibilities and potential synergies, nature and quality of partnerships, engagement between Headquarters and the field office structure, and with regional and international organisations.

- Sustainability: the likelihood of achieving sustainable effects. This includes an assessment of whether UNESCO has put in place the right conditions to allow for results to be further developed, scaled up, replicated, multiplied and/or financially/institutionally/politically sustained, and to what extent the benefits of UNESCO's work for SIDS are likely to continue if UNESCO's funding for these activities ceased, as well as to what extent UNESCO is engaging and leveraging on networks and partners to create synergies and complementarities.

The evaluation aims to produce recommendations for the future based on the findings and conclusions of the mid-term review.

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[6] https://sustainabledevelopment.un.org/sids/samoareview

1.3   Evaluation scope

The evaluation concentrated on the work approved under the UNESCO C/5 Programme and Budgets from the 2016-2017 biennium (38 C/5) and to the extent possible the current 2017-2018 biennium (39 C/5).

The geographical scope covers UNESCO SIDS in regions of AIMS (Atlantic, Indian Ocean, Mediterranean and South China Sea), the Caribbean and the Pacific.

The evaluation also reflects on:

- UNESCO's contribution to the UN system implementation of the SAMOA Pathway;
- UNESCO's actions in support to its global priorities on Gender equality and Africa.

The scope of UNESCO's SIDS Action Plan includes relevant work performed by:

- UNESCO Section for Small Islands and Indigenous Knowledge (SC/PCB);
- UNESCO Programme Sectors in Headquarters: Education, Natural Sciences, Culture, Social and Human Sciences, and Communication and Information;
- the Intergovernmental Oceanographic Commission of UNESCO (IOC)[7];
- UNESCO field offices.

1.4   Methodology of the evaluation

In the evaluation, a variety of information sources and data collection methods were used to reach conclusions and recommendations. These methods target all the evaluation questions that are listed in the evaluation matrix in Appendix A. We made use of multiple techniques in parallel in order to increase the reliability of the results (triangulation).

An evaluation reference group was established to guarantee the transparency and soundness of the evaluation approach and methodology and to provide input into and validate the evaluation methodology and respective evaluation reports. Key stakeholders from the evaluation reference group were consulted in the initial design and scoping of the evaluation.

The evaluation has been carried out by the Technopolis Group in close collaboration with IOS. Given its mandate, IOS has been responsible for managing this external evaluation and for assuring the quality of the deliverables jointly with the reference group. Data collection and analysis as well as report writing has been carried out principally by the Technopolis Group.

The methods applied in this evaluation are presented hereafter:

- Desk research of existing data regarding the SIDS Action plan 2016-2021, its funded projects and activities undertaken from 2016 to date, relevant monitoring reports, and reports on the execution of the programme adopted by the Executive Board. A comprehensive list of the documentation consulted is displayed in Appendix B. The full list of interviewees is presented in Appendix C.

- Visits at UNESCO's Headquarters to conduct face-to-face pilot interviews with key staff at Headquarters. An inception meeting with the evaluation reference group was also organised during the visit. The list of participants to the Theory of Change workshop is presented in Appendix C.

- Reconstruction of the Theory of Change of UNESCO's intervention logic to achieve the objectives of the SIDS Action Plan. The Theory of Change was built upon desk research and the results of a Theory of Change workshop organised on at UNESCO Headquarters with the evaluation reference

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[7] In the 38 C/5 IOC was part of Major Programme II 'Natural Sciences', while it has its own stand-alone chapter in the 39 C/5.

group and/or representatives of all UNESCO's sectors, Field offices covering SIDS and the Bureau of Strategic Planning.

- Interviews with internal and external key stakeholders and partners of UNESCO's SIDS Action plan: UNESCO staff at Headquarters, UNESCO regional/field and liaison offices, SIDS Member States' representatives, donors and autonomous partner institutions from the UN system, local governmental institutions and the civil society. The full list of interviewees is presented in Appendix C. Appendix D provides an example of interview guidelines.

- An online survey was carried out among the UNESCO SIDS National Commissions (39 SIDS and 9 SIDS associate members). The survey aims to assess the relevance, effectiveness, efficiency and sustainability of the SIDS AP according to representatives of SIDS that have a good knowledge of the local context and of UNESCO's activities on the ground. A detailed analysis of the survey can be consulted in Appendix E. The survey response rate is of 47,9% showing a high interest of National Commission in the mid-term review of the SIDS Action Plan.

- Field visits were organised to collect on-site information used for in-depth field analysis of successes and challenges. Field visits were organised in:
  - the UNESCO Office in Apia, cluster office for the Pacific states covering sixteen independent countries and one territory in the Pacific from Papua New Guinea in the West, the Republic of the Marshall Islands in the North, to the Cook Islands in the East and New Zealand in the South
  - the UNESCO Office in Kingston - Cluster Office to Antigua and Barbuda, Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, Saints Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname and Trinidad and Tobago as well as the associate member states of British Virgin Islands, Cayman Islands, Curacao, Saint Maarten, Anguilla and Montserrat
  - the Comoros Islands covered by the UNESCO Office in Nairobi, Regional Office for Eastern Africa covering three SIDS: Comoros, Mauritius and Seychelles.

During these missions information was also collected on selected case studies (cf. Appendix F) focused on best practices as well as lessons learned.

- Case studies were selected in consultation with UNESCO field Offices in Apia, Kingston and Nairobi as well as with the SC/PCB (cf. Appendix E). These case studies aim to:
  - illustrate how UNESCO is organised to achieve objectives of the SIDS AP
  - investigate the performance of activities implemented
  - map the contribution of the SIDS-AP to the various expected outcomes of the ToC
  - take into consideration the context when assessing sustainability, successes and challenges
- Aggregation and triangulation of data collected to draft the evaluation results.
- Discuss and finalise the evaluation findings and recommendations with the evaluation reference group.

The limitations of the evaluation are presented in Appendix A.

2 Major findings per evaluation criteria

This Mid-term review of the SIDS AP used the evaluation criteria of relevance, effectiveness, efficiency, coherence and sustainability laid out in the OECD DAC Principles for Evaluation of Development Assistance.

2.1 Relevance

The **relevance** of the SIDS AP can be defined as the extent to which the SIDS AP is suited to the priorities of:
o SIDS Member States / the SAMOA Pathway
o The 2030 Agenda
o The Paris Climate Agreement and the Sendai Framework for Disaster Risk Reduction (DRR)
• UNESCO's priorities for Gender equality and Africa

2.1.1 *The SIDS AP is relevant to the needs of SIDS Member States but its large scope needs a significant amount of tailoring*

The evaluation found that in general, AP stakeholders and beneficiaries deem the plan to be in line with the expectations and needs expressed by Member States. This finding is backed by feedback provided by: Member State delegation representatives, National Commissions via the on-line survey, and other stakeholders interviewed during the course of field visits.

This said, there to appear to be differences in the appreciation of the level of relevance across the different priority topics / objectives of the AP. In other words, not all AP objectives are deemed to be of equal relevance. On top of this, interviewees made numerous observations regarding the adequacy of the thematic scope of the AP, which has implications on the AP's overall level of relevance.

In general terms, National Commission representatives who participated in our on-line survey find UNESCO activities to be in line with local needs (i.e. the great majority of respondents found activities to be highly or sufficiently relevant). There do appear to be however some minor differences when it comes to the different priorities addressed by the AP:

- There is a significantly higher share of respondents who have identified Priority 4 "Preserving tangible and intangible cultural heritage and promoting culture for island sustainable development" to be highly relevant, compared to other priorities[8];

- By the same token, there is a lower share of respondents who find Priority 5 (i.e. Increasing connectivity, information management and knowledge-sharing), and priority 3 (i.e. Supporting SIDS in the management of social transformations and the promotion of social inclusion and social justice) to be highly relevant given local needs.

The results of the survey do appear to display the existence of a 'relevance hierarchy' across the different thematic areas of the AP.

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[8] This may be explained in part part the 'natural bias' National Commissions may have towards education and culture, due to their own technical expertise and the fact they are often hosted in national education ministries.

Figure 1 Please rate the extent to which UNESCO's activities in your country since 2016 are relevant to meet local needs in relation to each of the AP Priorities (18 valid responses)
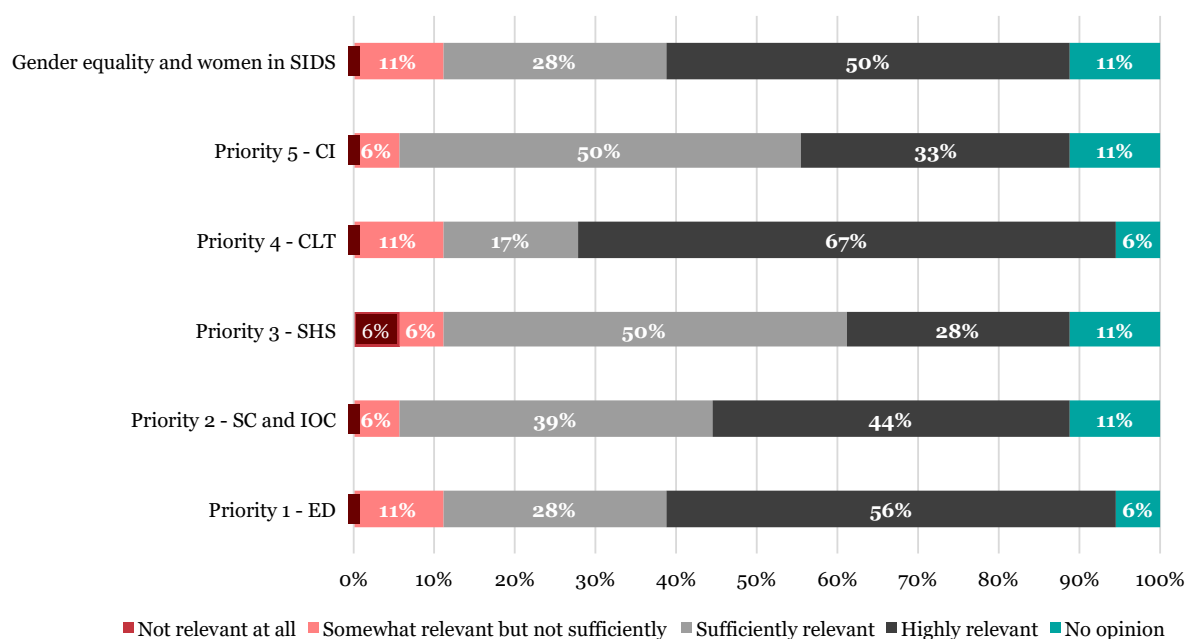
Source: On-line survey results among SIDS National Commissions

Representatives from Member State delegations also expressed positive views with regard to AP relevance. According to one representative from a Caribbean SIDS, the AP "*concentrates in the areas that are most important for all the countries, even if they have different priorities. It's a good collection of priorities of the three different sub-regions*". SIDS Member State representatives agree to say that the SIDS AP effectively reflects the SIDS priorities highlighted in the SAMOA Pathway and covered by UNESCO's mandate. A number of interviewees did point out the fact that some of the issues addressed by the AP are not always of direct relevance to their countries. This however does not appear to be an issue of whether the AP is relevant or not, but more of an issue of it having an overly broad thematic scope. According to one interviewee for instance "not all topics (covered by the AP) are relevant, but the AP does cover a number of important points" for them. In this case, the interviewee mentioned the importance of TVET and clean water, while downplaying the relevance of other issues addressed by the AP such as energy, sustainable tourism and indigenous people and knowledge. Another interviewee stated that the AP "can be improved by focusing on a couple of key priorities and streamlining some of the topics addressed".

The field visits confirmed existing perception of the AP as having a very broad thematic focus, in which not all priorities/actions/cross-cutting issues mentioned are relevant to all SIDS. To this extent, the AP is often seen a being a 'one size fits all' or 'loose framework' which can be suitable for different countries and regions, but which also requires a significant amount of tailoring and narrowing doing in order to be fully adjusted to local needs/priorities. Under its current form, the AP is often considered (by local stakeholder) to be too broad to be able to generate any tangible impact in a specific topic or geography. That said, the large scope of the AP is a good framework to cover all of the SIDS needs expressed in the SAMOA pathway within UNESCO's mandate. To make it operational it needs to be narrowed down to the major priorities at national level.

It is worth noting that in light of this situation, some field offices have begun taking measures to ensure the AP is well aligned with key regional priorities. Perhaps the clearest example of this is the

"UNESCO Special Initiative for the Caribbean (SPIC)"[9] which has been adopted by the Kingston (Jamaica) field office in 2018.

> *"Departing from the SAMOA Pathway and the UNESCO SIDS Action Plan, which have reiterated the specific needs of the SIDS towards achieving sustainable development, the Special Initiative intends to strengthen programming that facilitates multi-sectoral policies and intensified regional cooperation. By launching the Special Initiative, we tailor-make UNESCO's SIDS Action Plan to suit the specific context of the Caribbean sub-region, building on our considerable expertise, while paying special attention to the thematic priorities climate change and youth".- Extract from the foreword of UNESCO's Special Initiative for the Caribbean*

As indicated by Kingston office representatives, the Special Initiative for the Caribbean also represents UNESCO's contribution to the United Nations Multi-Country Sustainable Development Framework (UN MSDF) in the Caribbean 2017-2021. All in all, the SPIC reflects the Field Offices strategy in response to the development imperatives reflected in multiple frameworks including the SIDS AP, UNESCO's Operational Strategy on Youth 2014-2021; UNESCO Strategy for Action on Climate Change; and the UN Multi-country Sustainable Development Framework. The SPIC narrows down the strategic priorities for UNESCO's intervention in the Caribbean to four topics which are:

- An inclusive, equitable and prosperous Caribbean;
- A safe cohesive and just Caribbean;
- A healthy Caribbean;
- A sustainable and resilient Caribbean.

The Apia field office has taken similar measures by developing the UNESCO Pacific Strategy 2018-2022. This Strategy is designed to respond to the key priorities of the Pacific island countries and territories through results-based approaches, aligned with the five priorities set out in UNESCO's SIDS AP. By giving support to the region, through regional organizations, bilateral and multilateral development partners, civil and non-government organizations, UNESCO's field office in Apia will seek to maximize its impact through targeted intervention delivered nationally or sub-regionally and where appropriate alongside other partners.

In Nairobi efforts were made to align objectives of the SIDS AP to the joint United Nations Development Assistance Framework (UNDAF) strategy for Seychelles and Mauritius. The Regional United Nations Development Group for Eastern and Southern Africa (R-UNDG ESA) worked in collaboration with the United Nations Resident Coordinator's Offices in Mauritius and Seychelles to produce a joint UNDAF for the two countries with inputs from all UN agencies. The Nairobi Office also provided inputs to the new UNDAF strategy for Comoros, however the office is struggling to remain involved in the follow-up of the implementation of the UNDAF for Comoros. As a result, UNESCO's interventions in Comoros are not fully aligned with national priorities and coherent with intervention of other UN and international cooperation actors. Local authorities have set up thematic discussion groups gathering all international cooperation stakeholders to coordinate and monitor actions contributing to the achievement of the national growth strategy and the UNDAF. These discussion groups meet on a regular basis and involve key stakeholders such as the European Commission, UNICEF, UNDP and other UN agencies as well as the French cooperation agencies. These meetings are held once every 2-3 months and are an excellent opportunity to coordinate international development action and build joint actions that can have an impact. Because UNESCO is not present in Comoros the organisation was not able to attend these meetings in the past year. Web conferences

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[9]
http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/NATCOM/SPIC_Consultative_Tech_Meeting_Outcomes27Oct2017.pdf

are difficult to organise in Comoros because of the poor Internet connection. Local authorities regret that UNESCO cannot be present at these meetings.

When enquiring about the relevance of the existing portfolio of projects/initiatives implemented by UNESCO in the field, the evaluation team was given an overwhelmingly positive response by local stakeholders. The work UNESCO is currently conducting in the field is generally considered to be aligned with key national needs and priorities and considered to be contributing to priority action items on national / regional agendas. Examples that illustrate this are manifold, but some of them include:

- The assistance provided by UNESCO to support and strengthen Technical and Vocational Education and Training, and Education Planning in the Caribbean (cf. Caribbean Centre for Education Planning case study)

- Support to the identification, characterisation and recognition of natural and cultural heritage, whether it is tangible or intangible (e.g. in the Caribbean, in the Pacific and in Comoros; cf. case study on ICH in Comoros)

- Activities aimed at protecting youth, limiting school drop-out, ensuring entry into the labour market such as the Youth Ambassadors Programme implemented in Jamaica (cf. case study for the Kingston Cluster office)

- Initiatives to develop methods for community-based climate resilience in Pacific SIDS as a response to identified gaps, including community-based water security and traditional knowledge approaches.

Of course, whether these projects and initiatives can be considered to be the result of the existence of the AP is arguable as will be explained in the effectiveness section of the report[10]. As such, the very high level of relevance of specific projects and initiatives vis à vis local needs and priorities speaks as much to the relevance of UNESCO/Field Office work in the respective regions, as it does to the relevance of the AP.

The alignment of UNESCO's portfolio of projects/initiatives targeting SIDS with key national priorities and objectives deserves one additional observation. This relates to what appears to be a disconnection between the importance given to the issue of climate change and vulnerability to natural disasters by SIDS Members States and the AP, and the share of identified resources and projects addressing this particular subject as witnessed on the ground. This observation is not valid in the Pacific region where a large part of the project portfolio is focused on resilience to climate change. But in the Comoros Islands, for instance, environmental protection was frequently cited as being a key concern by local stakeholders, whilst UNESCO is considered to be somewhat absent in this field as in the portfolio of projects implemented in Comoros only the Sandwatch project covers environmental challenges. The project was unknown to the National Commission, possibly because it was set up by UNESCO HQ. The field visit to the Kingston offices also illustrated that climate and risk mitigation-related initiatives are perhaps the least represented in the portfolio of actions the office currently oversees. This finding appears to be in line with the analysis of the budget allocation under the 38c/5 that highlights that the Natural Sciences were less successful in mobilisation of extrabudgetary funds than the Education and Culture sectors (cf. Section 2.2.1).

2.1.2   The SIDS AP is relevant to the objectives of the 2030 Agenda

The Third International Conference on Small Island Developing States (SIDS Conference), held from 1 to 4 September 2014 in Samoa, clearly reaffirmed the commitment by all stakeholders involved to move the sustainable development agenda forward, and to urge all parties to take concrete measures to

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[10] This is because the AP did not provide specific funding for the implementation of the projects, nor did it create conditions which proved to be conducive to the delivery of the projects (i.e. attract donors). In a number of the examples provided above, programme specialists indicated that these initiatives would have seen the light of day even in the absence of the AP.

expeditiously advance the sustainable development of small island developing States, including through the internationally agreed development goals.

As a direct follow up to SIDS Conference, the 70th session of General Assembly decided to formally establish, through resolution A/70/202, "the SIDS Partnership Framework, to monitor and ensure the full implementation of pledges and commitments through partnerships for Small Island developing States, and to encourage new, genuine and durable partnerships for the sustainable development of small island developing States."

UNESCO has been among the pioneers in the UN system supporting SIDS in their efforts to achieve sustainable development through the implementation of the SAMOA Pathway. In the introduction to the AP, UNESCO states that the AP embraces the 'Samoa Pathway' and integrates its priorities[1] across all of its programmes. The AP also encompasses UNESCO's response to combatting climate change through the strengthening of capacities in SIDS to deal with emergencies triggered by natural disasters. The SIDS AP mentions that it addresses most of the SDGs[2] (Cf.Figure 2).

Figure 2 Link between SIDS AP objectives and SDGs

The Action Plan addresses most of the SDGs:

The Action Plan equally addresses most of the SDGs and some of their specific targets such as:

- SDG 2 on Zero Hunger,
- SDG 4 on Quality Education,
- SDG 5 on Gender Equality,
- SDG 6 on Clean Water and Sanitation,
- SDG 7 on Affordable and Clean Energy,
- SDG 10 on Reduced Inequalities,
- SDG 11 on Sustainable Cities and Communities,
- SDG 12 on Responsible Consumption and Production,
- SDG 13 on Climate Action,
- SDG 14 on Life below Water,
- SDG 15 on Life on Land,
- SDG 16 on Peace, Justice and Stong Institutions,
- SDG 17 on Partnerships for the Goals.

Source: UNESCO SIDS AP, page 6

Data from the survey among National Commissions show that not all UNESCO's activities are considered equally relevant to meet objectives of the 2030 Agenda. It is understood that UNESCO is particularly relevant for SDG 13 on Climate Action (72% of "highly relevant") and 4 on Quality Education (61% of "highly relevant"). Activities are not considered as sufficiently relevant for SDG 11 on Sustainable Cities and Communities (28% cumulated of "not relevant" and "not sufficiently relevant") and 9 on Investment in Infrastructure and Innovation (24% cumulated of "not relevant" and "not sufficiently relevant").

Based on a macro analysis of the UNESCO SIDS – SISTER data base (39C5 / 2018-2019) we conclude that 174 projects (total number of projects that have a RP budget allocation for the SIDS projects selected in the workplans) are linked to a total of 15 Sustainable Development Goals (Cf. Figure 3). The best represented Sustainable Development Goals are SDG 4 (48 projects) and SDG 16 (35 projects). The vast majority of SDG4 projects are part of the Education sector and cover Priority 1 of the SIDS AP.

Figure 3 Number of SIDS AP projects in the 39 C/5 contributing to the Social Development Goal (SDG)
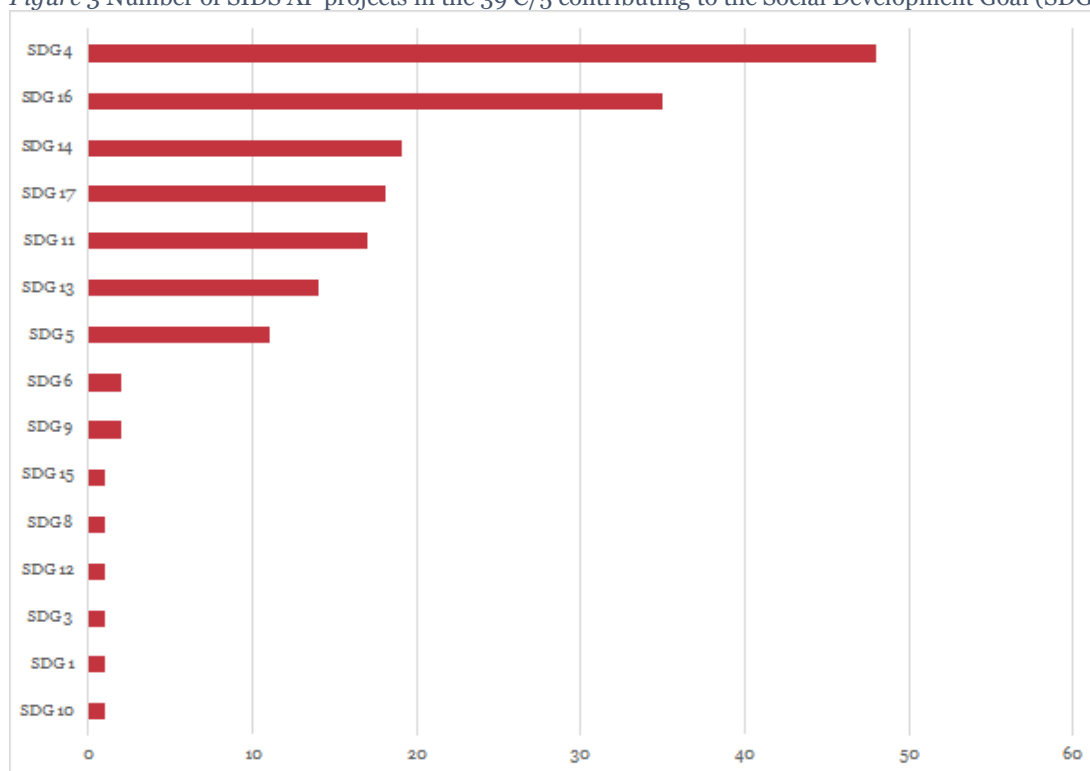
Source: 39 c/5 SISTER extraction SIDS AP projects (2018-2019)

Most SDGs are present in a variety of different sectors. The best represented SDGs per sector are as follows:

- Priority 1: Education: SDG 4 (43 projects);
- Priority 2:
- Intergovernmental Oceanographic Commission: SDG 14 on Life below water (19 projects)
- Natural Sciences: SDG13 (6 projects)
- Priority 5: Communication and information: SDG 16 on Peace, Justice and Strong Institutions (18 projects);
- Priority 4: Social and Human Sciences: SDG 16 (11 projects).
- Priority 3: Culture: SDG 11 (8 projects).[11]

When we compare our macro analysis of the UNESCO SIDS – SISTER data base with the list of SDGs mentioned in the AP, we see that there is some divergence: SDGs 2 on Zero Hunger and 7 on Clean energy are mentioned in the AP as targeted SDGs but are not linked to any project in SISTER; SDGs 1 on No Poverty, SDG 3 on Good Health, SDG 8 on Economic Growth, and SDG 9 on Infrastructure and Innovation Investments are linked to projects in SISTER but are not mentioned as targeted SDGs in the AP.

The SIDS (AP) is important, but for national and local stakeholders there are other strategic objectives guided by other frameworks as well. Many national and local stakeholders are looking at the SDG's in the first place and ensure impact is generated. The bigger focus is on SDGs at this point and secondly how the AP fits into these global development goals.

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[11] Contribution to SDGs was informed for 105 projects out of 174 projects from the 39 c/5 SISTER extraction

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2.1.3   Objectives of the Paris Climate Agreement and the Sendai Framework for Disaster Risk Reduction (DRR) are echoed in the SIDS AP

As illustrated in the previous section, the SIDS AP has been designed bearing in mind the framework of major international development goals – including the Sustainable Development Goals of the UN 2030 Agenda. A closer analysis of the SIDS AP also shows that the design has also been mindful of the global climate change and environmental objectives set forth in the Paris Climate Agreement. This is illustrated by the explicit reference made by the AP to the Paris Climate Agreement, stating that,

> *… the Action Plan addresses also articles of the Paris Agreement, the outcome of the twenty-first session of the Conference of the Parties (COP 21) to the United Nations Framework Convention on Climate Change, in particular: Article 7 on adaptation; Article 8 on averting, minimizing and addressing loss and damage associated with the adverse effects of climate change; Article 10 on technology development and transfer; Article 11 on capacity building; Article 12 on climate change education, training, public awareness, public participation and public access to information.*

Climate and environmental objectives are cited throughout the SIDS AP. However, these objectives are the more prominent under priority area 2 "Enhancing SIDS resilience and the sustainability of human interactions with ecological, freshwater and ocean systems". The rationale behind the AP's climate and environmental objectives is mostly underpinned by the particular vulnerability of SIDs vis à vis climate change, and the potential scale of impacts on island residents and ecosystems.

In spite of the existence of direct and explicitly formulated links between the SIDS AP objectives framework and the Paris Climate Agreement, this is not always reflected in the specific projects being implemented on the ground. The evaluation has not identified any meaningful evidence that countries are leveraging the AP / associated projects, to effectively move forward in the achievement of their Nationally Determined Contributions (NDC).

As opposed to the Paris Climate Agreement, the AP does not explicitly reference the objectives established by the Sendai Framework for Disaster Risk Reduction[12]. When it comes to risk reduction, the AP does reflect Samoa Pathway articles, which directly address this issue (paragraphs 51-52). Specifically, the following objectives of the AP are directly linked to this particular topic:

- Priority 1 / Objective 2 / Action 2.2: Strengthen the capacities of SIDS Member States to integrate Disaster Risk Education and Climate Change Education into education policies, plans and programmes"

- Priority 2 /Objective 3 / Action 3.2: Improve understanding, knowledge-sharing and capacities for disaster risk reduction and the reduction of loss and damage

- Priority 4 / Objective 2 / Action 2.2: Enhance cooperation in the sustainable management and conservation of World Heritage cultural, natural and mixed sites in SIDS, paying particular attention to risk management and the protection of biodiversity and ecosystems

Disaster Risk reduction is thus prevalent in the framework of the SIDS AP.

In general terms, a number of international development goals are echoed in the SIDS AP. This is very much the result of the direct alignment between the AP and the SAMOA pathway. The latter has itself been developed on the basis of existing international treaties and development agreements. However, the existence of links between SIDS AP goals and those set forth by other major international development agreements should not come as a surprise, given the very broad thematic scope of the AP.

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[12]   The chart of the Sendai Framework for Risk Reduction can be found here: https://www.preventionweb.net/files/44983_sendaiframeworksimplifiedchart.pdf

2.1.4 Alignment of the SIDS AP to UNESCO's two Global priorities is not sufficiently explicit

2.1.4.1 Gender equality

UNESCO has developed a Gender Equality action plan for 2014-2021 (GEAP II) that sets strategic objectives for the organisation. For UNESCO, gender equality refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. It implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men[13]. UNESCO's GEAP II defined 23 expected results and four overarching expected results. Among these expected results only one has a performance indicator specifying SIDS (Cf. Table 1).

Table 1 Expected results in UNESCO GEAP II with a SIDS component

Sector	Expected result	Performance indicator	Benchmark	Baseline
Natural Sciences	Expected result 3: Capacities and resources for equal participation and leadership in decision making by men and women in all UNESCO's domains of competence are developed	Number of SIDS climate change capacity development events with at least 50% women participants	3 regional and 10 national events	0

Source: UNESCO GEAP II

Analysis of the SIDS action plan itself shows that only a small number of objectives are gender specific: objectives 1 and 4 of priority 1; while other objectives of the AP are silent or not explicit enough and might thus lead to gender blind activities.

Analysis of the 38 c/5 shows that only a limited number of SIDS related performance indicators are gender specific. Great efforts were recently made in the 39c/5 to add a gender component to performance indicators of all expected results including the ones with a SIDS component.

In spite of this, performance indicators defined in the 39c/5 are output indicators rather than outcome indicators and their gender components are not very explicit. Most of these indicators do not clearly state the desired change for women and men but only indicate that the objective should be attained in a *"gender responsive manner"*.

During their field visits, evaluators have observed very little gender specific targets taking into account the context within which changes happen. Discussions with UNESCO staff at HQ confirm that this is representative of the AP as a whole. The tendency remains to focus on the number of men and women that have benefited from interventions. This said, some examples of projects having meaningful influence on gender related issues have been identified as part of the evaluation. For instance, the Maroon Community Radio Station "Abeng" supported by the International Programme for the Development of Communication (IPDC) in Jamaica has had a meaningful impact on the livelihoods of the female staff running the station. It's worth noting that the great majority of volunteers operating the station on a day-to-day basis are women who otherwise would not have a professional activity. According to interviewed project beneficiaries, this community tradition radio empowers women because *"it gives them pride on what they can achieve and enhances their self-esteem"*. This case is interesting to note given that gender was not explicitly recognised as a priority topic /objective of the project – community development of the Marron people in Jamaica was. As such, there is reason to believe that gender equality may be a "hidden" result of many of the projects and initiatives

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[13] http://unesdoc.unesco.org/images/0022/002272/227222e.pdf

implemented by UNESCO. UNESCO's Division for Gender Equality has also underlined that it has often came through such projects when analysing UNESCO programmes in situ.

As exposed in the desk review on gender equality in SIDS produced by UNESCO's Division for Gender Equality in 2014, SIDS face a variety of social challenges with different situations for women:

- Education of girls and boys from low income families and remote areas remains an essential topic for many SIDS
- Early school leaving of girls is an issue for many SIDS
- Levels of gender-based violence[14] are high in SIDS and particularly alarming in the Pacific region [15]
- Gender roles in communities are important for disaster management, mitigation and management of recovery processes and for awareness raising on the impacts of climate change.
- Women political participation is still affected by cultural barriers in many SIDS.
- Some SIDS lack of gender disaggregated data making it difficult to measure the situation for women.

The SIDS AP does not clearly specify how it will contribute to solve these gender specific challenges in SIDS. It does not provide additional tools to address gender as a topic applying local context. As one can read throughout the 39 c/5, all UNESCO programmes and activities must consider impact on gender and women empowerment. At the moment the integration of gender specific approaches is under the responsibility of UNESCO programme specialists that coordinate with the gender focal point in their sector/field office or directly with the UNESCO Division for Gender Equality. According to interviews at UNESCO headquarters, some sectors work more actively with the gender unit than others. Besides, field offices do not systematically have a gender specialist familiar with the local context on gender equality. All field offices should appoint a gender focal point that is approved by UNESCO's Division for Gender Equality based on their background. However due to staff movements this may not be the case or gender focal point might be chosen from amongst existing staff that do not have specific competencies on gender issues.

2.1.4.2 Priority Africa

UNESCO's 37th General Conference adopted an operational strategy for Priority Africa (2014-2021) and an action plan for the implementation of the six flagship intersectoral programmes[16]. This Operational Strategy is based on the Vision of the African Union, which cares about building "an integrated, prosperous and peaceful Africa, driven by its own citizens and representing a dynamic force in the global arena"[17]. The strategy aims to address four major challenges for Africa:

- demographic growth,
- social transformation,
- democratic governance,
- sustainable development and economic growth.

The Africa Department oversees the coordination and the following-up of the actions for Africa.

Six SIDS are in Africa: Cape Verde, Comoros, Guinea Bissau, Mauritius, Sao Tomé and Principe and Seychelles. These SIDS should be given attention as they cover two areas of attention for UNESCO: Africa and SIDS. This is less true for Middle-income countries such as Mauritius or Seychelles, but

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[14] Gender -based violence includes sexual, physical, psychological or emotional, and economic violence which is perpetuated by intimate partners, family and non-family members

[15] http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/BSP/GENDER/PDF/SIDS.pdf

[16] http://unesdoc.unesco.org/images/0022/002244/224489e.pdf

[17] http://www.unesco.org/new/en/africa-department/priority-africa/operational-strategy/

high attention should be given to low income economies such as Comoros or Guinea Bissau and lower-middle-income economies such as Cape Verde and Sao Tomé and Principe.

The SISTER extraction of SIDS AP projects displays only five out of 174 projects as being implemented in Africa. The Geographical Scope of projects is however poorly informed: 110 out of 174 projects were reported as "Global". It is therefore not possible to accurately indicate the number of SIDS AP projects covering SIDS. Besides interviews with UNESCO staff based in regional offices have highlighted the difficulties associated with being non-resident in many these countries. Programme specialists in regional offices work in many countries (13 countries in Eastern Africa, 16 in the Pacific and 18 in the Caribbean region) making it difficult for them to be sufficiently present in the field to develop and implement good projects.

The Africa Department in UNESCO has no focal point for SIDS and has little knowledge on the SIDS AP (2016-2021). Interviews with UNESCO staff in HQ highlighted that the Africa Department would like to know more about what is happening in SIDS in Africa in order to communicate more about it.

The SIDS AP itself does not highlight areas of alignment with objectives of the operational strategy for Priority Africa. However, the major areas of focus of the operational strategy for Priority Africa are clearly aligned with objectives of the SIDS AP and the Priority Africa Flagship Programmes 2, 3, 4, 5 and 6 are coherent with the five priorities of the SIDS AP.

2.1.5 *UNESCO has numerous comparative advantages to address SIDS challenges in relation to its mandate, but it is highly constrained by lack of resources*

2.1.5.1 UNESCO has unique thematic competencies aligned to the needs of SIDS

The Organisation is uniquely positioned within the UN system and the international development community to cover a large part of the SIDS sustainable development challenges covering topics such as climate change, education for sustainable development, youth, preservation of natural and cultural heritage, etc.

As such UNESCO is well positioned to contribute to sustainable development of SIDS with multi-disciplinary approaches that offer holistic perspectives. SIDS Member States see UNESCO's comparative advantages in its capacity to provide **multidisciplinary approaches and integrated solutions** to challenges faced by SIDS.

In the Pacific, UNESCO was able to develop unique multidisciplinary approaches, for example the use of local knowledge for climate resilience purposes, supporting populations to cope with loss and damage using this knowledge. A local interviewee affirmed that "*not all international cooperation actors are able to develop similar initiatives*".

The survey among SIDS National Commissions shows that 50% of respondents "totally agree" with the statement saying that "UNESCO is well positioned to offer an integrated approach to solve SIDS challenges", and 38% of respondent "somewhat agree" with this statement. Survey respondents are slightly less positive about UNESCO's ability to deliver an integrated approach. Only 25% of respondents "totally agree" that "cross-cutting and cross sectoral approaches are effectively developed within UNESCO since 2016", and 44% "somewhat agree" with this statement. Many interviewed SIDS Member states regretted that UNESCO is not offering more multidisciplinary projects with a more holistic approach.

It is worth highlighting that because of the consistency of UNESCO's work with SIDS in the past decades UNESCO is perceived as a strong player on SIDS issues by other partners and UN agencies. This also sets high expectations and interviewed UN agencies during the field visits were surprised that UNESCO was not more present on the field. This because many countries do not have UNESCO resident staff, they are covered through Regional offices with limited capacities to travel.

2.1.5.2 UNESCO's organisational structure and instruments provide distinctive opportunities to SIDS

- UNESCO is a global organisation that offers to SIDS the possibility to convey their message within UNESCO and internationally;

- UNESCO and other UN agencies are considered as preferred partners because they are not driven by private or national interests. They are trusted, their purpose is recognised by local actors as noble and important;

- UNESCO has instruments that facilitate direct contact with local authorities and academics through the National Commissions, its network of UNESCO Chairs and Category I and II Institutes. These instruments can help building a relationship based on trust and gives UNESCO the capacity to better listen to national needs. These instruments are not always mobilised efficiently. In Comoros for instance the National Commission is not fully operational, as it is not meeting on a regular basis to identify local needs and follow up on progress of existing projects. This is common also in the Pacific region;

- UNESCO generally works with a strong network of partners in the field and can offer its technical expertise to develop interesting initiatives;

- UNESCO has the capacity to bring together SIDS and ensure they are represented in multilateral agendas. SIDS were invited for instance to take part at events organised by the Man and Biosphere programme (MaB). The MaB established the Pacific Man and Biosphere Network (PacMaB), a network for exchange and cooperation among current and emerging Biosphere Reserves and national MaB focal points in the Pacific.

2.1.5.3 Players with greater resources have stronger visibility (UNICEF, UNDP, European Commission)

During the field visits, the evaluators observed the presence of several organisations supporting SIDS in areas covered by UNESCO's mandate. These include bilateral and multilateral cooperation actors and other UN organisations that are often in a better position than UNESCO to bring change because they have more resources.

Local partners and local authorities interviewed in Comoros and in the Pacific consider UNICEF as a bigger player in education. In Comoros UNICEF supports the country with many interventions in primary education:

- The institutionalisation and formalisation of pre-school education

- The establishment of standard tests for the assessment of pupils in primary education

- A study on teacher attendance in primary education

- A project on school governance with a focus on inclusion of girls and disabled pupils

UNESCO is considered as absent in the field of Education in Comoros. Unlike UNESCO, UNICEF can overcome the challenges of discontinuity of interlocutors in the public sector[18] because it has a strong presence in the country. With four programme specialists located in Comoros and dedicated to education only (28 UNICEF staff in total in the country), UNICEF is thus able to quickly establish trust with newly appointed officials in the Ministry of Education and ensure the engagement and support of government representatives for its on-going projects. In comparison, UNESCO has no staff working on education present in Comoros. A local stakeholder qualified UNESCO's intervention in the country as *"symbolic"*.

The same situation occurs in the Pacific region. Although the regular budget for education (202,000 US$) is the biggest among the five sectors managed in the Apia field office for the 2018-2019 biennium, it is by far not enough to comprehensively cover interventions in all 14 SIDS members

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[18] Comoros had three changes in government in the past year.

states, even with additional extra-budgetary funds[19], and does certainly not compare with the expected budgetary resources that UNICEF mentions for its Education programme[20] in their Strategy Note for the 2018-2022 Pacific Multi- Country Programme of Cooperation. In comparison to UNESCO, UNICEF's possibilities for budget mobilization have been considerably bigger in the 2013-2017 period, primarily through bi-lateral funding from the Australian Government (DFAT), a number of UNICEF National Committees (primarily Australia and New Zealand), as well as from UNICEF's Thematic funds and other donors. Moreover, their human resources capacity is larger as well, having offices and staff located in Fiji, Kiribati, Vanuatu, Solomon Islands and Papua New Guinea, whereas UNESCO only has two posts for the education sector available in their office in Apia.

Although a successful collaboration between UNESCO and UNICEF resulted in the design of an Early Childhood Care and Education Teacher Competency Framework for the Pacific (2017), UNESCO is hardly mentioned as a partner in UNICEF's Strategy Note for the 2018-2022 Pacific Multi- Country Programme of Cooperation. UNICEF plans to address the following major objectives as part of its programming focus during 2018-2022 in the Pacific:

- Increased access to school readiness opportunities.

- Improved quality of teaching and learning linked to learning achievement affecting both in and out-of- school children.

- Strengthened capacity of education systems to build resiliency of children and schools especially during disasters and long-term climate change affects.

The European Commission was another highly visible actor in Comoros mainly because of its flagship project for quality education in Comoros PrePEEC (2014-2018). With a budget of **4,7 million euros**, this project aims to strengthen the capacities of education administration and management. It mainly involves: i/strong investments in infrastructure to allow civil servants to work efficiently using up to date information and communication technologies, ii/capacity building of civil servants in the Ministry of Education for example on the production of national statistics for education and iii/provision of education manuals and books for primary and secondary education institutions throughout the country.

In Comoros UNESCO and French bilateral cooperation actors such as the Instituts Français or the Organisation Internationale pour la Francophonie are the only actors supporting the culture sector. UNESCO's is considered as better placed to support the country in this area because of its recognised technical expertise that relates to the UNESCO World Heritage Centre and the seven UNESCO Cultural Conventions intended to safeguard and nurture tangible and intangible heritage, the diversity of cultural expressions and creative industries, to the fight against the illicit trafficking of cultural goods.

2.2 Efficiency

Efficiency measures the outputs -- qualitative and quantitative -- in relation to the inputs. As this Mid-term review will have a formative use, the evaluation will also focus on the efficiency of implementing procedures looking into achievement in terms of coordination and programme management.

2.2.1 *Financial resources are insufficient to allow an effective implementation of the SIDS AP*

All stakeholders interviewed or surveyed in the framework of this evaluation affirmed that the financial and human resources allocated to the implementation and the coordination of the SIDS AP are insufficient for the effective implementation of the SIDS AP.

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[19] Extra-budgetary funds for the amount of 300,000US$ has been secured from Japan Overseas Development Fund for a sustainable development educational project.

[20] Resource requirements for the Education outcome: US$ 21,5 million, "Strategy Note for the 2018-2022 Pacific Multi- Country Programme of Cooperation", p. 84.

- *"Budget is like dust. There is no specific budget for the SIDS AP but pressure to deliver."*[21]
- *"Resources need to be allocated in order to ensure an effective implementation of the plan"*[22]

The SIDS Unit has collected information in all programme sectors and field offices to assess the financial resources allocated to SIDS under the 38 C/5 (2016-2017)[23]. The total regular budget for the five SIDS Priority Actions in the 38C/5 was of **$1 344 200,00** of regular budget (RP) funds for 2016 and 2017. This represents a yearly budget of $672 100 and an **average sum of only $14 000 per SIDS per year.** The allocation of regular budget funds was distributed rather evenly among the five SIDS priorities (cf. Figure 4).

UNESCO's regular programme is clearly insufficient to cover the ambitions of the SIDS AP. Under the 38 c/5 UNESCO was able to secure **$6 226 249,00** extrabudgetary funds (XB) for SIDS for the 2016-2017 biennium. This represents a total yearly budget of $3 113 125 and thus average sum of $64 857 per SIDS and per year. In reality the allocation of funding per priority and per SIDS is very uneven because it is dependent on donors' priorities. As illustrated in Figure 4, the 38 c/5 had a strong concentration of extra budgetary funds among Priority Actions 1 ED (56%) and Priority Action 4 CUL (32%). [24]

- **Priority action 1 (Education)** received the most important regular budget allocation ($424 500,00) and XB allocation ($3 500 000,00). In total, Priority Action 1 received over half of the total RP and XB budget (51%); the total RP amount corresponds to less than 1% (0,43) of the total 38C/5 approved budget for the Education Programme, and 4,14% of the total extrabudgetary resources;

- **Priority Action 2 (Natural Sciences and IOC)** received $302 000,00 of RP funds and $320 756,00 of XB funds. The percentage of the total budget (XP and RP) allocated to Priority 2 represents 8% of the total; the total RP amount corresponds to less than 1% (0,46) of the total 38C/5 approved budget for the Natural Sciences Programme, and 0,67% of the total extrabudgetary resources;

- **Priority Action 3 (Social and Human Sciences)** represents the lowest level of RP and XB funds allocated. Priority Action 3 received $115 000,00 of RP funds and $110 000,00 of XB funds. The percentage of the total budget (XP and RP) allocated to Priority 5 represents 2,9% of the total ; the total RP amount corresponds to less than 1% (0,30) of the total 38C/5 approved budget for the Social Sciences Programme, and 1,23% of the total extrabudgetary resources;

- **Priority Action 4 (Culture)** received $225 000,00 of RP funds and $2 235 493,00 of XB funds. The XB amount received is more than 9 times the RP amount allocated and represents 35% of total XB funds allocated for all five priorities. It is the second most important XB allocation after the Education Priority. The percentage of the total budget (XP and RP) allocated to Priority 4 represents 32% of the total budget available for the implementation of the SIDS AP, thanks mostly to the XB funds secured. The total RP amount corresponds to less than 1% (0,41) of the total 38C/5 approved budget for the Education Programme, and 4,9% of the total extrabudgetary resources;

- **Priority Action 5 (Communication and information)** received $277 700,00 of RP funds and $60 000,00 of XB funds. The percentage of the total budget (XP and RP) allocated to Priority 5 represents 4,5% of the total budget available for the implementation of the SIDS AP. The total RP amount corresponds to less than 1% (0,81) of the total 38C/5 approved budget for the Communication and Information Programme, and 0,36% of the total extrabudgetary resources;

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[21] Interview with UNESCO staff member

[22] Interviewed SIDS member state representative

[23] SIDS Action Plan - Regular budget and extrabudgetary funds benefitting SIDS in the 38 C/5

[24] Source: UNESCO SIDS Action Plan 38C5 budget breakdown (February 2016)

Figure 4 Allocation of 38 c/5 XB and RP funds per Priority of the SIDS Action Plan (2016 and 2017)
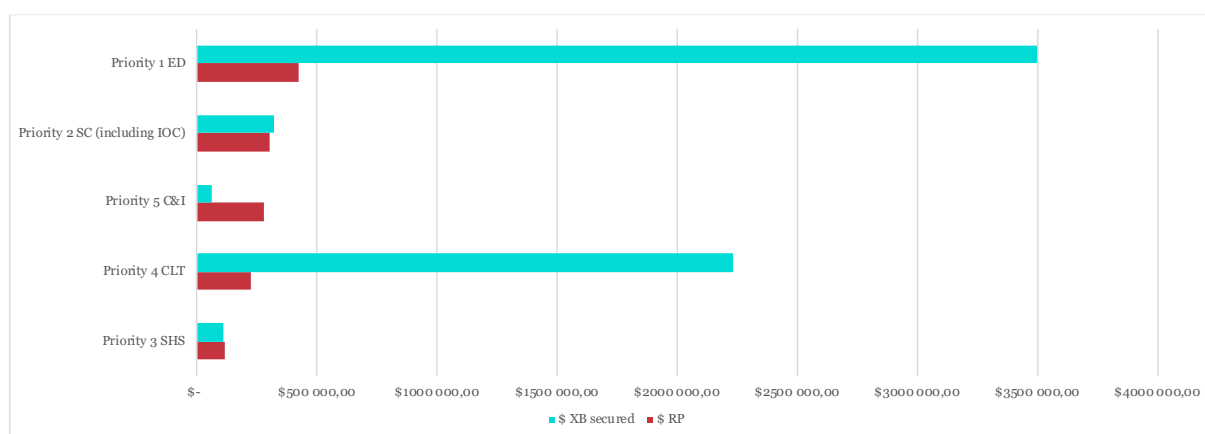
Source: UNESCO SIDS Action Plan 38C5 budget breakdown (February 2016)

Although UNESCO is among the UN organisations that are investing the highest resources in SIDS, it's allocated budget for the SIDS AP is far from the UNDP financial support to SIDS that has reached approximately $249.9million in 2017 and was of $210.6 million in 2016 in support to sustainable, inclusive and equitable economic growth, oceans and seas, water and sanitation and biodiversity.[25]

The SIDS unit has worked in collaboration with the Bureau for Strategic Planning (BSP) to improve the monitoring of UNESCO's activities contributing to the SIDS AP and of other activities contributing to SIDS but not part of the SIDS AP. As a result, all UNESCO regular programme activities are now tagged in SISTER to monitor contributions to SIDS and it is possible to extract from SISTER a database of projects contributing to the SIDS AP. This aims to provide more accurate picture of what is being implemented and of the financial contributions to SIDS across UNESCO sectors. Nevertheless, it is important to note that many field offices activities benefiting SIDS are not part of the workplans for the SIDS AP. Because they are not part of the SIDS AP workplans they were excluded from the analysis hereafter. Furthermore extracting extra budgetary data related to the SIDS AP from SISTER was challenging as the information is not systematically reported in the system. The evaluation reference group has supported the collection of extrabudgetary data related to the SIDS AP sector by sector.

The total regular budget allocated to SIDS under the 39 c/5 for the 2018-2019 biennium is of **$954 445.40** thus an average annual budget of $477 222.70 per year and an average yearly budget of **$9 942.14 per SIDS**[26]. Together, Priorities 2 and 4 represent over 60% of the total SIDS budget allocation for 2018-2019:

- **Priority 2** (Enhancing SIDS resilience and the sustainability of human interactions with ecological, fresh water and ocean systems) is the best represented Priority for the SIDS projects for the years 2018 -2019, with 33% of total budget allocation ($315 548,35 covering 27 workplans in total);
- **Priority 4** (Preserving tangible and intangible cultural heritage and promoting culture) closely follows suit with $315 176,75 of budget allocation (33% of the total covering 22 workplans);
- **Priority 1** (Enhancing island capacities to achieve sustainable development through education and the reinforcement of human and institutional capacities) has a total budget of $136 230,00 covering 32 workplans, representing 14% of the total budget allocations;

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[25] https://documents-dds-ny.un.org/doc/UNDOC/GEN/N18/237/37/PDF/N1823737.pdf?OpenElement

[26] Source: SC PCB SII UNESCO 39 c/5 budget allocated SIDS 2018-2019

- **Priority 5** (Increasing connectivity, Information management and knowledge sharing) has a total budget of $111 975,70 covering 28 workplans, representing 11,7% of the total SIDS budget;
- **Priority 3** (Supporting SIDS in the management of social transformations and the promotion of social inclusion and social justice) has a total budget of $75 514,60 covering 23 workplans, representing 7,9% of the total.

Figure 5 Overview of funds for SIDS workplans per Priority (2018-2019)
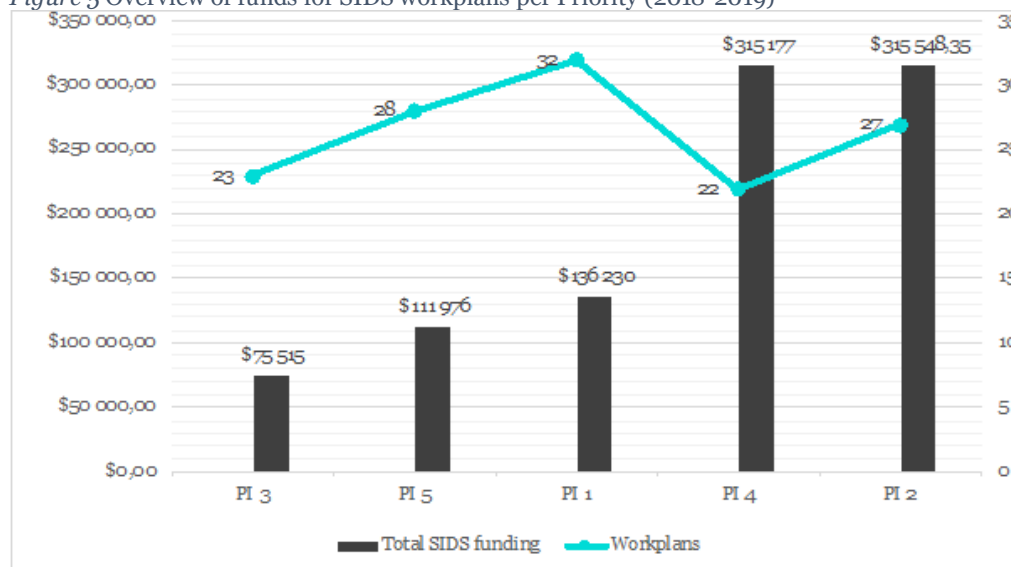
Source: SC PBC SII _ Budget analysis 39C5 (2018-2019)

The 39 c/5 RP budget available for the SIDS AP is very limited considering the ambitions of the SIDS AP and the scope of activities. Figure 5 shows that the limited budget available for Priority 1 (Ed), 5 (CI) and 3 (SHS) is scattered on a high number of projects this alerts on the risk of implementing small projects with very limited impact and sustainability.

Information reported in SISTER allows the following analysis on XB funding under the 39c/5:

- Priority 1 (Enhancing island capacities to achieve sustainable development through education and the reinforcement of human and institutional capacities) raised a total XB amount of $229 580,26, which represents 0,28% of total XB funds for the ED sector
- Priority 2 (Enhancing SIDS resilience and the sustainability of human interactions with ecological, fresh water and ocean systems): the SC sector raised a total XB amount of $1 811 030,40, which represents 13,2% of total XB funds for the sector, in addition IOC raised a total XB amount is $2 444 929,36
- Priority 3 (Supporting SIDS in the management of social transformations and the promotion of social inclusion and social justice) raised a total XB amount of $376 452,05, which represents 7,6% of total XB funds for the sector
- Priority 4 : SIDS total XB amount is $1 798 906, which represent 13% of total XB funds for the sector
- Priority 5 (Increasing connectivity, Information management and knowledge sharing) raised a total XB amount of $201 328,30, which represents 11% of total XB funds for the sector

Most internal stakeholders agree that (extra-budgetary) fundraising should receive more focus and that a mechanism should be developed to do fund raising as a team with Field Office (FO) and Head Quarter (HQ) involved, as currently it is still adhoc and very individual. UNESCO is changing to a better coordination scheme of raising extra-budgetary funds based on long-

term strategic funding plans. This increased coordination on institutional level of extra-budgetary fundraising, in dialogue between HQ and field office, and could greatly help the operationalisation of AP.

The 39 c/5 SISTER project extraction displays the donors that have contributed to projects as part of the workplans for the SIDS AP. There are **26 different donors,** comprising Governments, international donor organisations as well as the private sector. A vast majority of donors from the 39 c/5 biennium (22 out of 26) only contributed to one project from the workplans. This is not specific to the SIDS AP. UNESCO donors generally only contribute to one project per biennium on a specific issue. Yet three donors contributed to two projects or more: the Chinese National Commission for UNESCO, Microsoft, the Canada Council for the Arts, and a consortium of donors comprised of the French Ministry of Foreign Affairs, the Principality of Monaco, and the Pacific Centre of Education for International Understanding (APCEIU).

Donors were most active in the Education sector (8 projects supported in total) and the Natural Sciences Sector (8 projects supported in total). Out of a total of 174 projects from the 39 c/5 SISTER extraction, 145 projects (82%) did not receive any support from donors.

At regional level some potential donors were identified, they differ according to regions and sectors. In the Pacific, for example, South Korea and Japan are mainly targeted for education and culture.

Box 1 The importance of UNESCO central funds for field operations in the Caribbean-

The field visit to the Kingston Cluster office revealed the importance of funding opportunities provided by 'central funds' managed and implemented by UNESCO. Examples of these include the Participation Programme, the International Programme for Development of Communication and the International Fund for Cultural Diversity (IFCD). Most of these funding instruments provide support on a competitive or quasi competitive basis, to projects submitted by stakeholders based in Member States. In the case of the Caribbean, the importance of these funds has been heightened given the limited availability of regular and extrabudgetary funding for projects in the region. The cluster office plays an important role in circulating information regarding the calls for projects carried out by these funds, and often provides technical support to project leaders in the formulation and submissions process. In the case of the Caribbean, these sources appear to have become the de-facto main source of funding for specific projects. However, it is important to keep in mind that these funds often provide grants, which are limited in scope (USD 10 -15k). The projects analysed during the Kingston Cluster Office visit conducted as part of this evaluation have generated very interesting results, and were very much appreciated by local stakeholders (e.g. Microscience initiative, Abeng Community Radio Station).

2.2.2 *UNESCO's organisational structure to implement the SIDS AP suffers from declining human and financial resources*

The action plan is coordinated by the SIDS Unit part of the Section for Small Islands and Indigenous Knowledge in the Natural Sciences Sector at Headquarters. The coordination of the SIDS AP is under the responsibility of an Associate Programme Specialist (P2, 1-4 years of experience) and the Chief of section, with support from a shared middle level programme support officer, proving administrative, secretarial and clerical support (G4) that dedicates about 60% of her time to SIDS. The SIDS AP is the expression of UNESCO's will to contribute to sustainable development of SIDS however it was not followed by the recruitment of additional human resources dedicated to its management and coordination. On the contrary, UNESCO's human resources dedicated to the coordination and management of the SIDS programme have declined in the past years. From 2008 to 2013 the SIDS Unit had also a Senior Programme Specialist (P4) dedicated to SIDS. The P4 was not replaced since he left the organisation in 2013. As a result, the quality of the leadership and managerial support were decreased. The tasks currently undertaken by the P2 officer are those of a middle level or senior officer. She has been working on this topic for many years and is the institutional memory of UNESCO's intervention for SIDS.

In 1996 when the SIDS section was created it was only devoted to SIDS and it counted a Chief of section, two P4, a P2 and a G4. The Local and Indigenous Knowledge Systems (LINKS) programme

was placed under the responsibility of the SIDS section in 2002 therefore reducing the resources allocated to SIDS (60% for SIDS and 40% for LINKS). The SIDS unit is surviving with support from interns but in this situation it can only assure a limited number of tasks. These tasks include:

- Leading the *SIDS platform in HQ* that gathers SIDS focal points from all programme sectors;

- Regular interactions with each of the field offices covering SIDS;

- Coordination of the design and drafting of the SIDS AP with involvement of SIDS Focal Points nominated in all programme sectors and with SC programme specialists in regional offices covering SIDS;

- Addition of SIDS Components in 39 c/5 performance indicators with inputs of the SIDS platform in HQ;

- Enhancement of the monitoring instruments that enable the organisation to trace the activities and financial contributions dedicated to SIDS: addition of SIDS AP boxes in SISTER;

- Coordination of the reporting on the implementation of the SIDS AP with support from the *SIDS platform in HQ (production of a yearly UN report on SIDS for the UN Joint Unit Inspection) and Field offices {*6 monthly reporting mechanism against a two-year plan).

Many tasks that the SIDS Unit would like to implement and that others would like to take on would be useful for the success of the SIDS AP but cannot be achieved with the current human resources available for the coordination of the programme. These include:

- Efficient fund raising for the Action Plan

- Communication on the SIDS AP and awareness raising on SIDS challenges and needs

- Sharing of guidelines and best practices on the implementation of the SIDS AP with SIDS Focal points and Field offices

- Supporting activities that enhance collaboration between SIDS and other member states

Interviewees within UNESCO HQ and field offices generally agreed that the coordination of the SIDS AP should remain within the Small Islands and Indigenous Knowledge in the Natural Sciences Sector at Headquarters. Most interviewees agreed it would not make sense to create a SIDS Department similar to the Africa Department as this might lead to the superposition of too many priorities within UNESCO and dilute their visibility. They all concurred to say that the SIDS Unit should have enhanced human resources in particular to effectively coordinate fundraising for the SIDS AP and communication on the SIDS AP.

Interviewed SIDS Member State representatives regretted that the SIDS Action Plan was insufficiently promoted. They stressed that the SIDS Action Plan should be used to generate funds in support to SIDS at institutional level within UNESCO but also among other donor Member States. At the moment XB funds for the SIDS AP are raised at the level of each programme sector and field office and hence results are uneven. Some priorities have more difficulties to attract donors and could achieve more if fundraising was organised for the SIDS AP as a whole.

Some SIDS were able to raise funds using the SIDS AP for advocacy (Cook Islands, Seychelles). An interviewed donor Member State affirmed, "*the SIDS AP clarifies what UNESCO does or does not do for SIDS and how it relates to the 2030 agenda and the SAMOA Pathway*". As such it is helpful for a donor to look into the SIDS AP and fund SIDS AP activities that are aligned to its own priorities.

Several interviewed SIDS Permanent delegations and UNESCO staff representatives regretted that XB funds raised for the SIDS AP remained insufficient to achieve the ambitions of the SIDS AP and did not offer the possibility to increase the human resources available for the coordination and the implementation of the SIDS AP. An interviewee at UNESCO HQ claimed that "the limited resources for the implementation of the SIDS AP narrow the scope of activities and their quality. It also limits the communication and advocacy aspects we should have around the AP."

2.2.3 SIDS Member States have high expectations with regards to intersectoral synergies yet intersectoral cooperation remains a general issue for UNESCO

The 37C/Resolution V on the Reinforcing UNESCO's strategy on Small Island Developing States (SIDS) adopted by the General Conference in November 2013 and asking for a UNESCO SIDS AP that would follow up on the Third International Conference for SIDS in SAMOA had invited UNESCO to implement the SIDS AP *"taking full account of interdisciplinary connections between all major programmes and interregional linkages among SIDS worldwide."*

Intersectoral cooperation is observed at Field Office level where colleagues from different sectors know each other, have opportunities to exchange and their respective projects and work together for fund raising purposes. It is also observed in Headquarters mostly under extrabudgetary funding when donor funding requires multidisplinary expertise.

Barriers to intersectoral cooperation within UNESCO are not specific to the SIDS AP. All the reporting in UNESCO is organised per major programmes in the c/5 documents and not per topic. This also explains the structure of UNESCO's SIDS AP itself, as each priority of the AP corresponds to a UNESCO Major programme/ Sector. Programme specialists are evaluated against the achievement of Expected Results linked to their Major Programme that might include a SIDS component. The SIDS AP itself is not attached to Expected Results common to all priorities that would encourage intersectoral approaches. It does not have shared budget codes for implementation of joint projects. Another limitation to intersectoral approaches is the coordination costs of organising and implementing such initiatives. The scarce resources available within UNESCO's regular budget cannot cover these costs.

The existence of the SIDS Unit is an advantage as it allows focal points from each sector to meet and know each other but it is not enough to induce change.

2.2.4 Coordination of the SIDS AP at field level is insufficient

Interviews with Programme Specialists in field offices highlighted that for most of them the AP has not changed the way they work with SIDS. Many consider the SIDS AP as "*a policy document rather than an implementation plan*". For them the value added of the SIDS AP is limited and activities are still "*business as usual*". Most Programme Specialists do not take into consideration the SIDS AP when programming their activities as they consider these objectives as already imbedded in their work. However, a few programme specialists affirmed that the SIDS AP helps them "*to prioritise actions to implement in SIDS*".

Processes to ensure that Field Offices contribute to the SIDS AP do exist, but they are insufficient. The workplans contributing to the SIDS AP are elaborated in HQ in collaboration with colleagues from the field offices. Field offices work with different frameworks of objectives: the 2030 agenda, UNDAF, national and regional strategies, UNESCO strategies for gender equality, youth, Africa and the SIDS AP. Some Programme Specialists find it difficult to fit new plans into their work structures.

Field offices feel disconnected from HQ. They only have visibility on what is done at their level, they lack the bigger picture on the implementation of the AP, progress made so far and difficulties encountered by colleagues in other regions and in HQ. They would also like more guidance on the objectives behind the SIDS AP "*what impact should the SIDS AP have on our usual work with SIDS?* "

Coordination of the SIDS AP at regional level is also a challenge. Regional offices and Field offices do not have a SIDS AP Focal point that would make sure that a strategy for the implementation of the SIDS AP is drafted at regional and/or national level and that would coordinate with Programme Specialist leading on each priority of the AP. As mentioned earlier in the report (cf. section 2.1), the scope of the SIDS AP is quite broad and it needs to be narrowed to the local priorities. A SIDS AP Focal point at Regional level would also be helpful to coordinate reporting on progress made in the implementation of the SIDS AP.

Fields offices are missing the necessary human and financial resources to implement the SIDS AP. Because of limited human resources UNESCO's country presence is very modest. Some Programme Specialists in regional offices explained that they cover 19 countries; this restrains the possibilities to be frequently present in the countries. Besides, transportation to SIDS can be an additional challenge for Programme Specialists as they need to overcome geographic dispersion and isolation of SIDS Travelling to SIDS involves dealing with the issues of no direct flights, different time zones, and high travel costs. This does not help communication between National Commissions and Field Offices. In some countries, such as Comoros, where Internet connection does not always function, not being present locally is a real barrier to the progress of activities.

1. In some countries the field structure can be difficult to understand for SIDS local authorities. It is particularly true in the Caribbean were the lead for Natural Science is located in a different office than the lead for Education, making it confusing for National Commissions to deal with different UNESCO offices. This observation is also true in Comoros, where it is not always clear for local actors if the interlocutor at UNESCO should be the person responsible for Comoros in Nairobi, the thematic lead in Nairobi, or the thematic lead at HQ. Several interviewed stakeholders felt frustrated that they could not efficiently communicate with UNESCO on their needs and difficulties encountered in the implementation of projects. In Comoros, the National Commission is began to structure itself but it still does not fulfil its role in: the formulation of local needs, support and follow up in the execution of UNESCO's programmes, dissemination of information and follow up on programme results. This adds a barrier to UNESCO's activities in the country.

2.3 Effectiveness

The adoption of the AP in 2016 led to the subsequent adoption of a Strategy for the first phase of implementation of the SIDS action plan within the approved programme and budget for 2016-2017 (38 /5). This implementation strategy can be found in document 199 EX/5.INF.REV of the Executive Board, dating from April 2016. It contains the performance framework and related Key Performance Indicators for the first stage of implementation of the AP. It's worth noting that, since the implementation of this performance framework, a subsequent one has been adopted under 39 C/5. However, no consolidated reporting has yet been conducted on the basis of the latter. Both of the performance frameworks can be found in the Appendix of this report.

This section will thus focus on the level of achievement of the AP on the basis of the following elements:

o The formal reporting and monitoring conducted UNESCO and the SIDS unit on the basis of the performance framework for the first phase of the SIDS AP implementation (2016-2017) as per the KPIs implemented under 38 C/5

- The qualitative perceptions provided by interviewed stakeholders regarding the level of progress achieved by the AP to date

2.3.1 Progress towards the further implementation of the SIDS Action Plan as reported by UNESCO on the basis of the performance framework adopted under 38 C/5

Document 201 EX/5 Part I (A) adopted in March 2017 by the Executive Board provides an overview of the progress made towards implementation of the SIDS AP in its first year of operation. As mentioned in the document, the preparation of the progress report responded to 197 EX/Dec.5.I.D, and 199 EX/Dec.5.I.A, which requested the Director-General to report on the progress made towards the further implementation of the Small Island Developing States (SIDS) Action Plan at the 201st session.

Based upon the SIDS-specific reporting provided in SISTER for the 38 C/5, highlights of progress achieved within the five priority areas of the SIDS Action Plan were summarized in narrative form in the document. In addition to this, a detailed reporting for each Expected Result KPI with SIDS-specific targets was also developed. The reported progress is based on both regular programme and extrabudgetary funding.

The report does not provide a clear and concise general overview of the level of progress and main achievements (either qualitative or quantitative) of the AP as a whole. This is illustrated by the absence

of any type of appreciation indicating whether the level of implementation or progress achieved is satisfactory or not. The only global appreciation of the AP made by the report highlights the following:

- The advantage taken by UNESCO of synergies across major programmes, as well as of intervention at both policy and community levels, to advance the implementation of the SIDS Action Plan;

- The contribution made by the multi-stakeholder and multidisciplinary approach, connecting vulnerable communities to policy makers, scientists to citizens, local to global, to advancing implementation of the AP;

- The contribution made by intersectoral synergies to the enhancement of SIDS community resilience in the face of climate change and natural disaster. This was achieved through the development of coping and adapting strategies in ocean sciences, the Sandwatch programme, ESD, social development, science policy, freshwater sustainable management, preservation of biodiversity, preservation of tangible and intangible cultural heritage, as well as the use of ICTs to share knowledge.

None of the above indicate whether the level of implementation / results achieved is satisfactory or not. Most importantly, however, the report does not indicate to what extent the Action Plan has managed to generate change, which would not have been generated in its absence. In other words, reporting conducted fails to capture the specific added-value of the action plan, compared to a counter-factual scenario (i.e. one which is absent of its existence).

The report does go on to provide a narrative assessment of the main highlights of the progress achieved towards the first phase of implementation under each of the AP priority areas. The following table summarizes some of the main achievements as described by the document[27]. It is important to note that the highlights were not extensively documented by the evaluation team, but were produced by UNESCO for internal reporting purposes.

Figure 6 Overview of key achievements identified by UNESCO during the first year of AP implementation

AP priority area	Main highlights of the progress achieved towards the first phase of implementation of the SIDS AP
Priority 1 on Enhancing island capacities to achieve sustainable development through education and the reinforcement of human and institutional capacities	- SIDS national capacities were strengthened to develop and implement policies and plans within a lifelong learning framework, in particular with a policy review completed in Saint Kitts and Nevis and another policy review for Bahamas launched. - Capacities of SIDS Member States were strengthened to design and implement policies aimed at transforming TVET. Notably, Saint Lucia has developed a new TVET policy. - UNESCO provided technical support to reinforce teacher education and professional development in SIDS. - UNESCO supported SIDS in implementing the Global Action Programme (GAP) on Education for Sustainable Development (ESD)
Priority 2 on Enhancing SIDS' resilience towards environmental, ocean, freshwater and natural resources sustainability	- STI policies, the science-policy interface, and engagement with society including vulnerable groups, were strengthened, in particular through capacity building in 2016 in order for the Bahamas to develop and strengthen implementation of their STI policy. - In the area of research and education in the basic sciences, human and institutional capacities were enhanced, through synergies among UNESCO network of partner institutions. - In the area of scientific understanding of ocean and coastal processes, IOC has refocused its ocean science programmes with the aim of increasing

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[27] The table summarizes the Annex « HIGHLIGHTS ON THE PROGRESS ACHIEVED TOWARDS THE FIRST PHASE OF IMPLEMENTATION OF THE SIDS ACTION PLAN WITHIN THE 38 C/5 »

	awareness and mobilizing the scientific capacities of its Member States to address the challenges defined by the SDGs, the Samoa Pathway, the Sendai Framework and the Paris Agreement on Climate. • In the framework of coastal resilience and climate change education, in the AIMS, Caribbean and Pacific SIDS; the capacities of teachers' and community groups' were enhanced to introduce climate change across formal and informal curricula through UNESCO's course on Climate Change Education Inside and Outside the Classroom. • Global cooperation in the geological sciences was expanded, in particular, through the promotion of Earth Science education in Latin America in 2016. • SIDS Member States have reduced their vulnerability and enhanced their resilience to natural hazards by strengthening their capacities in DRR, in particular, through the implementation of the UNESCO-VISUS multi-hazard school safety assessment methodology. • Member States have received support in order to improve groundwater governance at local, national and transboundary levels.
Priority 3 on Supporting SIDS in the management of social transformations and the promotion of social inclusion and social justice	• Progress has been made towards the enhancement of capacities of decision-makers, civil society organizations and other key stakeholders in SIDS to design and implement innovative proposals for the development of public policies in favour of social inclusion and intercultural dialogue. • UNESCO has supported the formulation, review, and implementation of youth-related policies and legislation, with the participation of youth at different levels in Cabo Verde, Cuba, Guinea-Bissau, Timor-Leste, Haiti, and Saint Kitts and Nevis. • Research on school-related gender-based violence (SRGBV) in the Pacific was promoted to improve policies and raise awareness on gender-based violence in the education system (with the engagement of universities, teachers, principals and ministries).
Priority 4 on Preserving Tangible and Intangible Cultural Heritage and Promoting Culture for Island Sustainable Development	• Concerning the implementation of the 1972 Convention, one SIDS ratified the Convention. Four SIDS Parties developed new or revised Tentative Lists, and three SIDS submitted nomination files conforming to prescribed requirements. • Under the 1970 Convention, six SIDS were supported in the integration of the Conventions provisions, and eight SIDS benefited from awareness-raising initiatives. • Concerning the 2001 Convention, three SIDS ratified it and two SIDS adapted their national law. The Technical Advisory Body dispatched four technical mission, including one to assist Haiti in underwater cultural heritage preservation and management. • With regard to the 2003 Convention, six SIDS were supported in the integration of the Convention's provisions in national laws or policies. • Under the 2005 Convention, two SIDS ratified the Convention.
Priority 5 on Increasing connectivity, information management and knowledge sharing	• In the area of community media, the 32 phasing-out radio stations have reinforced their capacities to ensure the sustainability of achieved results during the first phase of the project • Local actors in Member States have fostered media development through the International Programme for the Development of Communication (IPDC)

When it comes the level of achievement of 38 C/5 performance indicators, the data which is available makes it very difficult to provide a blanket statement regarding the overall progress of the AP. In general terms, all of the performance indicators listed in the report include data on the progress achieved during the 2016 calendar year. A general assessment of the progress achieved shows that for most Major Programmes and their related indicators, the results achieved by the AP (or at least linked to the AP) are line with originally expected targets.

It is interesting to note that reporting has been conducted according to 38 C/5 major programmes, and not according to AP priorities. This makes it difficult to establish a clear link between performance indicators being reported on, and the priorities, objectives and actions listed under the SIDS AP. As a result of this, the reporting conducted by UNESCO is first and foremost a picture of the place SIDS occupy in the broader landscape of UNESCO activities, rather than the level of progress achieved against the specific objectives and targets of the AP. Further, the SIDS AP per se does not have its own performance framework, which allows for monitoring progress towards results.

2.3.2 *The qualitative perceptions of interviewed stakeholders state some successful initiatives but remain lukewarm regarding the level of achievement of the AP*

When asked to what extent goals of the AP have been met, stakeholders often had a difficult time providing an assessment of the overall level of achievement of the different priorities and objectives identified by the AP. Most examples provided when it comes to the achievements generated by the AP where of two natures:

- Stakeholders either spoke of a specific project or initiative implemented in their own country or region, which can be linked to one or several of the objectives / priorities of the AP. This notably tends to be the case of Members State representatives and local stakeholders.

- Stakeholders spoke of the virtues of the AP in terms of improvements in organisational and process-oriented dimensions, which are not necessarily reflected in the performance framework of the AP or explicitly recognised as AP objectives. These benefits relate more to the expected results captured in the Theory of Change developed for the purpose of this evaluation (e.g. working effectively with international partners). This tends to be the case of individuals who are familiar with the organisational set-up and internal processes of UNESCO.

In neither of the above is it possible to determine, on the basis of robust evidence or perceptions, the extent to which the different thematic objectives of the AP have been reached, or even the degree of implementation of the different actions.

SIDS AP stakeholders often stated that there is little evidence indicating that the existence of the AP has contributed to making any significant progress towards the objectives it sets forth. For instance, a number of field office programme specialists in field offices responsible for the implementation of the projects linked to the AP indicate that most of those projects would have been implemented regardless of the AP. As such, any tangible results which are in line with the AP cannot be fully attributed to it. While this critique is often linked to the lack of a more actionable and results-oriented strategy, as well as to the lack of funding to support the implementation of specific actions, it does indicate that the perceived additionality of the AP vis à vis its intended objectives is often seen as being very low by some of those who are the most acquainted with UNESCO's work in the field.

This said, and putting the aforementioned AP attribution consideration aside, the different projects and initiatives being delivered by UNESCO either in SIDS or which include an important SIDS component are highly valued by project partners and beneficiaries. **The multiple case studies developed in the framework of this evaluation speak to the usefulness and the tangible results generated by such projects**. Whether it is directly or indirectly, these results can be seen to be contributing to some of the major objectives set forth by the AP. The example of the work being done by IOC on tsunami early alert systems, the biosphere reserve programme, as well as the Sandwatch project[28] dealing with education for the protection of coastal environments are clear examples of how UNESCO activities are generating (or have the potential to generate) change which is

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[28] Sandwatch is an educational process through which school students, teachers and local communities work together in the field to monitor their coastal environments; identify and evaluate the threats, problems and conflicts facing them; and develop sustainable approaches to address them. With this approach involved groups not only understand their environment, but also develop critical thinking skills and apply them to conflict resolution, thus instilling a sense of caring for their beaches and coastal areas – their environment. Sandwatch method is applied in an interdisciplinary manner with applications ranging from biology to woodwork, from geography to art, and from poetry to mathematics.

in line with the objectives of the AP. The open question is to what extent the existence of the AP has facilitated or driven the implementation and development of these projects or not.

2.4 Sustainability, communication and dissemination

Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. This section will focus on:

- Major factors that influenced the achievement and non-achievement of sustainability of the AP.
- Communication efforts on the SIDS AP
- The impact of the SIDS AP on the visibility of UNESCO's efforts towards SIDS

2.4.1 Sustainability of activities implemented under the SIDS AP is challenged by many factors.

First and foremost, the lack of financial and human resources to implement the SIDS AP is a major challenge to the sustainability of activities implemented under the SIDS AP. This has a significant impact on the nature and the structure of activities implemented in SIDS. Field offices work with very limited budgets for each SIDS these budgets do not permit a holistic perspective built on a logic of intervention at national level. As a result, UNESCO's intervention at field level is highly oriented towards upstream fragmented activities. Projects will often involve the organisation of workshops, policy advice and technical assistance to local governments and capacity building activities that are likely to have an impact at individual level but less so at organisational or institutional level.

UNESCO's activities are considered as highly relevant to local needs and Programme Specialists largely involve local stakeholders in the design and implementation of activities to ensure local ownership. However project case studies indicate that this is not always enough to guarantee practical use of project results. When an activity is closed, Programme Specialists do not have the time and resources to go back to the field and check that local actors have done the necessary to ensure use of results and/or replication / scaling up of activities. It is essential that UNESCO follows up on past initiatives: i/ to verify that the results are disseminated and used; ii/ but also to build on past experiences and refine a logic of intervention in the country based on lessons learned and opportunities to replicate or scale up activities.

In Comoros, the Sandwatch project can be considered as a successful initiative. This was implemented in a private school, the French school Henri Matisse in Moroni, with the school's financial contribution. The project and its results are unknown to the Ministry of Education and although it would be very relevant to implement the project in other schools in the country, the perspectives for scaling up will remain non-existent without the intervention of UNESCO to communicate on results, raise funding and mobilise actors. National Commissions could be mobilised to play a stronger role in the follow up on past activities, however they often have strong financial and human resource constraints.

Another challenge that impacts sustainability of the SIDS AP initiative is the weak institutional memory within UNESCO and its National Commissions. Processes for efficient handover of past projects and initiatives are not in place and because of the high turnover of staff in the field offices this is a major issue. Consequently, when a new Programme Specialist is appointed he/she frequently needs to start anew.

UNESCO's ability to work on an integrated approach was underlined by several interviewees at field level as another factor that can influence achievement of sustainability of the SIDS AP. UNESCO does not have the resources to support SIDS in the resolution of all their challenges. Yet it can contribute to an integrated approach designed in collaboration with other UN agencies and other international cooperation players. In this perspective it is crucial that UNESCO participates in the elaboration and implementation of UN frameworks of intervention at regional and national levels.

2.4.2 Communication efforts on the SIDS Action Plan have been insufficient because of a lack of human and financial resources

Communication efforts are oriented toward reporting to the UN system support for SIDS and the Inter-agency consultative group on SIDS (IACG), and responding to questions addressed by the UNESCO Executive Board.

Numerous Member State representatives and UNESCO staff see in the SIDS AP an instrument that should be used for outreach- and fundraising purposes. Paradoxically, because of the limited human resources for the coordination of the Action Plan, no communication strategy and no overarching fund raising strategy was developed for the SIDS AP.

The involvement of UNESCO networks and partners, both internationally and on-the-ground, in raising awareness on the SIDS-AP has been very scarce. During the mission in Comoros it was noticed that apart from the SG of the National Commission, all actors in Comoros had never heard of the SIDS AP before our field visit.

A field office Programme Specialist suggested that the SIDS AP could be used as a brand to increase the visibility of UNESCO's efforts towards SIDS and support fund raising. An interviewed donor mentioned that UNESCO should "*seize all opportunities to communicate on the need to support SIDS financially*, for example at the *UNESCO's partners Forum but also in communications from the Director General of UNESCO that have a strong impact on the orientation of Member States extra budgetary funding*".

Internal communication is also insufficient. Several interviewees in field offices affirmed that they would appreciate guidance for fundraising in SIDS: a "narrative explaining why a donor should invest in UNESCO's support to SIDS", a list of donors to be approached at HQ level vs. FO level and guidance on how to work with Middle-income SIDS.

Lastly, communication for fundraising purposes should be focused on communication of quality and timely data on results. Efforts made to improve the monitoring of activities contributing to SIDS and contributing to the SIDS AP should be acknowledged. Adding a SIDS component to the 39C/5 performance indicators is also progress. These efforts need to be continued as donors require quality reporting on the use of allocated funds and their results, i.e. their outcomes. Interviewees among SIDS and donor Member States also mentioned that UNESCO's low response due to administrative complexity and lack of human resources can negatively affect the organisation's image. For instance, UNESCO can impose administrative processes that can delay the launch of an extra-budgetary project by several months. It is also important to submit progress and final reports on time to allow donors to provide timely feedback.

2.4.3 UNESCO SIDS AP itself does not give more visibility to UNESCO's efforts and actions for SIDS but it clarifies objectives and priorities

The common consensus among stakeholders and UNESCO partners is that the AP is a well-structured document that describes the main tenets of UNESCO's sectoral work in basic priorities/principles. It is seen as a simplification of very complex multi-disciplinary work of UNESCO, easy to read and understand for Pacific member states. The AP definitely supports the image of an organisation that is committed to SIDS and is well perceived by SIDS and partners as well as other UN agencies. There are doubts though as to what extent the AP itself has encouraged UNESCO's interventions and strengthened visibility. UNESCO's overall visibility in SIDS regions is not always strong, for example in comparison to other UN agencies like UNICEF or UNDP. The fact that UNESCO has limited resources reduces opportunities for collaboration / makes it a less attractive partner to work with. In other cases, stakeholders and partners were well-known with UNESCO's activities and presence in SIDS regions, but not -completely- familiar with the AP and its content.

For setting up and maintaining partnerships and the implementation of activities, the AP is not always used consistently as a guiding framework document. The management of relevant regional partners or stakeholder organisations were not always aware of the existence of the AP, especially when it

compares to the awareness of the AP in the collaboration on project level. This explains why in the survey among National Commissions 25% of respondents "somewhat disagree or totally disagree" with the statement affirming that UNESCO's support to SIDS is stronger and more visible since 2016. During interviews, stakeholders and partner organisations mentioned several times that in their view the SIDS AP serves for HQ to increase visibility on SIDS within UNESCO itself and that it should serve to increase outreach.

3 Lessons learned and conclusions

The **lessons learned and conclusions** section presents results of the mid-term review in relation to the hypotheses of change of the Theory of Change and the overall value added of the SIDS AP.

The Theory of Change co-constructed with the evaluation reference group in the framework of this mid-term review indicates that in order to successfully reach expected results of the SIDS Action Plan UNESCO should make sure it reaches the following outcomes:

- Raise de necessary human and financial resources to implement and coordinate the AP

- Effectively mobilise partners to contribute to the SIDS AP including within the UN family of institutions

- Develop cross-cutting and cross-sectoral approaches

- Enhance dialogue and knowledge sharing among SIDS and between SIDS and other Member States

- Enhance visibility of UNESCO's support to the sustainable development of SIDS

- Ensure that the M&E framework for the SIDS AP enables UNESCO to effectively report on progress to Members States and the United Nations.

This section provides conclusions of the mid term review in relation to these targets of the Theory of change. It also concludes on the overall value added of the SIDS AP in comparison to a « business as usual scenario ».

3.1 On resources available to effectively implement and coordinate the SIDS AP

UNESCO is lacking the human and financial resources necessary to fully implement the SIDS AP and achieve the ambitions behind its five priorities. Human resources are lacking for the establishment of an effective coordination mechanism, the development of a fundraising strategy for the entire SIDS AP and the development of a communication strategy oriented towards resource mobilisation for the AP.

The SIDS Unit is clearly lacking a Senior level position (P4) to lead the necessary organisational changes in relation to these challenges and in particular the mobilisation of financial resources for the SIDS AP. These responsibilities can not be placed on the shoulders of an Associate Programme Specialist (P2) that already performs remarkably all reporting on the implementation of the SIDS AP and the contributions to the SAMOA pathway, communications, advocacy, meeting with the SIDS member states, as well as running a programme for Natural Sciences in SIDS. In addition a P2 level does not offer sufficient credit to lead

The consensus among stakeholders is that the financial challenges that UNESCO faces affects an effective implementation of the AP and reduces the quality and sustainability of UNESCO's actions.

The need for a well-thought out overall fundraising strategy for the SIDS AP has been mentioned repeatedly by internal stakeholders. Yet the SIDS AP is caught in a vicious circle as without the necessary leadership and human resources, an effective fundraising strategy for the SIDS AP cannot be developed and implemented. It will remain under the responsibility of each sector with uneven results.

3.2 On the mobilisation of partners to contribute to the SIDS AP including within the UN family of institutions

UNESCO's work on SIDS is highly valued by other partners and other UN agencies. UNESCO is recognised as an organisation that has been consistently contributing to sustainable development of SIDS including in areas that are unique to its mandate such as the safeguarding of tangible and intangible cultural heritage. Many of its projects and initiatives are considered as extremely interesting to project partners and beneficiaries in particular the Sandwatch programme, IOC's work on early warning systems, Disaster Risk Reduction (DRR) and post-disaster response and recovery, or UNESCO's work to Promote Biodiversity Conservation in SIDS using biosphere reserves.

UNESCO generally works with a strong network of partners in the field and can offer its technical expertise to develop interesting initiatives.

UNESCO is successful in aligning objectives of the SIDS AP to other strategic frameworks at regional and/or UN level such as:

- the UN system implementation of the SAMOA Pathway
- the United Nations Multi-Country Sustainable Development Framework (UN MSDF) in the Caribbean 2017-2021
- the UNESCO Special Initiative for the Caribbean (SPIC)
- the regional Work Plan for Culture in Latin America and the Caribbean UNESCO LAC 2016-2021
- the UNESCO Pacific Strategy 2018-2022
- the joint UNDAF for Seychelles and Mauritius
- the UNDAF for Comoros
- …

Working with these multiple frameworks can be challenging for UNESCO's field offices and UNESCO's partners. For this reason the AP is not always used consistently as a guiding framework document. The management of relevant regional partners or stakeholder organisations were not always aware of the existence of the AP, especially when it compares to the awareness of the AP in the collaboration on project level. During interviews, stakeholders and partner organisations mentioned several times that in their view the SIDS AP serves for UNESCO HQ to increase visibility on SIDS within UNESCO itself and that it should serve to increase outreach.

The involvement of UNESCO networks and partners, both internationally and on-the-ground, in raising awareness on the SIDS-AP has been very scarce. UNESCO could make a better use of its network of National Commissions and UNESCO Chairs to raise awareness on the SIDS AP.

UNESCO is generally involved in the follow-up of implementation of these frameworks and makes efforts to work in cooperation with local UN coordination offices to identify opportunities to collaborate with other UN agencies. These coordination efforts are fundamental to ensure that UNESCO can contribute to a national/regional strategy that can offer a more holistic approach.

3.3 On the development of cross-cutting and cross-sectoral approaches

UNESCO is considered as very well positioned to support SIDS in their sustainable development. Its thematic competencies, networks and delivery instruments place it in a unique position to offer an integrated approach to resolving SIDS challenges.

SIDS Member States have high expectations on UNESCO's ability to deliver multidisciplinary initiatives offering integrated solutions to SIDS needs.

Intersectoral approaches are developed within UNESCO in particular at field level but also in UNESCO HQ, for example through the Sandwatch programme. UNESCO should ensure these initiatives are visible and encouraged.

Barriers to intersectional cooperation exist within UNESCO and are not specific to the SIDS AP. They are linked to the organisation's programming, budgeting, monitoring and reporting systems.

The existence of the SIDS Unit is an advantage, as it allows focal points from each sector to meet and know each other but it is not enough to induce structural change.

3.4 On the enhancement of dialogue and knowledge sharing among SIDS and between SIDS and other Member States

UNESCO's contribution to the enhancement of dialogue and knowledge sharing among SIDS is acknowledged in the Caribbean and Pacific regions.

In these regions UNESCO has developed regional strategic frameworks and regularly develops multi-country initiatives such as the Caribbean support to Cuba and the Dominican Republic to assess and review their teacher standards or regional trainings organised to develop or review Tsunami Standard Operating Procedures (SOPs) in Cook Islands, Solomon Islands, Tonga and Vanuatu.

UNESCO is also considered to be well connecting to SIDS regional/international organisations such as the AOSIS, the Pacific Islands Forum, the Caribbean Community, the UN-ECLAC, etc.

Some interviews underlined that UNESCO's links with the Indian Ocean Commission should be strengthened. The situation is complex in SIDS from Africa, Indian Ocean, Mediterranean and South China Sea (AIMS): they are geographically dispersed and range from low-income countries to middle income countries. It is therefore more challenging to enhance multi-country initiatives and regional dialogue. UNESCO however does develop projects contributing to enhance dialogue and knowledge sharing among AIMS SIDS. For instance in Comoros a number of researchers took part in a training on marine spatial planning in Mauritius and were then invited to take part in IOC's international Indian Ocean Expedition in 2018. This yearly expedition aims to increase the understanding of regional marine resources and help people to understand the sea ecosystem and how they are all connected to it.

Dialogue between SIDS and other Member States is insufficient. Given the limited human resources allocated to the SIDS unit, UNESCO needs support from its SIDS Member States to raise awareness on SIDS challenges and the need to support vulnerability.

3.5 On the visibility of UNESCO's support to the sustainable development of SIDS

The SIDS Action Plan is a good policy framework that provides clarity on UNESCO's priorities in relation to SIDS and its contribution to the SAMAO pathway.

Donors consider it to be a valuable reference document that supports their decision making when allocating extrabudgetary funding to SIDS.

However the AP itself is not enough to strengthen the visibility of UNESCO's efforts and actions for SIDS it need to be supported by an effective communication strategy oriented towards fund raising.

Despite the fact that UNESCO is considered as well positioned to support the sustainable development of SIDS, players with greater resources have stronger visibility at field level (UNICEF, UNDP, European Commission).

In SIDS with no UNESCO representation it can be challenging to be visible and even to set up and implement initiatives.

3.6 On UNESCO's ability to monitor and evaluate progress towards reaching objectives of the SIDS AP

The adoption of the Action Plan represents a watershed moment for UNESCO in terms of its ability to better track and monitor its activities benefitting SIDS. Since the introduction of the AP, UNESCO has taken two key steps in this direction:

- First of all, it has adopted SIDS specific results objectives and related Key Performance Indicators as part of its regular programming activities: Along with the adoption of the AP, for the first time and upon the request of the Executive Board, SIDS-specific targets have been identified in SISTER for each relevant 38 C/5 and 39 C/5 Expected Result in line with the Priority Areas defined in the Action Plan.

- Secondly, the Organisation is now equipped to follow progress towards these objectives in a more automatic and efficient manner. This is thanks to the new functionalities included in the SISTER project management and tracking system, which allow to tag projects and their results as being specific to SIDS. SIDS are now embedded in UNESCO's project monitoring and tracking system.

Both of these elements have resulted in an increased capacity for the organisation to ensure a more accurate and comprehensive overview of its efforts to contribute to sustainable development in SIDS. This has resulted, for instance, in an increased capacity to generate data regarding the overall contribution of UNESCO towards SAMOA Pathway objectives. To illustrate this, it is safe to say that the majority of quantitative data included in this report regarding the volume of funding and the number of projects benefitting SIDS, would have been very difficult to collect five years ago (before the adoption of the AP).

UNESCO's monitoring framework for SIDS support, has been described by the UN as a good practice which should be replicated by other UN bodies. The Comprehensive Review of United Nations System Support for Small Island Developing States report published by the Joint Inspection Unit states that "according to the Good practices in organizations such as the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the United Nations Office for Disaster Risk Reduction (UNISDR) could be shared with other organizations of the United Nations system that have not yet designed specific objectives or indicators to measure the achievements of their work for the specific group of SIDS."

This said, the current reporting and monitoring system still has one major limitation directly affecting the Organisation's capacity to monitor and evaluate progress towards reaching objectives of the SIDS AP. This is that the current AP results framework is identical to that of UNESCO's general programme of action. Targets established for SIDS are simply defined in terms of the number of SIDS benefitting from a UNESCO action, or which have taken specific measures to address an issue. For instance, the performance indicator used under Major Programme I: Education / Expected Result 1: National capacities strengthened to develop and implement policies and plans within a lifelong learning framework is "Number of countries supported by UNESCO where education policies have been reviewed to integrate a lifelong learning perspective". The target is defined as 16 Member States, of which at least 4 SIDS. This implies that the performance framework is well suited to measure the share of UNESCO efforts targeting SIDS. However, it is unfit to measure and capture how and if UNESCO is contributing to the specific needs of SIDS. To mitigate this, UNESCO would need to develop a specific results framework which is fully in line with the ambitions of the AP and is able to capture the specificity of the support provided to SIDS.

3.7 On UNESCO's progress made in the achievement of the five sectoral priorities of UNESCO SIDS AP

The evaluation has allowed to gather a body of evidence pointing to the fact that contributions have been made in recent years to the different priorities set forth by the AP. The formal reporting conducted by the Organisation to the Executive Board captures some of the most important contributions made by it to the different sectoral priorities and provides specific examples of projects

which have been particularly successful at doing so. The field visits allowed the evaluation team to identify and witness some of these achievements first-hand. As previously mentioned, the different projects and initiatives being delivered by UNESCO, either in SIDS or which include an important SIDS component, are highly valued by project partners and beneficiaries. UNESCO is making a difference in SIDS currently, and is universally perceived as an organisation that is fit to contribute to the promotion of sustainable development in SIDS contexts. UNESCO is really a unique institution given its thematic mandate, its cutting edge expertise, its global nature and extensive network of grassroots organisations and partners.

This said, since the launch of the action plan, the Organisation is still incapable of providing a clear-cut assessment of the headway made in achieving each of its five priority objectives. This is mainly the result of the lack of a more tailored monitoring and performance framework for the AP, but is also the product of the lack of resources to more intensively monitor and follow on the work being done throughout the Organisation.

The evaluation has revealed that while UNESCO's work is in line with and contributing to the objectives stated in the AP, there is a very high level of uncertainty regarding the additionality of the AP. In other words, many stakeholders believe that the results achieved over the last two years towards the objectives of the AP would have probably taken place in the absence of the AP.

3.8 On the value added of the SIDS AP in comparison to a « business as usual scenario » defined by the absence of such an instrument

The AP is seen as a good general framework that brings together priorities identified by UNESCO and SIDS member states in terms of support to the most important challenges encountered by SIDS. It makes a clear link to the relevant SDG's and subsequently indicates where UNESCO will focus.

It indicates the willingness of UNESCO to play an active part in the delivery of the SAMOA objectives.

For many stakeholders, the main added value of the AP lies in the strong commitment it expresses with SIDS challenges defined during the SAMOA Pathway Conference 2014. As a result, it has raised strong expectations, especially within the SIDS community, but the SIDS AP has not raised sufficient resources to meet these expectations. The risk is that UNESCO is charged of not delivering on the objectives of the SIDS AP. There is a frequent perception that the AP is just an expression of the 'lip service' UNESCO is paying to the SIDS cause. There is a real threat that if it continues down this road, there will be real disappointment, and negative political externalities.

UNESCO member states would also have a strong responsibility if the SIDS AP results in such a disappointment. Non-SIDS Member States need to be aware of the difficulties of fundraising for SIDS and that without their financial contributions UNESCO will not be in a good position to deliver on expected results of the SIDS AP. Indeed because SIDS markets are small, isolated and vulnerable to natural disasters and climate change they are not attractive to the private sector. Fundraising for SIDS is mainly oriented toward the public sector.

Many actors in the field mentioned a lack of ownership of the AP with local SIDS Member States. This was also observed by the evaluators and is regrettable as local Member states can be mobilised for fundraising and awareness raising on the SIDS action plan.

The SIDS AP has not fundamentally changed the way the organisation is working or has organised itself to provide more support for sustainable development in SIDS. The document is without providing strategic directions for operationalisation and does not provide guidelines for resource mobilization. This definitely hampers the uptake of the AP as a guiding framework document for implementation and is therefore not considered as a real "Plan of Action".

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4 First draft recommendations

4.1 Recommendations on financial and human resources available for the SIDS AP

- Create a special account with an integrated budget for the SIDS AP that allows funding of intersectoral initiatives and recruitment of human resources for the coordination of the AP
- Replace the Senior Programme Specialist (P4) in the SID Unit that left the organisation with a P4 that would lead on coordination, fundraising and operationalization of the SIDS AP
- Recruit an Associate Programme Specialist (P2) that would support the SIDS Unit in particular on communication
- Use the SIDS AP as a brand for communication and fundraising purposes

4.2 Recommendations on UNESCO's global priorities

- Coordinate an in-house reflection on the SIDS AP with offices that handle Gender Equality, Priority Africa and Youth to:
- – identify specific needs of SIDS on UNESCO's global priorities and on Youth
- – define how they could bring their expertise to better integrate these priorities to UNESCO's implementation of the SIDS AP

4.3 Recommendations on the operationalisation of the SIDS AP

- Develop an overall fundraising strategy for the SIDS AP, specifying particular challenges of fundraising for SIDS and ways to overcome these, targeted donors and the role of Member States, HQ, Regional offices where they exist and cluster/national offices
- Develop a narrative for fundraising purposes explaining why donors should invest in UNESCO's support to SIDS
- Develop and coordinate a communication strategy, with a dedicated budget, focused on fundraising. This can be done mobilising the additional human resources that would be allocated to UNESCO's SIDS Unit (cf. recommendation 4.1). Specify the role of Member States, HQ, Regional offices where they exist and cluster/national offices in the implementation of this strategy.
- Increase presence of UNESCO programme specialists in SIDS: in particular in LDCs and in SIDS where the National Commission is identified by Programme Specialists as less structured.

4.4 Recommendation on the internal coordination of the SIDS AP

- Enhance coordination between HQ and FO: provide guidance on the purpose and the use of the SIDS AP and the way to narrow it down to national needs aligning to UN and/or national frameworks.
- Directors of UNESCO Regional offices responsible for SIDS should develop a strategy on the implementation, monitoring and communication of the AP
- Enhance inter-SIDS-office approaches including across regions.

4.5 Recommendations on the monitoring and evaluation of the SIDS AP

- Develop a SIDS AP-specific performance and monitoring framework which captures the true added value of the AP, as well as the uniqueness of the support made by UNESCO to promoting sustainable development in SIDS. The framework should include one or two KPIs reflecting outcomes of the strategy, not only outputs.

- The development of a few overarching expected results in the SIDS AP to encourage intersectoral approaches.

4.6 Recommendations on the visibility of UNESCO's SIDS AP

- Develop 3-4 multidisciplinary flagship projects that UNESCO could use to communicate on its SIDS AP. These should focus on cross-cutting themes of the Action Plan considered as more important or urgent than others by the SIDS, the Executive Board and the ADGs. These programmes should be multidisciplinary and integrate all UNESCO priorities: gender, youth, Africa and SIDS.

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Appendix A Evaluation matrix and limitations of the evaluation

A.1 Evaluation matrix

Figure 7 Evaluation matrix

#	Evaluation questions	Indicators	Data source & data collection methods
1	**Relevance to high level objectives / outcomes of the Theory of change**		
1.1	To what extent does implementation of the SIDS-AP contribute to achieving the Sustainable Development Goals?	• Prevalence of the 2030 Agenda for Sustainable Development topics and priorities in the SIDS-AP • Views of UNESCO staff and beneficiaries on contribution of UNESCO SIDS-AP to achieving the SDGs	• Document review and analysis • Interviews with UNESCO staff and UNESCO Member States • Survey among National Commissions

1.2	Does implementation of the SIDS-AP contribute to the Paris Climate Agreement and the Sendai Framework for Disaster Risk Reduction (DRR) as well as other international development goals?	• Contribution of the objectives and activities of SIDS-AP to the priorities of
		  – the Paris Climate Agreement
		  – the Sendai Framework for Disaster Risk Reduction (DRR)
		  – other international development goals
		• Views of UNESCO staff and beneficiaries on the contribution of UNESCO SIDS-AP to achieving priorities of the Paris Climate Agreement and the DRR
			• Document review and analysis
			• Interviews with UNESCO staff and UNESCO Member States

1.3	Is UNESCO well placed to address the related challenges in relation to its mandate and to MS priorities?	• Views of UNESCO's staff, partners and beneficiaries on UNESCO's comparative advantages; in comparison to other international key players supporting SIDS in relation to its mandate and functions. • Views of fields stakeholders on 'who are the major players' and 'what are their main activities'	• Interviews with UNESCO's staff, Members states, and partners • Survey among National Commissions • Interviews with other international key players
1.4	Are UNESCO's two Global priorities effectively mainstreamed in the implementation of the SIDS-AP?	• Integration of the global priorities Gender equality and Africa in the SIDS-AP (document) and in its implementation with reference to 38 C/5 and 39 C/5. • Views of UNESCO staff and beneficiaries on	• Document review and analysis • Interviews with UNESCO's staff, Members states, and partners • Survey among National Commissions

#	Evaluation questions	Indicators	Data source & data collection methods
		contribution of UNESCO SIDS-AP to Gender equality and Africa	
1.5	Is UNESCO's implementation of the SIDS AP 2016-2021 adequately addressing the expectations of SIDS members states?	• Integration of MS expectations expressed in the 37th session of the General Conference, 20 November 2013 • Views of SIDS Members States and National Commissions UNESCO's implementation of the SIDS AP	• Document review and analysis • Interviews with Member states • Survey among National Commissions
2	**Efficiency, coordination, programme management and partnerships** **Outcome 3, 4, 5 and 6 of the Theory of change**		
2.1	Are the resources allocated to the implementation of the SIDS-AP sufficient?	• Resources allocated to the implementation and the coordination of the SIDS-AP • Views of UNESCO staff on resources available for the implementation and coordination of the SIDS-AP	• Document review and analysis • Interviews with UNESCO's staff
2.2	Have UNESCO's organizational structure, working methods, managerial support, role distribution and coordination mechanisms adequately assisted in an effective and efficient delivery of the SIDS-AP?	• Key actors involved in the governance of the SIDS-AP • Quality of leadership and managerial support • Efficient and clear distribution of roles among UNESCO staff in HQ, field offices and other UNESCO structures • Decision making process based on an existing results framework and KPIs • Efficiency of monitoring of performance and risk management during implementation • Efficiency of communication procedures and knowledge exchange mechanisms in place • Efficiency of administrative structures • Adequacy of working structures to multisectoral activities	• Document review and analysis • Interviews with UNESCO staff in HQ • Interviews with Field offices • Interviews with other UNESCO structures (National Commissions, UNESCO Institutes, UNESCO Chairs) • Case studies
2.3	Were partnerships and cooperation efforts for the SIDS-AP strategically and effectively pursued with donors and relevant stakeholders to mobilise partnerships and additional resources, in particular with a view to the critical financial situation of the Organization?	• Existence of formal fundraising strategies to mobilise partnerships and additional resources • Evolution of sources of funding an overall budget	• Document review and analysis • Interviews with UNESCO staff, Natcoms and partners • Survey among National Commissions

#	Evaluation questions	Indicators	Data source & data collection methods
	What is the quality of outreach to local partners and networks beyond UNESCO? [T] [SEP]	• Relevance of funding schemes and sources to the priorities of the SIDS-AP • Visibility of UNESCO's interventions in support to SIDS beyond UNESCO	
3	**Coherence within the UN System** **Outcome 5 of the Theory of change**		
3.1	To what extent does the implementation of the UNESCO SIDS-AP reflect the SIDS priorities highlighted in the SAMOA Pathway?	• Alignment of the SIDS-AP to the priorities highlighted in the SAMOA Pathway • Views of UNESCO staff and beneficiaries on contribution of UNESCO SIDS-AP to achieving objectives of the SAMOA Pathway	• Document review and analysis • Interviews with UNESCO staff, and Member states • Survey among National Commissions
3.2	To what extent does the implementation of the UNESCO SIDS-AP support UN system implementation of the SAMOA Pathway in areas of the organisation's mandate?	• Specific outputs and outcomes of the SIDS-AP contributing to the UN system implementation of the SAMOA Pathway • Coordination mechanisms in place between the UNESCO SIDS-AP and the UN system support to SIDS • Links between UNESCO's activities in relation to the SIDS action plan and the UN common workplans in the field (UNDAF/UNSDF)	• Document review and analysis • Interviews with UNESCO staff • Interviews with UN staff involved in the SAMOA Pathway • Case studies
4	**Effectiveness/signs of impact** **Outputs and outcomes of the Theory of change in relation to ER and implementation of planned activities under the SIDS AP (38c/5 and 39 c/5)**		
4.1	What progress has been made in the achievements of the five sectoral priorities? What progress has been made in the achievement of the performance indicators and targets set for the first phase of the implementation of the SIDS Action Plan	• Monitoring and reporting data in relation to the five sectoral priorities and the performance indicators and targets set for the first phase of the implementation of the SIDS Action Plan within the 38 C/5 and the 39 C/5 if available • Perception of key stakeholders on progress in relation to the five sectoral priorities and the performance indicators and targets set for the first phase of the implementation of the SIDS Action Plan within the 38 C/5 and the 39 C/5.	• Document review and analysis • Interviews with UNESCO staff, partners and beneficiaries • Survey among National Commissions
4.2	What factors have been influencing the achievement or non-achievement of SIDS	• Key factors positively or negatively influencing the achievement or non-achievement of SIDS	• Interviews with UNESCO staff, Member

#	Evaluation questions	Indicators	Data source & data collection methods
	Action Plan objectives?	Action Plan objectives including major challenges, good practices and opportunities	states and partners • Survey among National Commissions
4.3	What progress has been made on the production of disaggregated level data for development indicators related to SIDS?	• Expectations and perceptions of SIDS Member States on progress • Progress on data production by the UNESCO Institute for Statistics • Views of UNESCO Institute for Statistics staff on progress	• Interviews with UNESCO staff, and Member states • Survey among National Commissions
5	**Sustainability, communication and dissemination**		
5.1	What are the provisions made to ensure sustainability of results? 📄	Provisions made by UNESCO to ensure: • Local ownership of implemented initiatives • Practical use of results • Awareness raising • Sustainability of partnerships • Partners have the capacities to raise funds to sustain activities • Potential replication/scaling up of activities 📄	• Document review and analysis • Interviews with UNESCO staff partners and beneficiaries • Survey among National Commissions
5.2	Have the communication and dissemination efforts of the SIDS Action Plan been effective (both qualitatively and quantitatively)?	• Existence of formal communication and dissemination strategies • Number of communication and dissemination activities implemented	• Data from the Department of External Relations and Information with regards to the corporate website • Interviews with UNESCO staff partners and beneficiaries • Survey among National Commissions
5.3	To what extent have other UNESCO networks and partners, both internationally and on-the-ground, been involved in raising awareness of the SIDS-AP contributing to the wider communication? 📄	• Awareness raising activities on the SIDS-AP implemented by other UNESCO networks and partners, both internationally and on-the-ground	• Document review and analysis • Interviews with UNESCO partners and networks • Survey among National Commissions
5.4	Does the UNESCO SIDS AP itself give more visibility to UNESCO's efforts and actions for SIDS?	• Perception of key stakeholders on the evolution of the visibility of UNESCO's actions for SIDS	• Data from the Department of External Relations and Information with regards to the corporate website • Interviews with UNESCO staff partners and beneficiaries

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#	Evaluation questions	Indicators	Data source & data collection methods
			• Survey among National Commissions

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A.2   Limitations of the evaluation

This section sets out the challenges and limitations to the evaluation methodology encountered throughout the evaluation and how the team's approach, method and tools have affected the scope of findings.

- The evaluation covers a very large thematic and geographical scope : the performance and results of the very diverse set of all types of activities and programmes within all programme sectors and Field Offices covering SIDS could not be assessed in detail given the limits imposed by the time frame and resources available for the evaluation. However, all the evaluation issues set out in the Terms of Reference were covered through adequate sampling.

- The AIMS countries come under several different UNESCO field offices: Nairobi, Jakarta, New Delhi, Dakar and even Bangkok and Doha. The evaluation could only focus on activities of the Nairobi office and has thus only reported on activities in 3 AIMS countries that are under the responsibility of the Nairobi office: The Comoros, Mauritius and Seychelles.

- The lack of consistent collection of performance data (baseline and monitoring data) and assessment of progress towards outcomes limits the ability to measure the effectiveness of UNESCO's SIDS AP.

- SIDS Permanent delegates were invited to contribute to this evaluation through interviews and/or the organisation of a focus group at UNESCO's HQ. Yet despite repeated invitations many of the permanent delegates could not be interviewed. This is also true for potential donor Member States that were identified as having interest in, or strong connections with SIDS.

- Also, UNESCO's SIDS AP has no overarching strategy or predefined logical framework explaining how UNESCO will reach the objectives of the SIDS AP in opposition to "business as usual", i.e. UNESCO's intervention in SIDS prior to the SIDS AP. As such, the development of a Theory of Change was agreed and implemented with the reference group.

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Appendix B List of documents consulted

- **Strategic documents:**
  - UNESCO's Medium term strategy 2014-2021 (37 C/4)
  - UNESCO SIDS Action Plan 2016-2021
    - Finalized SIDS Action Plan and implementation strategy – main document (199 EX/5 Part I A)
    - Finalized SIDS Action Plan and implementation strategy - information document (199 EX/5.INF.REV)
    - Decision of the executive board at its 199th session which adopted the SIDS Action Plan (199 EX/Decisions, 199 EX/SR.7, page 5)
  - UNESCO's Approved Programme and Budget for 2016-2017 (38C/5)
  - UNESCO's Approved Programme and Budget for 2018-2019 (39C/5)
  - Final draft for an updated UNESCO Strategy for Action on Climate Change 201 EX/5 Part I B
  - UNESCO Priority Gender Equality Action Plan (GEAP II)
  - UNESCO's Strategy on Priority Africa (2014-2021)
  - SIDS Accelerated Modalities of Action (SAMOA) Pathway
  - 2030 Agenda for Sustainable development
  - Plan of action to strengthen UNESCO's cooperation: together for Haiti (201 EX/34)

- **Progress report on the implementation of the SIDS Action Plan:**
  - Main document (201 EX/5 Part I-A)
  - Progress towards the achievement by 38 C/5 expected results (Annex)
  - Analytical Programme Implementation Report 2014-2017 (APIR) – 204 EX/4 Part I

  - UNESCO's contribution to the outcome of the twenty-second session of the Conference of the Parties to the United Nations Framework Convention on Climate Change (COP 22) (201 EX/5 Part I C)

- **Data on SIDS - UNESCO Institute for Statistics and UNESCO SIDS website**
  - Report on progress by the UNESCO Institute for Statistics on a disaggregated level of data for development indicators related to SIDS (202 EX/5 Part I - E)
  - Report on preliminary progress by the UNESCO Institute for Statistics on disaggregated level of data for development indicators related to SIDS (200 EX/5 Part I A)
  - UNESCO dedicated SIDS website

- **Comprehensive review of United Nations system support for SIDS:**
  - Final findings (JIU/REP/2016/7)

- Reports by the joint inspection unit (JIU) of interest to UNESCO and the status of implementation of recommendations (202 EX/22 - c)

- Seventy-third session of the UN General Assembly, Report of the Secretary-General on the follow-up to and implementation of the SIDS Accelerated Modalities of Action (SAMOA) Pathway and the Mauritius Strategy for the Further Implementation of the Programme of Action for the Sustainable Development of Small Island Developing States

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Appendix C List of interviewees

C.1 Scoping interviews

Figure 8 List of scoping interviewees

#	Name	Institution	Function
1	Thomas Nigel Crawhall	UNESCO Small Islands and Indigenous Knowledge Section	Chief of section
2	Khalissa Ikhlef	UNESCO Small Islands and Indigenous Knowledge Section	Assistant Programme Specialist
3	Alexander Leicht	UNESCO ESD Section	Chief of section
4	Fackson Banda	UNESCO CI/KSD	Programme Specialist section for Universal Access and Preservation
5	Julia Heiss	UNESCO ESD Section	Focal point for SIDS and Climate Change
6	Serena Heckler	UNESCO office in Apia	Programme Specialist Natural Sciences
7	Guy Broucke	UNESCO New Delhi cluster Office	Head Natural Sciences
8	Amina Lahbabi	UNESCO Africa Department	Communication and Visibility Officer
9	Jayakumar Ramasamy	UNESCO Regional Office for Science in Africa, Nairobi, Kenya	Programme Specialist Natural Sciences
10	Anna Bonetti	UNESCO Natural Sciences Executive Office	Programme Coordinator
11	François Langlois	UNESCO, Culture Sector	Executive Office
12	Damiano Giampaoli	UNESCO Division for Gender Equality	Programme Specialist Focal point for SIDS
13	Ana Persic	UNESCO Office in New York	Science Specialist

C.2 Member states interviews

#	Name	Institution	Function
14	Claudine de Kerdaniel	Permanent delegation of Saint Vincent and the Grenadines to UNESCO	Deputy Permanent Delegate
15	Patricia Dore Castillo	Permanent delegation of Dominican Republic to UNESCO	Minister Councillor
16	Amb. David Doyle	Permanent delegation of St. Kitts & Nevis to UNESCO	Ambassador
17	Shingo Hotta	Permanent Delegation of Japan to UNESCO	Secretary-General
18	Yara Al Ghafri	Permanent delegation of the Sultanate of Oman to UNESCO	Attaché
19	Marck Oduber	National Commission for UNESCO at Aruba	Program Specialist Science
20	Marva C. Browne M.A.	National Commission for UNESCO at	Secretary-General

		Curaçao	
21	Marcellia Henry	National Commission for UNESCO at Sint Maarten	Secretary-General
22	Mohamed Radjay Moustoifa	National Commission for UNESCO in Comoros	Secretary-General
23	Lucy Mafi	National Commission for UNESCO in Tonga	Secretary General
24	Ms Birtha	National Commission for UNESCO in Niué	Secretary General

C.3   Field visit interviews

C.3.1   Apia

#	Name	Institution	Function
25	Ms Nisha	UNESCO Office for the Pacific States / Apia	Director
26	Serena Heckler	UNESCO Office for the Pacific States / Apia	Science Programme Specialist
27	Gail Townsend	UNESCO Office for the Pacific States / Apia	Education Programme Specialist
28	Akatsuki Takahashi	UNESCO Office for the Pacific States / Apia	Culture Programme Specialist
29	Aterina Samasoni-Pele	UNESCO Office for the Pacific States / Apia	Communication and Information Programme officer
30	Thanh Van Nguyen	UNESCO Office for the Pacific States / Apia	Social and Human Science Programme Specialist
31	Leuaina Hatier	FAO	Former UNESCO/UIS Officer
32	Filomena Nelson	Secretariat of the Pacific Regional Environment Programme (SPREP)	Climate Change Adaptation Adviser
33	Peone Fuimaono	Ministry of Education Sport and Culture	Assistant Chief Executive Officer Culture Division
34	Rudy Bartley	National media Association of Samoa	President
35	Leota Valma Galuvao	Ministry of Education Sport and Culture	Assistant Chief Executive Officer
36	Morgan Wairiu	Pacific Centre for Environment and Sustainable Development	Deputy Director
37	Ruth Ueselani	Ministry of Natural Resources and Environment	Assistant Chief Executive Officer Water Section Division
38	Colin Tukuitonga	Pacific Community	Director
39	Noa Petueli	Memory of the World Committee Tuvalu	Programme specialist
40	Helene Jacot Des Combes	University of the South Pacific	Lecturer in Climate Change

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C.3.2 Kingston

	Name	Institution	Function
41	Katherine Grigsby	UNESCO Cluster Office for the Caribbean	Director and Representative
42	Everton Hannam	Jamaica National Commission for UNESCO	Secretary-General
43	Petal Punalall-Jetoo	UNESCO Cluster Office for the Caribbean	Science programme specialist
44	Claude Akpabie	UNESCO Cluster Office for the Caribbean	Education programme specialist
45	Yuri Peshkov	UNESCO Cluster Office for the Caribbean	Culture programme specialist
46	Isabel Viera Bermudez	UNESCO Cluster Office for the Caribbean	Communication and Information programme specialist
47	Gisselle Burbano Fuertes	UNESCO Cluster Office for the Caribbean	Social and Human Sciences Sector Programme specialist, Gender Focal Point
48	Ronald Young,	University of the West Indies, Mona Campus	Chair of the NatCom Advisory Committee in Science
49	Keisha Tomlinson	Jamaica Federation of UNESCO Clubs, Centres and Associations	President
50	Sadpha Bennett	Ministry of Education	National Science Coordinator
51	Sujae Boswell	N/A	UNESCO Youth Ambassador
52	Sharine Willis	N/A	UNESCO Youth Ambassador
53	Shaneil Salmon	N/A	UNESCO Youth Ambassador
54	Hon. Pearnel Charles Jr	Ministry of Foreign Affairs and Trade	Minister of State Chairman of the UNESCO Youth Advisory Committee
55	Debra Kay Palmer	Ministry of Culture, Gender, Entertainment and Sport	Director for World Heritage and Cultural Conventions
56	David Brown	Office of the Cabinet, Government of Jamaica	Researcher/Documentalist, UNESCO Facilitator for the 2003 Convention for the Safeguarding of Intangible Cultural Heritage
57	Nicolas Key	N/A	Jamaica Youth Ambassador to the Commonwealth
58	Ms. Kesia Weise	African Caribbean Institute of Jamaica / Jamaica Memory Bank	Research Fellow
59	Dr. Marcia Rowe-Amonde	HEART Trust/National Training Agency	Senior Director
60	Marva C. Browne (Curaçao)	Curaçao National Commission for UNESCO	Secretary General
61	Kisha Gellineau (Grenada),	Grenada National Commission for UNESCO	Secretary General
62	Patrice La Fleur (Guyana),	Guayana National Commission for UNESCO	Secretary General
63	Antonio Maynard (St. Kitts and Nevis)	St. Kitts and Nevis, National Commission for UNESCO	Secretary General
64	Norma Rowe Edwards	Manager	Abeng FM Community Radio Station

65	Lincoln Robinson	Former Nat Com Communciation Chairman	Independent consultant
66	Canute Thompson	Caribbean Centre for Education Planning	Director
67	Cordel Green	Broadcasting Commission of Jamaica	Executive Director Chair of the NatCom Advisory Committee in Communication & Information

C.3.3 Comoros

#	Name	Institution	Function
68	Ms Ladaenti Houmadi	Ministry of Culture	Minister of Youth, Employment, Labor, TVET, Sports, Arts and Culture
69	ALI MOHAMED ALI	Ministry of Education	Directeur Général de l'Enseignement Supérieur
70	Fouady Goulame	General Planning Commissioner	General Planning Commissioner of the Union of Comoros
71	RADJAY Mohammed	National Commission for UNESCO Minstry of Education	SG Com Nat
72	Icchad Ousseine Djoubeire	UNDP	UN Coordinator office
73	NADJIM AHMED MOHAMED	Faculté des Sciences et Techniques, Université des Comores	Enseignant chercheur Biologie Marine
74	SAID HOUSSEN SAID ABDOU	Ministry of Education	Doyen de l'Inspection Générale de l'Education Nationale
75	ABDOU ALI	Ministry of Education	Directeur Général de l'Office Nationale des Examens et Concours (ONEC)
76	WAHIDAT HASSANI	Ministry of Culture	Director General of Arts and Culture
77	SAID IBRAHIM Djabhana	Ministry of Culture	Programme officer for the implementation of UNESCO's project on the preservation of ICH in Comoros
78	HAFSOITIE SOIDIKI	Ministry of Education	Coordinatrice projet ASPNET
79	ABDALLAH NOUROUDINE	Centre National de Documentation et de Recherche Scientifique	Director General CNDRS
80	HAMADA ISSA	Ministry of Education	Director General Planification (ESD)
81	CHEBANI	Ministry of Education	Director General of Literacy
82	Anziz CHARMANE	Le Collectif du Patrimoine de Moroni	Volunteer
83	Nadjima ASSANR	Le Collectif du Patrimoine de Moroni	Volunteer
84	Mr Innocent	UNICEF	Programme Specialist Education

85	Ali Mohamed M'BAYE.	IFERE	Director
86	Kamalidine AFRAITANE	Ministry of Education	Rector
87	Ben Anthoy MOUSSA	Henri Matisse French School	Professor of life sciences and earth (SVT) at the Henri Matisse French School
88	Soumette ALI AHMED	Center for Artistic and Cultural Creation of the **Comoros**	Director CCAC

C.4 Other interviews with UNESCO staffo and with external stakeholder

#	Name	Institution	Function
89	Matthias Eck	UNESCO	Specialist Bureau of Strategic Planning
90	Bernardo Aliaga	UNESCO	Specialist Intergovernmental Oceanographic Commission (IOC)
91	Peter Thomson	UN	Special Envoy for the Oceans
92	Sainivalati S. Navoti	UNDESA	Chief of SIDS Unit Division for Sustainable Development Goals | UNDESA
93	Charles Kingston	Permanent Delegate to UNESCO New Zealand Embassy Paris	Deputy Head of Mission

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Appendix D Survey results

D.1 Analysis of the questionnaire-Survey to SIDS National Commissions

The questionnaire has been submitted to 48 stakeholders, including 39 SIDS and 9 associated SIDS. The questionnaire was open from 26 September to 16 October 2018, three reminders to respond to the survey were sent to SIDS National Commissions. In total 23 stakeholders have replied.

D.2 Sample presentation

Most of the respondents (20) are from Ministries of Education. One is from Ministry of Environment, One from the Ministry of Education and Culture and one from other governmental bodies (not specified).

Figure 1 Profile of respondents
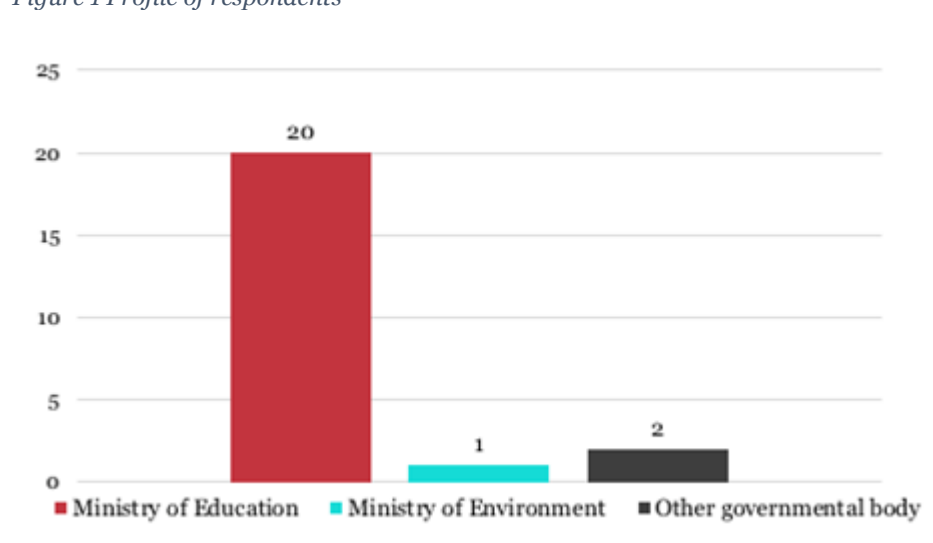
Number of respondents: 23

D.3 Familiarity with UNESCO's activities

- **Question 3**

In total, the majority of respondents (18 out of 23) is aware of UNESCO SIDs Action Plan. 5 respondents from Ministries of Education have never heard about this Action Plan.

Figure 2 Do you know UNESCO's activities in relation to the SIDS Action Plan 2016-2017 ?
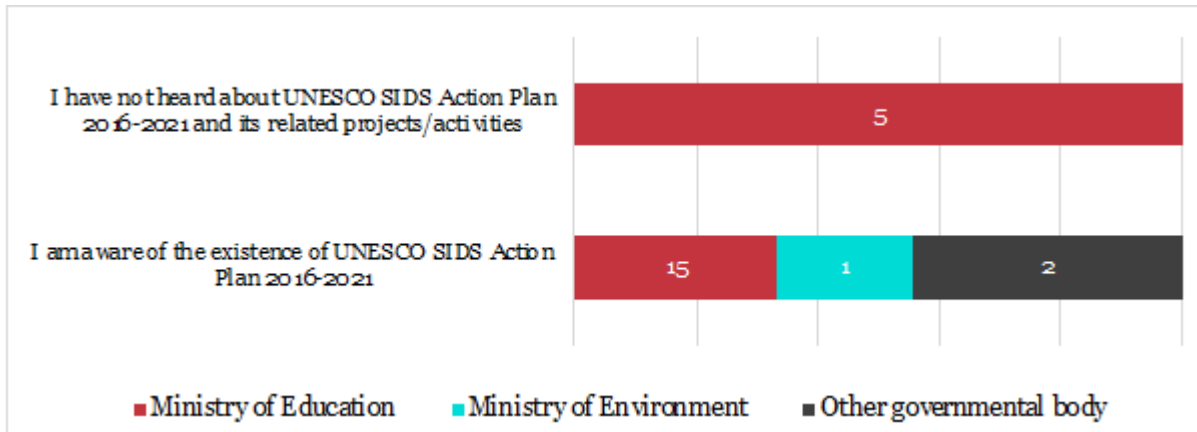
Number of respondents: 23

- **Question 4**

22 respondents have indicated their *level of familiarity with UNESCO's work under each priority of UNESCO SIDS Action Plan 2016-202*. Survey respondents are more familiar with UNESCO's work under Priority 4 (CUL) and Priority 1 (ED) as respectively 59% and 50% of respondent are strongly aware of UNESCO's work under these priorities. For Priority 1 this can be explained by the fact that most respondents are from Ministries of Education.

Priority 3(SHS) and Priority 5 (CI) have the larger number of respondents that did not know UNESCO worked in this area. Respectively 14% and 13%.

For Priority 2 (SC) if only 23% of respondents are strongly aware of UNESCO work in this area, 68% are familiar with the organisation's work in this area which indicates awareness of work in this area.

Figure 3 Familiarity with each priority of UNESCO SIDS Action Plan 2016-2021
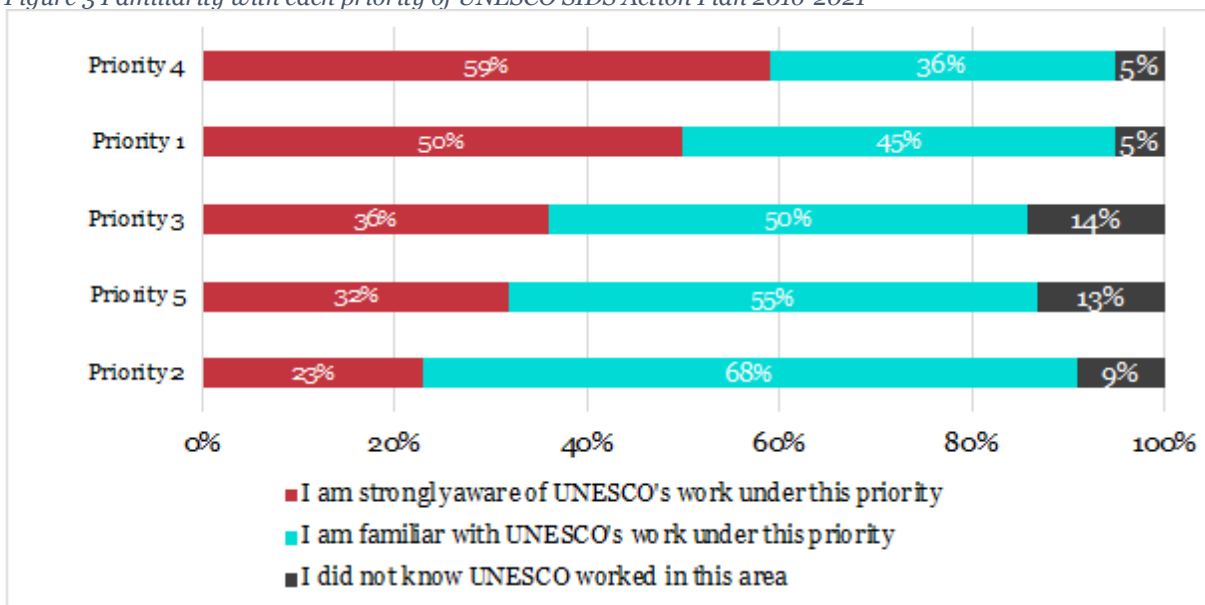
Number of respondents : 22

Question 6

Survey respondents were asked to indicate which specific UNESCO (-supported) activities in relation to the SIDS Action plan they have directly been engaged with since 2016. Most of the respondents took part in activities relating to either Priority 1 and/or Priority 4. One responded mentioned an IOC project and another an intersectoral project involving Ed and SC. Two ESD projects were also mentioned. (Number of respondents : 17)

- **Question 7**

Respondents were asked to rate the extent to which **UNESCO's activities in their countries since 2016 are relevant to local needs** in relation to each priority.

UNESCO's activities under Priority 4 (CUL) were rated as the most relevant (67% of "highly relevant"), closely followed by activities under priority 1 (ED) (56% of "highly relevant"). Priority 3 (SHS) gathers the highest percentage of "not relevant or relevant but not sufficiently" (12%), however this result should be interpreted with caution as a large part of the survey respondents were less familiar with UNESCO's work under this priority.

Figure 4 UNESCO activities since 2016 relevance to meet local needs
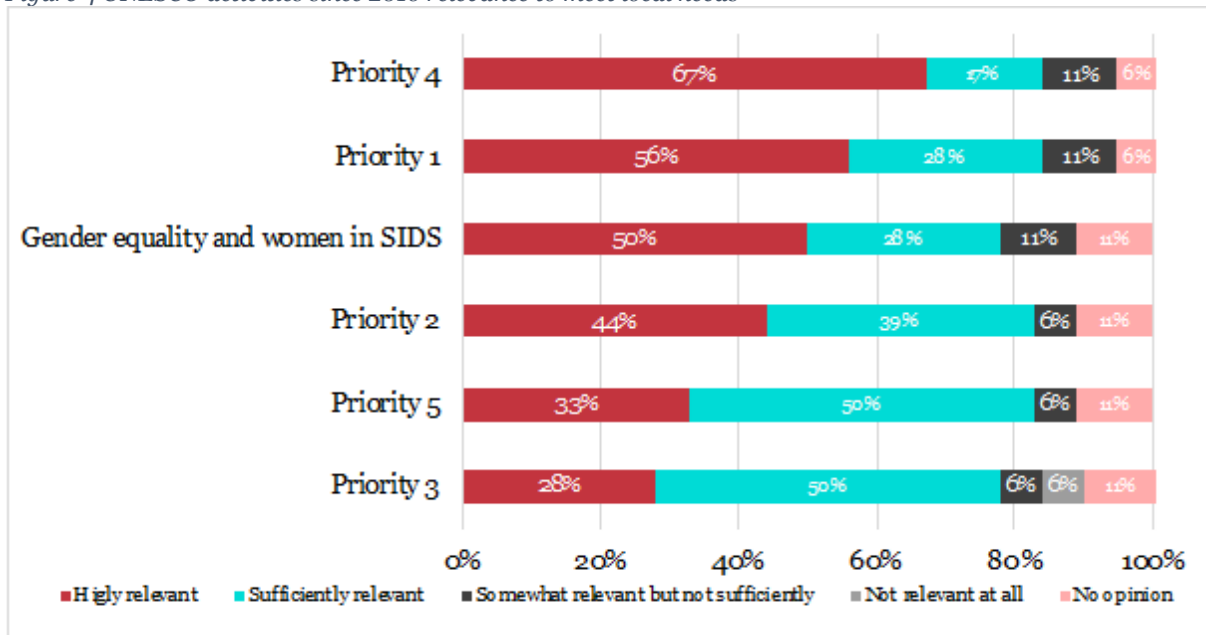
Number of respondents: 18

Few additional comments given by respondents issued the concrete support of UNESCO:

- "All areas are relevant to [our country], however the extent to which UNESCO has assisted the country in these areas is not easy to gauge";
- "Resources allocated to each priority: due to lack of sufficient manpower certain programmes receive more attention than others";
- "Activities are limited and in some cases non existent";
- "UNESCO's mandate is very relevant to [our country's] needs and aspirations."
- "[Our country] sees great value in engaging all Development Partners in its development agenda, including UNESCO".
- **Question 9**

Respondents were also asked to rate the extent to which UNESCO's activities in their country since 2016 are relevant to meet objectives of the 2030 Agenda. Survey results indicate that UNESCO's activities are particularly relevant for Goal 13 "Take urgent action to combat climate change and its impacts" (72% of "highly relevant"), Goal 4 "Ensure Inclusive and equitable quality education and

promote lifelong learning opportunities for all" (61% of "highly relevant") and Goal 14 " Conserve and sustainably use the oceans, seas and marine resources for sustainable development (61% of "highly relevant").

UNESCO's activities are not considered as sufficiently relevant for Goal 11 "Make cities and human settlements inclusive, safe, resilient and sustainable" (28% cumulated of "not relevant" and "not sufficiently relevant") and Goal 9 "Build resilient infrastructure, promote inclusive and sustainable industrialisation and foster innovation" (24% cumulated of "not relevant" and "not sufficiently relevant"). This Goals are less within the mandate of UNESCO.

Figure 5 UNESCO activities since 2016 relevance to meet objectives of the 2030 Agenda
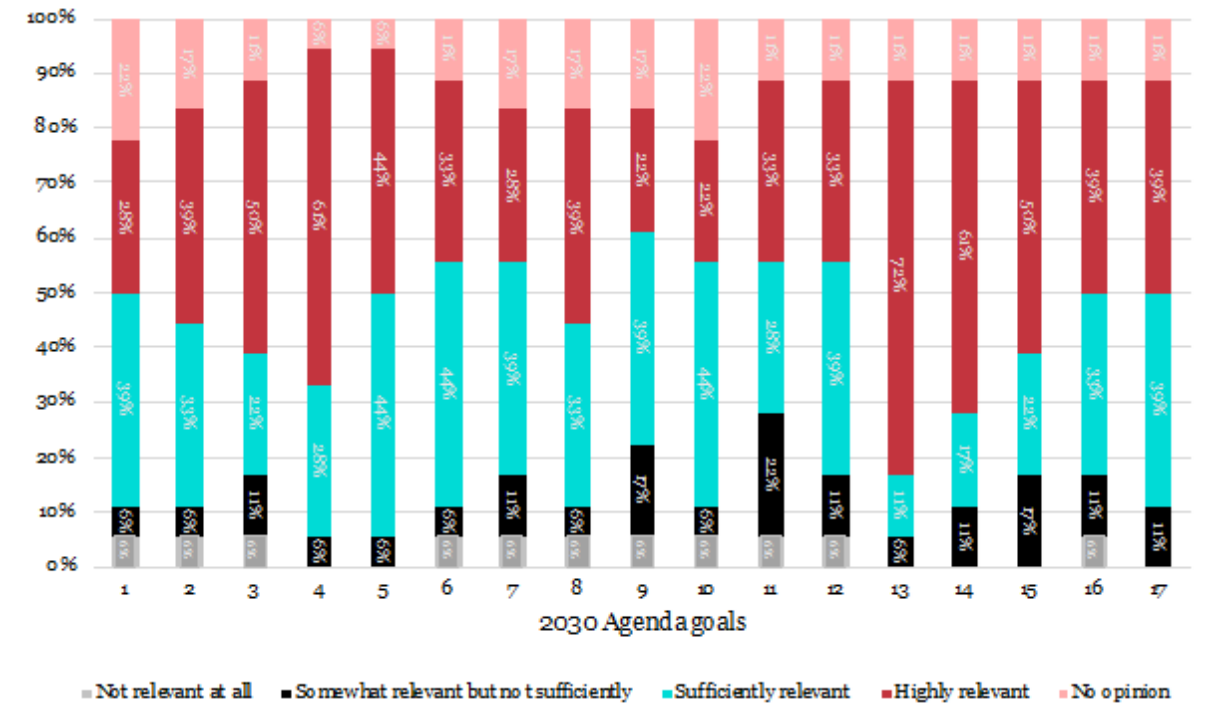
Number of respondents: 18

- **Question 10**

Respondents were asked to indicate to what extent they agreed with a number of statements relating to the efficiency and effectiveness of UNESCO's activities under the SIDS AP.

It is interesting to note that a large part of respondents "somewhat disagree or totally disagree" (51%) with the statement affirming that "UNESCO has sufficient human and financial resources to effectively implement the SIDS Action Plan 2016-2021".

25% of respondents "somewhat disagree or totally disagree" with the statement affirming that UNESCO's support to SIDS is stronger and more visible since 2016

44% of respondents" totally agree" with the statement claiming that: "UNESCO effectively promotes collaboration between SIDS at regional and/or international level (since 2016)" however they are less positive about North-South collaboration as 25% of respondents "somewhat disagree " with the statement affirming that : "UNESCO effectively promotes collaboration between SIDS and other Member States (since 2016)".

Figure 6 Efficiency and effectiveness of UNESCO's activities
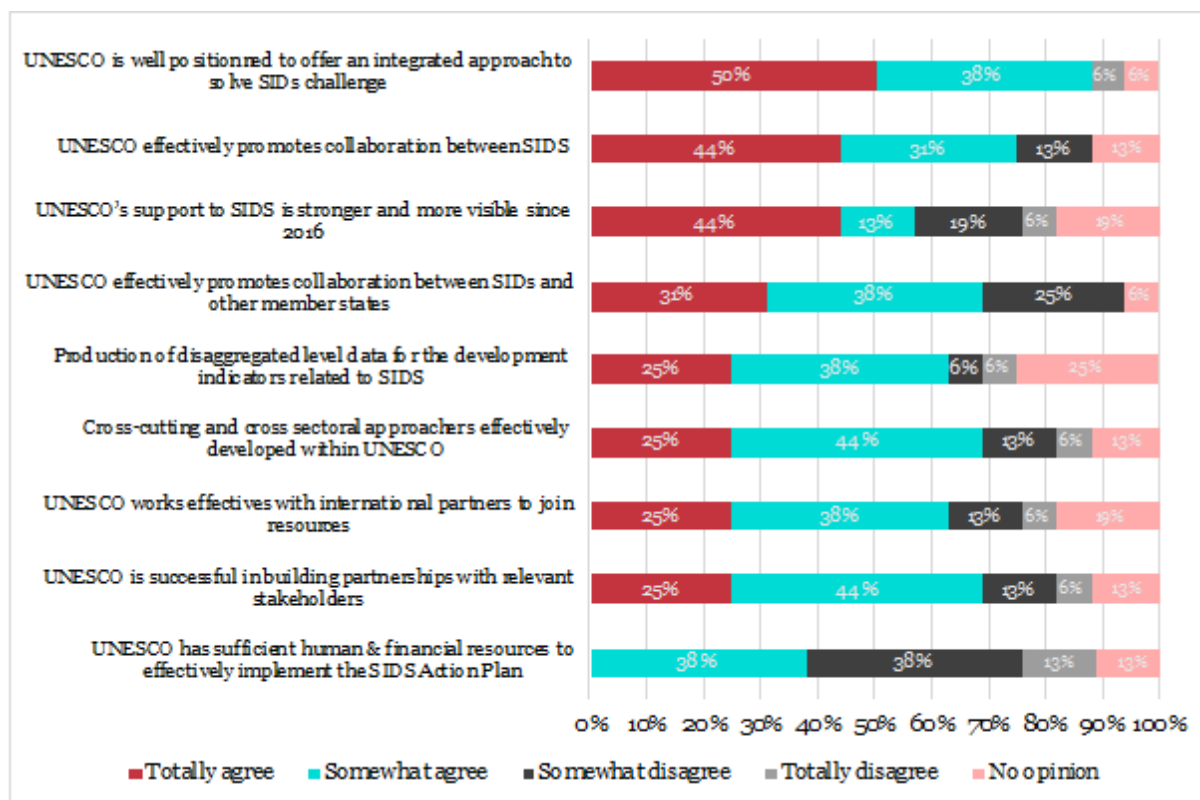
Number of respondents : 16

Some of the respondents submitted additional comments:

- *"It is known that UNESCO is facing financial challenges so it will not be able to effectively implement the SIDS Action Plan as desired. In addition, AFRICA will always be UNESCO's priority target group so SIDS come in as third priority after Gender Equality meaning distribution of resources will be always be secondary for SIDS. There may be a report on how UNESCO is doing to avoid duplication and how it is collaborating with international partners, but we haven't read them to convince us that this is being done effectively. Collaboration between SIDS in the Pacific is more visible to us, and not other SIDS, maybe because we are in this part of the world (Pacific) and know what is going on in the Pacific, and not other regions. There is not so much collaboration between Pacific SIDS and other member countries, except with Korea, as Korea is increasing its outreach to Pacific SIDS. We think UIS is trying to capture all relevant data that we will be relevant to SIDS. We think UNESCO's support to SIDS is the same as before, and not strikingly different since 2016."*
- *"There is an obvious disconnect between NatComs, HQ and field offices. There is inconsistent support from the field office, some programme areas offer considerable support, advise and guidance... others we don't hear from. Communication between HQ, Field Office is also an issue. It is difficult to get advice and seek out information. Often information is shared through Permanent Delegates but not always shared on. The reality of NatComs is not the same as Permanent Delegates"*
- *"UNESCO has the ability to make a significant impact for SIDS, however little or no resources are allocated for the implementation of the Action plan. Further little is done at the National and regional level in term of programs for SIDS"*
- *"Due to lack of sufficient funding not everything can be achieved as one would like".*

- **Question 12**

Respondents were asked to indicate their perceptions on progress made in their countries in the achievement of the priorities and objectives of the SIDS Action Plan 2016-2021.

Respondents are more positive about the achievement of objectives of Priority 4 (CUL) 31% consider the situation has strongly approved and 56% that it has somewhat improved. Furthermore 13% of respondents consider that UNESCO's support in this achievement was critical and 38% that UNESCO had a large contribution in this progress.

Respondents are also positive on results of Priority 1 (ED) as 13% consider the situation has strongly approved and 63% that it has somewhat improved. About 13% of respondents consider that UNESCO's support in this achievement was critical and 31% that UNESCO had a large contribution in this progress.

Respondents are more critical about achievement of Priority 3 (SHS) as 50% consider that the situation is the same and 6% that it has worsened. About 25% of respondents affirm that UNESCO has no visible contribution to objectives of Priority 3.

Figure 7 What progress has been made in your country in the achievements of the priorities and objectives of the SIDS Action Plan 2016-2021?
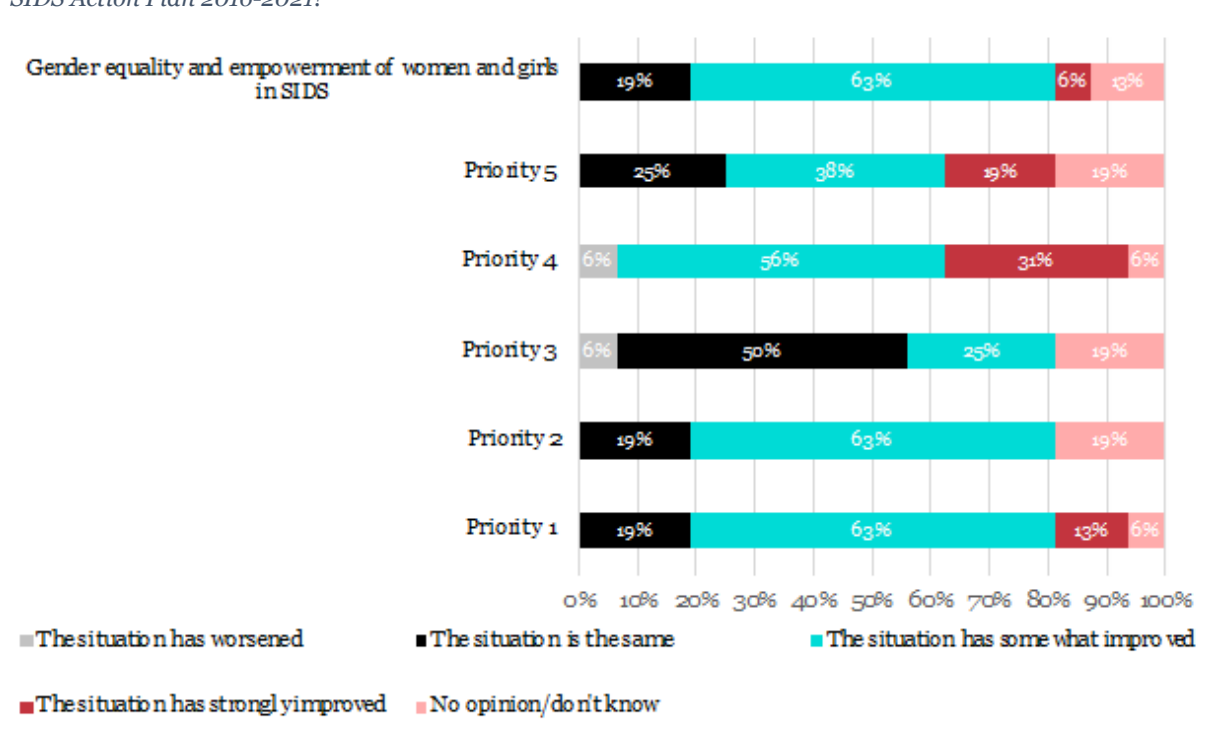
Number of respondents : 16

Figure 8 How large has UNESCO's role been in achieving this change?
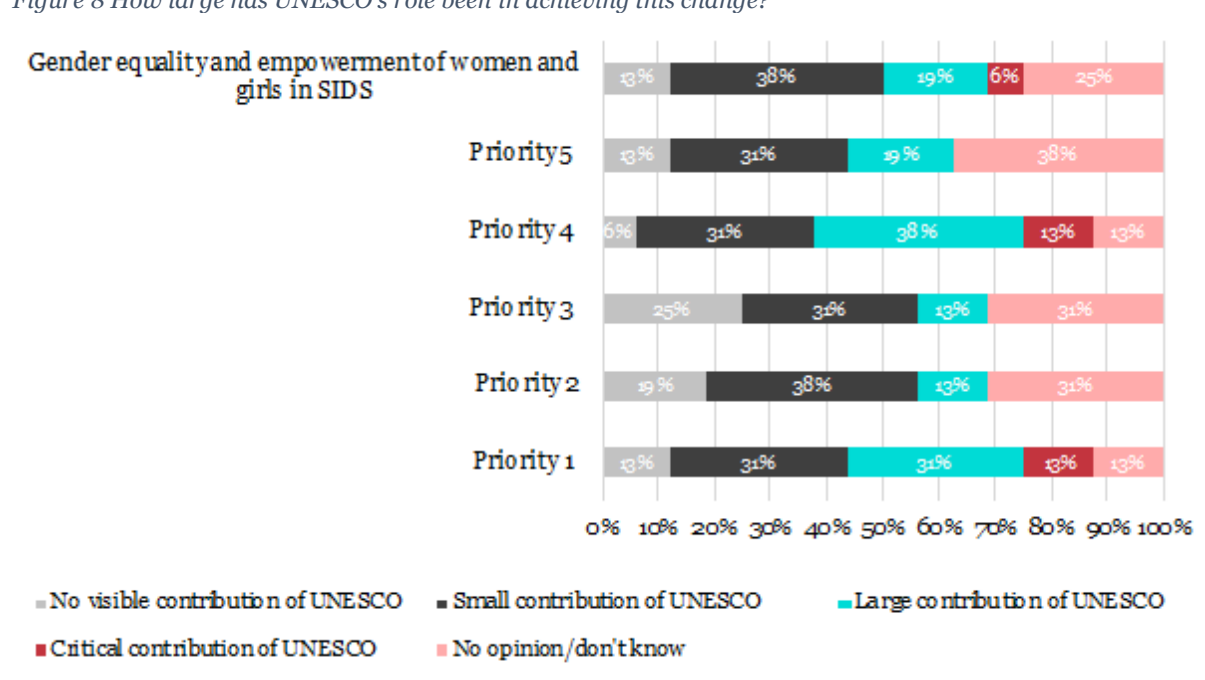
Number of respondents : 16

- **Question 14**

Finally, respondents were asked to rate the sustainability of UNESCO's activities in relation to the five priorities of the SIDS AP:

- **High sustainability**: UNESCO interventions/support has brought about structural changes and is likely to have a lasting effect. Limited continued support will be required.
- **Medium sustainability:** UNESCO interventions/support is likely to have lasting effects, but structural changes have not been systematic or institutionalized. Continued support will remain necessary
- **Low sustainability:** UNESCO interventions/support are likely to have little lasting effect and no structural changes have been institutionalized. Continued support is certainly required.

Respondents consider activities under Priority 4 have "high sustainability" (56%) or "medium sustainability" (38%). Priority 1 comes next with 25% of respondents considering that activities offer "high sustainability" and 69% that they offer "medium sustainability".

Activities under Priority 5 (CI) and 3 (SHS) have a higher number of respondents considering that activities have "low sustainability", respectively 31% and 38%. However here again these results should be interpreted with caution considering that a large part of respondents are less aware of UNESCO's activities in these areas.

Figure 9 How sustainable are UNESCO's efforts in your country in relation to the five priorities of the SIDS Action Plan 2016-2021?
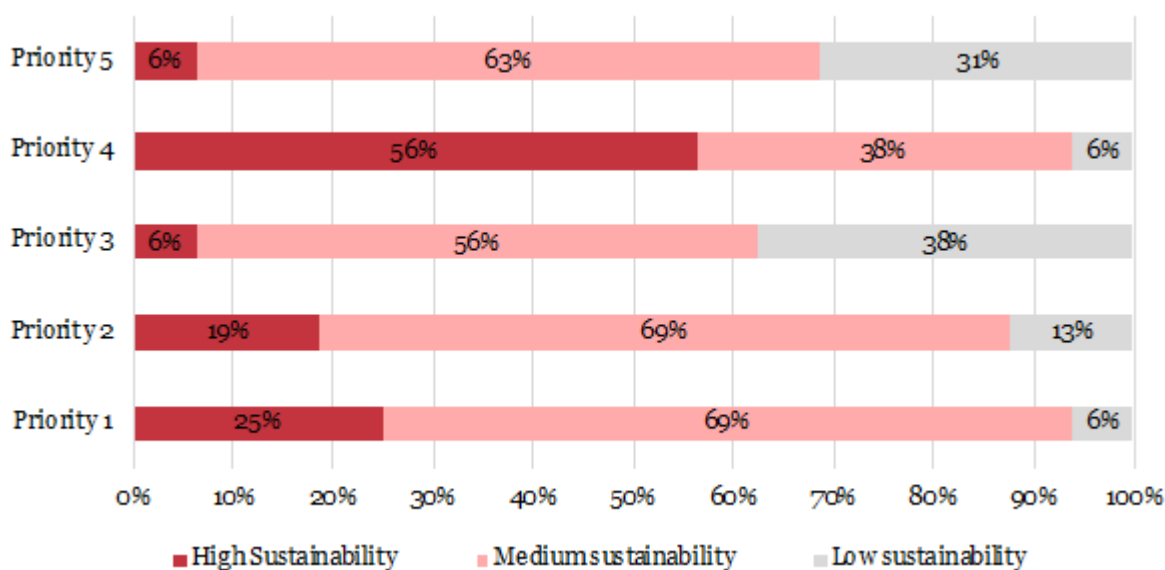
Number of respondents : 16

To conclude the questionnaire, respondents were offered to add comments or recommendations:

- "UNESCO should ensure that the SIDS Action Plan is fully integrated into the UN Country Implementation Plan";
- "Generally we are asked to complete reports such as this but we generally do not have specific data and details to make such reports useful to [us] or to UNESCO -- there is a disconnection at times between the action plans and the implementation and how this is coordinated",
- "Perhaps more increased funding from extra budgetary resources to be given to Cluster Offices to implement desired activities may help to fully achieve objectives of the SIDS Action Plan."
- "Action Plan for SIDS could also be integrated into UNESCO's whole action plan and not separated, as long as SIDS are not forgotten. When there is a separate Action plan, it is like an extra burden on UNESCO to find new funding when it could be actually covered in the main plan.»
- "More involvement of various sectors in the implementation of all the priorities and more continuous support from UNESCO."
- "A person from UNESCO should visit [our SIDS] and do a proper scoping."
- "[Our SIDS] is active in ED and CUL due to national priorities. It is unclear what is the purpose of the plan. Is this a plan for UNESCO to engage global partners in supporting SIDS, for UNESCO to monitor and evaluate itself or is it for SIDS to plan with? As a National Commission I suspect it is the first. Given that this plan has been in place since 2016 there has been very little communication on this."
- "More technical assistance should be given and also capacity building in certain areas."
- "There should be a targeted approach to the implementation of the Action Plan and resources need to be allocated in order to insure an effective implementation of the plan."

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Appendix E Case studies

E.1 Towards Climate Change Resilience: Minimising Loss & Damage for Pacific Communities

Project title	Towards Climate Change Resilience: Minimising Loss & Damage for Pacific Communities
Project leader within UNESCO and partners	**Project leader:** Helene Jacob des Combes, project coordinator, Pacific Centre for Environment and Sustainable Development, University of the South Pacific, Suva, Fiji **Project partners**: **Cook Islands** Emergency Management Cook Islands Cook Islands National Council of Women The communities of: Aitutaki (Amuri and Tautu), Mauke, Mitiaro, Atiu **Fiji** Ministry of iTaukei Affairs The communities of: Nacekoro (Vanua Levu), Nabukelevu (Serua), Silana and Nataleira (Tailevu) **Samoa** Ministry of Education, Sports and Culture Ministry of Women, Communities and Social Development The communities of: Saleapaga (Upolu), Manase (Savai'i) **Solomon Islands** Malaita Provincial Agriculture Department The communities of: Busu and Radeaekoa, Malaita Province **Timor-Leste** National Directorate for Climate Change (NDCC) National University of Timor-Leste: Universidade Nacional Timor Lorosa'e (UNTL), including the Centre for Climate Change and Biodiversity Village Chief of Hera Village Hera Village Technical experts and institutions: Dr. Denis Chang Seng, International Oceanographic Commission, UNESCO Professor Zulkifli Yusop, Faculty of Civil Engineering, Universiti Teknologi Malaysia Samoa Ministry of Natural Resources and Environment The Pacific Community (SPC) Secretariat of the Pacific Regional Environment Programme (SPREP)
Project objectives	The project "Towards Climate Change Resilience: Minimising loss and damage from climate change in Pacific communities" was a response to this identified gap, particularly in Small Island Developing States (SIDS). Specifically, the overall goal of the project was to generate and share new knowledge and raise awareness on loss and damage caused by the adverse impacts of climate change. It also sought to enhance tools and approaches to reduce loss and damage in the agriculture and tourism sectors in

	Pacific and Southeast Asian LDCs and SIDS.
	The project developed methods for community-based climate resilience in Pacific SIDS. Includes community-based water security and traditional knowledge approaches. Expected Results:
	1. New knowledge and innovative insights into risk and damage mitigation generated
	2. Needs analysis for reducing loss and damage in agriculture and tourism sectors carried out
	3. Awareness raised and capacity built on loss and damage and resilience.
	This project was implemented by UNESCO's Office for the Pacific States and the University of the South Pacific's Pacific Centre for Environment and Sustainable Development (USP's PaCE-SD).
Target country/ies	Cook Islands, Fiji, Samoa, Solomon Islands, and Timor-Leste. Also all SIDS
Target beneficiaries	Population of all SIDS
Start and end date	Phase 1: July 2014 – Dec 2016 (Phase 2: 2017-2019)
Total project budget (Euro)	**UNESCO regular budget**: Phase 2: core budget **Extra budgetary resources**: Phase 1: Government of Malaysia through the Malaysia-UNESCO Cooperation Programme MUCP. USD 225,000

SIDS-AP Priorities (5)	Expected results (38C/5)	UNESCO's global priorities
Phase 1&2: Priority 2 / Objective 3, Action 3.2. To a lesser extent: Objective 2, Actions 2.2, 2.3 2.4, 2.8;	Phase 1 (37 & 38 C/5): Major Programme II (Natural Sciences), Main Line of Action 4 (Fostering international science collaboration for earth systems and disaster risk reduction); Expected result 8 (Risk reduction improved, early warning of natural hazards strengthened and disaster preparedness and resilience enhanced) Phase 2 (39 C/5): Major Programme II (Natural Sciences), Main Line of Action 1 (Harnessing the sciences, including the basic sciences, technology, innovation and knowledge for sustainable development), Expected result 3 (Member States, local communities and indigenous peoples have increased their capacity to mobilize local knowledge systems and build synergies with science, to address challenges of sustainable development); **AND** Main Line of Action 3 (Improving knowledge and strengthening capacities at all levels to achieve water security), ER7 (Member States have strengthened their response to water security challenges towards the achievement of water-related SDGs and targets and other targets from relevant international water agendas)	N/A
Relevance: alignment with national policy priorities and the broader international development agenda	- United Nations Framework Convention on Climate Change (UNFCCC) - Aligned with the first priority action area identified by the Warsaw International Mechanism (WIM), namely: to "enhance the understanding of how loss and damage associated with the adverse effects of climate change affect particularly vulnerable developing countries, segments of the population that are already vulnerable owing to geography, socioeconomic status, livelihoods, gender, age, indigenous or minority status or disability, and the ecosystems that they depend on, and of how the implementation of approaches to address loss and damage can benefit them - Country fact sheets were launched at COP 23 (Bonn 2017)	
Effectiveness: progress on achievement of expected results and outcomes and contribution analysis	- The project collected an extensive amount of context-related information. Loss and damage topic is very top-down but this project was community based: bottom-up. The project also paid more attention to awareness of consequences of natural disasters for communities (instead of big companies, governments etc.). - A community-based loss and damage assessment toolkit for the tourism and agricultural sectors was developed to assist facilitators to apply participatory	

	approaches, both quantitative and qualitative, to collect information at community level. The community-based component of the toolkit contained 9 tools that may be useful for data collection at the community level.
	- The results of the community awareness-raising and assessments provide new knowledge and insights into loss and damage being experienced by communities from both slow and rapid onset events. This will contribute to analysing the challenges faced by the agriculture and tourism sectors in adapting to the effects of climate change. A deeper understanding of the impacts of climate change, and the limits of adaptation measures, can support planning to build community resilience and assist in minimising loss and damage where possible
	- Fact sheets are used for advocating in international conferences and address challenges of SIDS participants. Publication of peer reviewed articles by UPS is underway.
Opportunities for collaboration with other sectors in UNESCO, FO/HQ, other SIDS, other UN partners, other international organisation , etc.	- The fact sheets are used by NGO's / USP as training and teaching material, in conjunction with vulnerability assessment tools. Topic of loss&damage is included. Project provided tools to move issue of loss&damage from international negotiation area to local activities (adaptation and reconstruction)
	- Community capacity building: included NGOs, government departments and researchers responsible for community-level outreach, in addition to community members themselves. A significant benefit arising from the project was capacity-building carried out with USP-PaCE-SD in-country climate change coordinators in 15 Pacific countries, through regional meetings and through the participation of government partners — as researchers, participants or observers – in the community-based research.
Enabling factors and obstacles to sustainability (ownership, engagement, etc.)	- No resources to track how fact sheets are being disseminated.
	- A phase 2 project currently builds further on lessons learned, and on methodologies developed.
Best practices and lessons learned	- Examples of climate effects on the target islands are collected and shared online here: http://www.unesco.org/new/index.php?id=132950
	- The project generates/collects traditional and local knowledge based adaptation know-how. This local focus and perspective on a global issue like climate change is an important contribution that UNESCO can bring on the table in discussions on climate change worldwide.
	- It was difficult to separate what effects are only linked to climate change, difficult for communities to understand: quantify what was linked to climate change. So results cannot be used as quantitative data in loss&damage discourse.

E.2 Pacific Heritage Hub

Project title	Pacific Heritage Hub
Project leader within UNESCO and partners	**Project leader:** Frances Cresantia Koya, Director Oceania Centre for Arts, Culture and Pacific Studies and Pacific Heritage Hub (PHH) - Faculty of Arts, Law and Education - The University of the South Pacific
	Project partner(s): Pacific: Pacific Heritage Hub (PHH) at the University of the South Pacific (USP) Secretariat of the Pacific Community (SPC) Pacific Island Museum Association (PIMA) Commission on Environmental, Economic, and Social Policy (CEES) of IUCN ICOMOS Pacifika Pacific Island Forum Melanesia Spearhead Group Vanuatu Culture Centre Live and Learn Pacific Resources for Education and Learning (PREL) China: World Heritage International Training Centre for Asia and the Pacific (WITRAP) International Training Center for ICH in the Asia-Pacific Region (CRIHAP) Rep. of Korea Intangible Cultural Heritage Centre for Asia and the Pacific (ICHCAP) Rep. of Korea National Commission for UNESCO Japan International Research Centre for ICH in the Asia and the Pacific Region (IRCI) Asia-Pacific Cultural Centre for UNESCO in Nara

Project objectives	The Pacific Heritage Hub is a UNESCO World Heritage Facility for Pacific States Parties, hosted by the University of the South Pacific at its Laucala Campus in Suva, Fiji. They are a communications and information facility for all things 'Heritage' in the Pacific and coordinate information and opportunities between regions, countries, institutions, organisations and experts to improve the implementation of the 1972 World Heritage Convention and Safeguard Pacific Cultural and natural heritage including intangible cultural heritage. The initiative serves 23 pacific Island countries and territories and emphasises communications, knowledge management and capacity building and sustainable funding through strategies and partnership both within and out of the Pacific region. The Pacific region is the most under-represented on the UNESCO World Heritage List although it has many cultural sites and natural ecosystems that could be of outstanding universal value to humanity. The Hub has been established as a communication and exchange point to assist Pacific governments put sites onto the UNESCO World Heritage List and to assist existing Pacific sites improve management practices through capacity-building. PHH's implementation methodologies are: i)strengthening the marketing of heritage values and heritage-related communication through a strong online presence and the use of traditional media of radio, print and television, ii) creating and management online tools, networks and communities, iii) encouraging and facilitating States Parties implementation of UNESCO World Heritage Convention by engaging communities and other stakeholders, iv) providing guidance and coordination through mainstreaming of heritage into national and regional legislation, policies and development plans, v) developing and maintaining networks and partnerships at the community, national, regional and international levels, collaborating actively with regional and international organisations and initiatives dealing with cultural and natural heritage, including the Pacific Islands Round table on Nature Conservation, vi) advocating for integration of cultural and natural heritage institutions and practices at the national level, vii) supporting cultural and natural heritage institutions to implement the Strategic Plan for Biodiversity 2011-2020 noting in particular the relevance of contributing to strategic goals and targets, and viii) identifying and securing funding sources for Pacific cultural and natural heritage sustainability, including the Pacific Heritage Hub.
Target country/ies	Pacific States and Territories (14 SIDS / 9 TERRITORIES: 23 Islands)
Target beneficiaries	Pacific States and Territories parties
Start and end date	2013- 2017 (Currently it is integrated into the Oceania Centre where it will focus on launching professional certificate in heritage management) – intergovernmental facility supported by UNESCO
Total project budget (Euro) 2016-2018	UNESCO regular budget: N/A (2012-2015 UNESCO/Australia Funding Trust: US$150,000) Extra budgetary resources: No-cost activities: in kind contributions from University of South Pacific and in partnership with project partners

SIDS-AP Priorities (5)	Expected results (38C/5)	UNESCO's global priorities

Priority 4-> Preserving tangible and intangible cultural heritage and promoting culture for island sustainable development. (objective 2) Other priorities indirectly	Tangible heritage identified, protected, monitored and sustainably managed by Member States, in particular through the effective implementation of the 1972 Convention in 38C/5	Inclusion of global priorities: N/A
Relevance: alignment with national policy priorities and the broader international development agenda	- The PHH interventions improve the implementation of the 1972 World Heritage Convention and Safeguard Pacific Cultural and natural heritage including intangible cultural heritage. - The Draft Pacific Action Plan 2016 - 2020 was developed and approved by delegates from Pacific States Parties and territories at the Pacific World Heritage Action Plan meeting (2015) and updated during the Pacific Heritage Workshop (2017).	
Effectiveness: progress on achievement of expected results and outcomes and contribution analysis	- The Steering Committee noted with satisfaction of PHH's active engagement in information and communication activities through social media that contributed to the expansion of the heritage community in the region. The project was able to raise awareness in the region about the importance of protecting cultural heritage and connect it to challenges as environmental sustainability and climate change. - Development and approval (2018) of a BA course in the Pacific Studies and the Professional Certificate in Heritage Management at USP. The Professional Certificate Course will start in September 2019. - Considering the financial challenges to maintain a full time PHH manager, a decision was made in 2018 to de-activate the intergovernmental steering committee of PHH, which will allow PHH to exist as attached to the Oceania Centre, with its focus on the new Professional Certificate Course and information and communication activities.	
Opportunities for collaboration with other sectors in UNESCO, FO/HQ, other SIDS, other UN partners, other international organisation, etc.	- PHH intended to seek partnership with WITRAP in China in order to strengthen its capacity building activities, and explore possibilities to seek for the Category II Centre status from long term perspective.	
Enabling factors and obstacles to sustainability (ownership, engagement, etc.)	- Since 2017, as sustainable finance for PHH was lacking and competitivity for international donor funding in the region is strong (besides cultural heritage is not a priority, as opposed to for example climate change), PHH continues in another format, now under auspices of USP and only continuing on Facebook and through the certificate course (2019 >). - Ownership by USP is largely triggered by the possibility to integrate a Professional Certificate course in Heritage Management to its university curriculum. - Further obstacles: Very ambitious and therefore -too- wide range of programme objectives and low engagement of communities as the added value for them to participate was not always clearly expressed.	
Best practices and lessons learned	- Need to develop a backup plan to ensure the implementation of priority activities even without funding support, for example through exploring possibilities of accessing to the funds related to climate change, or by a system of rotating PHH among different agencies in Pacific island states. - Need to develop a strategy to reach out and cooperate more closely with national educational institutions and local communities. - Explore possibilities of paring young volunteers from developed countries with volunteers from Pacific island states to reinforce human resources of	

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	PHH
	– Need for enhancing the ownership of PHH by Pacific member states in order to make PHH the genuine regional facility "by and for Pacific island nations". - Need for a strong and credible local partner: USP integrated results/initiatives in own organizational structure (through Profesional Certificate Course for Heritage Management), but was not able to continue PHH itself.

E.3 Tuvalu Memory of the World Committee's Programme

Project title	Tuvalu Memory of the World Committee's Programme
Project leader within UNESCO and partners	**Project leader** Noa Petueli - Chief Archivist Tuvalu National Library and Archives **Project partner(s) MoW programme in the Pacific region** • National Archives of Fiji • Home Affairs Department Nauru • Office of Library and Archives Papua New Guinea • Samoa National Library and Archives Authority • National Archives of the Solomon Islands • Vanuatu National Library and Archives
Project objectives	**UNESCO established the Memory of the World Programme in 1992**. The regional committees for Asia Pacific (MOWCAP) was established in 1997. In the Pacific in 2017, the programme was integrated into workplans of the National Archives in **Tuvalu**, Samoa and Vanuatu who prepared significant historical documents for nomination on the Memory of the World regional register. **Tuvalu MOW National Committee was elected on May 22, 2018**. The <u>main objectives</u> of the Tuvalu Memory of the World Committee's Programme include: (a) Facilitate **preservation of Tuvalu's documentary heritage** by the most appropriate means and techniques. (b) Assist **international access** to Tuvalu's documentary heritage. (c) Support the promotion of **international awareness** of the existence of Tuvalu's documentary heritage. (d) **Promote and monitor** the Tuvalu Memory of the World programme. (e) Assist Pacific regional elements of the Memory of the

	World Programme where possible.
	(f) Support Pacific region Memory of the World documentary **heritage nominations**.
	(g) Appoint a MOW **Inscriptions Committee** comprising of at least three members.
Target country/ies	Tuvalu
Target beneficiaries	Tuvalu residents, Government, archives, libraries, NGOs and community groups
Start and end date	2015-2018
Total project budget (Euro)	UNESCO regular budget: US$9,000 / Extra budgetary resources: in-kind project partners

SIDS-AP Priorities (5)	**Expected results (38C/5)**	**UNESCO's global priorities**
Add relevant priority of the SIDS-AP Priority 5/ Objective 3: Action 3.1, Action 3.2	Expected results from 38C/5 - Promoting an enabling environment for freedom of expression, press freedom and journalistic safety, facilitating pluralism and participation in media, and supporting sustainable and independent media institutions. - Enabling universal access and preservation of information and knowledge	N/A
Relevance: alignment with national policy priorities and the broader international development agenda	- Tuvalu joined the 2003 Intangible Cultural Heritage Convention leading to the development of national culture strategies and policies, supported by the Tuvalu National Commission for UNESCO and the Rei Foundation in New Zealand. In that framework the project has adapted the UNESCO's Memory of the world programme successfully for Tuvalu.	
Effectiveness: progress on achievement of expected results and outcomes and contribution analysis	- The work of the Tuvalu MoW National Committee has led to increasing awareness about Tuvala's documentary cultural heritage locally and recognition of the Archive as an institution safeguarding national cultural heritage. The National Archives have started to improve the access to their archives and open up to a wider audience, for example, during their independence festivities they displayed historical documents in the government house, posts on particular documents are published frequently on Facebook and receive comments. For international recognition it is still too early.	
Opportunities for collaboration with other sectors in UNESCO, FO/HQ, other SIDS, other UN partners, other international organisation , etc.	- N/A (all expertise from UNESCO)	
Enabling factors and obstacles to **sustainability** (ownership, engagement, etc.)	- Tuvalu MoW National Committee has taken an important first step in the recognition of importance of documentary cultural heritage in Tuvalu. Although very much appreciated by the government, it is not assured that the government will fund committee in future years. The committee is trying to get the Ministry committed for continuing support to their activities. - Tuvalu MoW National Committee encounters a lack of capacity building training opportunities for key officials in the MoW programme and for the further steps needed on how to further develop the national	

	committee.
	- Tuvalu MoW National Committee encounters a lack of resources to acquire digitization tools needed for archival documents as well as for technical training and know-how for maintenance of machines.
Best practices and lessons learned	- Implementing the MoW programme with different SIDS partners requires adaptation of the programme to local political, social and economic context. A "one-fits-all" scheme is therefore not suitable.
	- The availability of a pro-active project coordinator (in Tuvalu the coordinator is very active) is crucial for the success of the interventions. In other SIDS member states the MoW programme objectives seem to be no priority. Tuvalu could serve as a best practice/example for the other participating SIDS archives.
	- A decentralized organizational structure of the regional MoW committees would enhance ownership amongst national MoW committees with representation from all SIDS.

E.4 Strengthening capacities in the Comoros for safeguarding intangible cultural heritage for sustainable development

Project title	Strengthening capacities in the Comoros for safeguarding intangible cultural heritage for sustainable development
Project leader within UNESCO and partners	Intangible Cultural Heritage Section, Culture Sector • UNESCO Office in Nairobi: Karalyn Monteil, • UNESCO HQ: Doyun Lee, Edouard Joubeaud **Main partner institution:** • Ministry of National Education, Research, Culture, Arts, Youth and Sport. Directorate-General of Arts and Culture (DGAC) **Secondary partner institutions:** • National Commission of the Union of the Comoros for UNESCO • National Centre for Documentation and Scientific Research (CNDRS) • University of Comoros • Collectif du patrimoine des Comores
Project objectives	**Overall objectives** • contribute to sustainable development in the Comoros through implementation of the Convention for the Safeguarding of the Intangible Cultural Heritage; • draw attention to the importance of the Comorian living heritage and its key societal role as a vector of cultural diversity and creativity; • promote mutual respect among Comorian communities through the recognition of their living heritage, thereby fostering cultural diversity, intercultural dialogue and the culture of peace. **Specific objectives** • strengthen institutional and legal frameworks to achieve more effective implementation of the 2003 Convention at the national level; • build the human resources capacities of the main bodies responsible for

	cultural heritage, as well as of universities and civil society;
	• train the competent institutions and civil society in inventorying, in particular through the use of "participatory video"[29], in order to produce better documentation on and achieve more effective safeguarding of intangible cultural heritage.
Target country/ies	Union of the Comoros
Target beneficiaries	The main project beneficiaries are: • **Directorate-General of Arts and Culture** – the principal administrative body in charge of issues relating to the Comorian cultural heritage, it is part of the Ministry of National Education, Research, Culture, Arts, Youth and Sport; • **the country's principal Ministries (employment, youth, health, education, agriculture);** • **National Centre of Documentation and Scientific Research** – the main institution working directly on cultural heritage issues; • **University of the Comoros;** • **Communities selected for the pilot inventory.** Other beneficiaries include: • **municipalities**, which include in their action plans sociocultural activities in partnership with youth organizations; • **L'Association des jeunes du Patrimoine of the Comoros**, a nationwide youth organization working to promote the country's culture and arts; • **Le Collectif du Patrimoine des Comoros**, an NGO of the Comorian diaspora working to enhance the status of the Comorian cultural heritage within the country and abroad. Other national bodies, associations and experts involved in safeguarding intangible cultural heritage in the Comoros will also participate in capacity-building activities and training: the Ministry of Crafts, the Directorate-General of Tourism, civil society organizations and grass-roots organizations, including women's collectives and associations.
Start and end date	2016- On going Initial duration of project was 16 months
Total project budget (Euro)	RP+EB: US$276,596 Financial contribution of the Abu Dhabi Tourism and Culture Authority (ADTCA) including for the recruitment of programme office in Comoros to follow up on the implementation of the project (12 month contract)

SIDS-AP Priorities (5)	**Expected results (38C/5)**	**UNESCO's global priorities**
Add relevant priority of the SIDS-AP	Add the related expected results from 38C/5	Inclusion of global priorities: • Gender/inclusiveness • SIDS in Africa
Relevance: alignment with national policy priorities and the broader international development agenda	The project proposal was the result a of needs assessment in the field of intangible cultural heritage (ICH) conducted by UNESCO in March 2015 with the participation of the project's partner institutions. Results of the needs assessment stressed the need: 1/ to reinforce the institutional and legal frameworks for safeguarding intangible cultural heritage in the Comoros; 2/ to strengthen local capacities on drawing up inventories; 3/to support knowledge and implementation of the 2003 Convention. All interviewed local stakeholders: the Ministry of Culture, CNDRS and the Collectif du Patrimoine des Comores confirmed they considered the project as highly relevant to their needs and acknowledged that the project was well designed to respond to the needs expressed in March 2015.	
Effectiveness: progress on	The project has encountered various obstacles related to the local context that have	

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[29] Participatory video is a type of participatory research activity in which a group or a community is involved in creating its own educational film, as a form of "peer-based education", with a view to fostering exchanges between individuals and between communities.

achievement of expected results and outcomes and contribution analysis	slowed its progress (the project has dealt with representatives of three different governments). Besides the projects suffers from insufficient resources to cover all planned activities. Raising funds for the project took time and it was only in 2018 that ADTCA offered to support the project and to recruit a local coordinator responsible for the implementation of the project and the liaison with partner institutions. The project still needs contributions from UNESCO HQ to be able to implement some of the activities. In its first years the project has organised training for partner institutions responsible of the implementation of the 2003 Convention nationally. This has contributed to a greater understanding of the principles of the Convention by all actors including key stakeholders associated with intangible cultural heritage (states, facilitators, professors/researchers, civil society, NGOs, local communities). Moreover local stakeholders have a strong ownership of the objectives of the project. The mobilisation of actors for these first workshop was done by the UNESCO Programme specialist from Nairobi and this was very challenging. This should be easier in the future with inputs of the local coordinator. A national committee in charge of ICH was set up but it still needs from the Ministry of Culture. A strategic document for the revision of the legal and institutional frameworks is currently being produced by a local legal expert. An international expert was also mobilise to provide technical advise. This strategic document will be presented to a list of parliamentarians already identified. The workshop will be held in June 2019 and will present recommendations for the revision of legislative and institutional frameworks. Workshops on intangible cultural heritage inventorying and documentation techniques are yet to be organised. These will involve local communities, government bodies, universities and civil society.
Opportunities for collaboration with other sectors in UNESCO, FO/HQ, other SIDS, other UN partners, other international organisation , etc.	None reported
Enabling factors and obstacles to sustainability (ownership, engagement, etc.)	The project has put in place to good condition to allow a strong sustainability of results: • Local stakeholders were involved from the start of the project, in its design, through their inputs to the needs assessment exercise. This has contributed to strong ownership of the project's objectives • The project fits within UNESCO's larger framework for the safeguarding of ICH. It fits into a larger intervention logic for the ratification and implementation of the 2003 Convention. As such UNESCO has implemented a series of projects that contribute to the implementation of the Convention for the Safeguarding of the Intangible Cultural Heritage. Representatives of the Ministry of Culture mentioned this as very important. After they had ratified the Convention in 2013 they still needed support and stayed that UNESCO acted as "a booster" to follow up on the objective of the implementation of the Convention. • The project is successful in mobilising the appropriate stakeholders and sustaining partnerships • The project activities benefited from wide media coverage contributing to awareness raising on ICH.
Best practices and lessons learned	The gender component was introduced through equal participation for men, women and young people in training workshops and project activities. Gender will also be taken into account in identification of communities for the pilot inventory project. The gender component under this project can be better valued/promoted as women in Comoros are highly involved in the preservation of intangible cultural heritage as many traditional customs are led my women: traditional singing, pottery, traditional dances, celebrations for weddings, etc. A remark was made by a local stakeholder on fact that UNESCO was not "as strict" as other donors or international development actors in terms of reporting and follow up on

	progress.

E.5 Caribbean Centre for Educational Planning

Project title	**Caribbean Centre for Educational Planning**
Project leader within UNESCO and partners	Claude Akpabie, UNESCO Cluster Office for the Caribbean Education Sector Programme specialist
Project objectives	Within the context of the implementation of the Sustainable Development Goal 4 (SDG4) and its related specific commitments made by the International Community under the Education 2030 Framework for Action (FFA) adopted as part of the Incheon Declaration in Korean in 2015, it is stated that no country seriously committed with a credible plan to achieve the new ambitious SDG4-Education 2030 Goal for all children and youth, should see their efforts to achieve this goal jeopardized by shortage of funds. To be able to pass the test of credibility of their education sector plans, countries are required, at the initial stages of the SDG4 implementation, to engage in evidence-based education sector-wide policy gaps mapping leading to the formulation or adjustments of existing education sector strategic plans, goals and priorities to achieve their national SDG4-Education 2030. The UNESCO Caribbean Cluster Office's Initiative to establish the Caribbean Centre For Education Planning (CCEP) as regional training Centre within the University of West Indies, aims to assist the countries in the region to fill the capacity gap in terms of local expertise of the Ministries of Education (MoE) in UNESCO's Education Strategic Planning Capacity Development mandate currently assumed by International Institute for Education Planning (IIEP), by decentralizing such function into the sub-region as a more sustainable approach that will allow the CCEP to train a critical mass of Caribbean education planning officers at more competitive costs compared to the usual modality of sending only few ministries' staff for training at higher costs in Paris at the IIEP for 9 months.
Target country/ies	Caribbean region
Target beneficiaries	Beneficiaries of the CCEP include all 20 UNESCO Caribbean Cluster Member States and Associates, namely: Anguilla, Antigua and Barbuda, Aruba, Barbados, Belize, British Virgin Islands, Cayman Islands, Curacao, Dominica, Grenada, Guyana, Jamaica, Montserrat, Sint Maarten, St. Kitts and Nevis, St. Lucia, St. Vincent and the Grenadines, Suriname, The Bahamas, Trinidad and Tobago. The initiative targets mainly education policy makers and practitioners, education institution staff and faculty.
Start and end date	On-going. The CCEP was officially launched on the 6th of JUNE 2017 in Barbados with the solemn signature of a letter of intent between the UNESCO Office Director and the Representative of the Principal of University of West Indies, Mona Campus which hosts the CCEP Headquarters.
Total project budget (Euro)	For sustainability purposes, UNESCO adopted an approach of seed money funding with the guarantees that the CCEP managers develop credible medium-term workplans that attack regional or other international donors co-funding. For the ongoing biennium, UNESCO committed only 15,000 USD seed money for training of trainers Programme which has triggered the granting of a counterpart funding from the Caribbean Development Bank (CDB) of 150,000 USD on a no competition basis because of UNESCO's seed money contribution and the technical backstopping from the UNESCO IIEP for Quality Assurance of the proposed training of trainers Programme. UNESCO retains membership within the Governing Board of the CCEP Chaired by the Office of the UWI Principal. UNESCO's ultimate goal is to 'hold hands' of the CCEP by helping its management to progressively mature in order to become a self-reliant Centre in a not so distant future while still maintaining the regional visibility of UNESCO as one of its flagship Initiatives.

SIDS-AP Priorities (5)	**Expected results (38C/5)**	**UNESCO's global priorities**
Add relevant priority of the SIDS-AP	Priority 1	• N/A
Relevance: alignment with national	The initiative is fully in line with national, regional and international development priorities which give strong emphasis in promoting high quality and robust	

policy priorities and the broader international development agenda	educational systems, at all levels. There is widespread recognition in the region that planning is not a sufficiently rigorous and thorough exercise. The literature shows that there is a deficit in educational planning, which is one of the reasons that the development of the region is not as advanced as it could be. In the SIDS AP, there is a connection between SDG 4 and what the plan seeks to promote.
Effectiveness: progress on achievement of expected results and outcomes and contribution analysis	There is no baseline, nor are there any explicitly formulated KPIs and targets for the initiative. The appreciation provided in this case study regarding the effectiveness and results stemming from the initiative are anecdotal in nature, and are the product of the interviews held during the field visit to Jamaica. It is worth highlighting that the Centre is in its early stages of operation. As a result, results are limited. This said, the creation of the Centre is in itself a considerable achievement. Some of the main activities conducted by the centre to date include: • In Jamaica they are working with a number of schools and they are in consultations with various agencies, with a view to supporting their evaluation and planning mechanisms. The minister of education in Jamaica has expressed his expectation that the centre will work closely with the Ministry and related agencies. They are working as well with the national education directorate, looking at school performance to provide interventions to provide deficiencies. They have been providing support to individual education institutions helping them respond to findings of their inspection reports and develop their education strategic plans. • In Antigua, they have been working with the education ministry in delivering training to principals in strategic planning and that is currently ongoing. They began earlier this year, with a five day face to face an ongoing handholding in assisting principals in developing school strategic plans. • As part of their data gathering activities in different countries, they have begun negotiating support that the centre could offer based on their plans. That data has enabled them to position themselves as to how they could support these countries.
Opportunities for collaboration with other sectors in UNESCO, FO/HQ, other SIDS, other UN partners, other international organisation , etc.	The Centre is regional in scope, leading to a number of collaboration with several countries in the region. In addition to this, additional collaboration have been established with regional organizations such as the Caribbean Development Bank (DDB) and the Caribbean Association of Educational Planners. The Centre has begun discussions with the Inter-American Development Bank with a view to agreeing a mechanisms by which the IDB might become a partner along with the CDB and UNESCO to provide some support for them to undertake widescale regional research which may support educational policy and practices. The IDB has and educational unit, and they believe that the centre may be a partner to them.
Enabling factors and obstacles to sustainability (ownership, engagement, etc.)	According to the centre's director, the support provided by JUNESCO has been one of the key enabling factors for the centre's launch. According to him, there are three levels at which UNESCO involvement and support has enabled them to be where they are. • Conceptual and philosophical: dating back to 2015, UNESCO provided substantial support to facilitate the director's participation in a two-week training programme in the IIEP training centre in Paris (*Institut international de planification de l'éducation*). This enabled him to construct the conceptual understanding of what a planning centre should be. In addition to the financial support that made his involvement possible, they were extensively engaged with UNESCO in developing the concept paper for the Centre.. and UNESCO and themselves shared a memorandum of understanding signed between UNESCO and the UWI signed at the highest level. This provided a framework for the cooperation that was to be undertaken between UNESCO and themselves. UNESCO really provided leadership on this matter in an extensive way. • Branding: Their capacity to influence thinking and behaviour across the regional has been buttressed by their association with UNESCO. Starting out with the education conference which took place in Barbados in June 2017, UNESCO and other partners thought it would be strategic to launch the centre in that context. Doing so with the UNESCO label helped to reinforce the centres image, its legitimacy, its acceptability, and its relevance, given UNESCO's long history of work with these countries. • Pragmatic support: UNESCO has provided support to set up the office, and the basic functions (equipment furniture) have been provided by UNESCO. Another enabling factor has been the support provided by the University of West Indies, which has engaged in a cooperation agreement with UNESOC and has provided funding for the operational costs of the Centre. One of the main threats to sustainability is the issue of long terms funding of the Centre. The exact business model is yet to be determined, but it appears that the

	Centre's long-term survival will depend on its capacity to leverage country funding – particularly through the provision of services. Until now, this proven to be difficult in part due to the fact that in order to engage with the Centre, the countries need to carry out procurement (the countries need to put out a tender to draw on the services of the CCEP). The fact that they have to go through procurement slows up the pace at which they can do work with them. If for example the Centre had a business model that enabled it to recover its costs from a source other than the client country, then they could directly engage a country and provide the services that are within the remit of the CCEP.
Best practices and lessons learned	• UNESCO has provided "end to end kind of support" for the Centre, from the early design phase to the actual operational implementation. • Funding provided by UNESCO has acted as seed funding, allowing to leverage additional financial resources from other actors (e.g. the CDB). For instance, the 150kUSD grant provided by the CDB was to a large extent enabled by the funding provided by UNESCO. • The geographical scope of the centre is regional in nature. This has been large promoted by UNESCO, in light of benefiting the maximum number of countries possible. • According to the director, one of the factors which has enable the centre to "punch at a higher level", is the fact that they have been able to assemble a group of experts in educational planning and policy, to compose the CCEP operational team. This group includes for example the former minister of education and former head of the Jamaica tertiary education commission, who has extensive experience in educational planning and policy making, and management of the educational sector. Other members of the team include retired principals, other people in the business of running educational institutions, early childhood development experts etc.

E.6   Jamaican Youth Ambassadors Programme

Project title	**Jamaica Youth Ambassadors Programme**
Project leader within UNESCO and partners	Gisselle Burbano, UNESCO Cluster Office for the Caribbean Social and Human Sciences Sector Programme specialist, Gender Focal Point
Project objectives	Thee UNESCO / Jamaica Youth Ambassador programme (YAYAC) is meant to bring togethere several youth across the country to embark on a number of initiatives to boost youth engagement and participation in national development while promoting the goals and objectives of UNESCO. It was established as a strategy to promote youth advocacy and facilitate youth participation in decision-making processes. Youth Ambassadors have the responsibility of advocating for and educating young people, and they seek to bring national issues to the attention of policy makers and planners at the Regional/international level though the coordination/collation of data relating to youth issues at the national level (http://youthjamaica.com/content/jamaica-youth-ambassadors-programme-2017-2019-applications). The UNESCO JAYAC Ambassador programme was promoted in part by the current chairman of the Jamaica UNESCO Youth Advisory Committee (UNESCOJAYAC): Minister Pearnel Patroe Charles Jr. He is also an executive member of the Jamaica National Commission for UNESCO. UNESCO Kingston cluster office has provided support in the form of technical assistance for the initiative and has provide specific support for the organization of a number of activities implemented with the support or in collaboration with the network of Youth Ambassadors (e.g. international literacy day, coastal clean up initiative). This is one of the multiple initiatives being supported by the Cluster Office, through the programme specialist for Social and Human Sciences. It does not however represent a project in the administrative / SISTER sense of the term.
Target country/ies	Jamaica
Target beneficiaries	Jamaican youth
Start and end date	On-going
Total project budget (Euro)	UNESCO regular budget: None

	Extra budgetary resources: None	
SIDS-AP Priorities (5)	**Expected results (38C/5)**	**UNESCO's global priorities**
Add relevant priority of the SIDS-AP **Pirority 1** **Priority 3**	Add the related expected results from 38C/5	• Inclusiveness
Relevance: alignment with national policy priorities and the broader international development agenda	The initiative is fully aligned with Jamaica's interest in promoting inclusiveness of youth, which is considered to be a high vulnerability group in society. This is a crosscutting trend in all of he Caribbean. It is also aligned with the country's National Youth Policy which establishes a framework within which youth can be supported to pursue and achieve their goals. The Policy outlines and explores areas for action, and indicates six priority areas – education and training, health and well-being, employment and entrepreneurship, youth participation, social inclusion and reintegration, and institutional and youth sector arrangements. According to one interviewed stakeholder "They have unique challenges in Jamaica: crime problem, security problem. A lot of disorder in some of their systems which they are working on. And they also have a problem when you speak to youth you get the clear understanding that they feel disconnected to the system. They don't feel that anything they do could make any difference. A big part of this project which is currently done through UNESCO is about simply energising their youth, giving them more than just a platform to talk, but something specific to do". The initiative is also aligned with the priorities set forth by regional organisations and instruments such as CARICOMs Youth Development Goals and it Youth Development Action plan. Through this plan the organisation aims to promote, through a regional partnership agenda, an enabling environment for adolescent and youth wellbeing, empowerment and participation in national and regional development. There is also an alignment with the 2030 agenda given that SDGs acknowledge the centrality of youth and their role in the path towards sustainable development as they are part of the 9 Major Groups with which the UN closely collaborates to ensure broad participation and representation of all corners of the society. According to one local stakeholder "there is a big conversation to have about how to reach SDGs, and youth has an important role to play in that. You can't do anything sustainable without the youth. There is no way to develop a country in a sustainable way, without making the youth cohort become the leadership of the entire process. So in very general terms, this opportunity (i.e. The Ambassadors programme) presents a great piece of the puzzle".
Effectiveness: progress on achievement of expected results and outcomes and contribution analysis	There is no baseline, nor are there any explicitly formulated KPIs and targets for the initiative. The appreciation provided in this case study regarding the effectiveness and results stemming from the initiative are anecdotal in nature, and are the product of the interviews held during the field visit to Jamaica. This initiative is a well-established programme in the country, which is greatly appreciated by the Government and which has gained considerable track and visibility since its inception. It has the support and buy in of the highest levels of government. The youth ambassadors interviewed in the framework of the evaluation all highlighted the value of participating in the programme, particularly in terms of network development and potential for career development. One of the things that is appreciated about the programme by the Ambassadors is that they really get to play a part in the decision-making process. They know that their ideas and input are taken into consideration. According to one youth ambassador "over the past year she has attended different activities, she has learned leadership skills, she has met people with different types of skillsets, and it give them access to more information. And this makes a volunteer/ ambassador well rounded. It also allowed her to volunteer on various occasions, such as during the beach cleanup efforts". According to a representative from the Jamaican Government, the initiative is "one of the activities that really present this opportunity for UNESCO to become an epicentre for youth development and for youth to be able to stretch their minds and their creativity on finding

	solutions".
Opportunities for collaboration with other sectors in UNESCO, FO/HQ, other SIDS, other UN partners, other international organisation , etc.	The initiative is cross-cutting and multisectoral by nature. Synergies have been developed between the SHS sector and other sectors in light of the activities organised in collaboration with the Youth Ambassadors network. Examples of collaboration with other sectors include: • Organisation of a workshop on climate resilience, and participation in the global coastal clean up day • Organisation of a World Mental Health day in collaboration with the Youth Ambassadors • Organisation of the first ever UNESCO partnership on international literacy day.
Enabling factors and obstacles to sustainability (ownership, engagement, etc.)	The support from UNESCO is seen as a key determinant for the success of the initiative. A government representative involved in the initiative highlighted the fact that UNESCO has people with strong leadership capacities, which has help get buy in from the ministry to come on board. He also recognised the importance of UNESCO's has a track in this field. The Organisation because of its foundation and its base in the field of youth, is uniquely placed and with the requisite understanding and the network for them to ensure that the partnership is successful. The fact that UNESCO supported the initiative is also seen as having made it more appealing. According to the youth ambassadors interviewed, the UNESCO label did "give them a push to be part of it". They also state having been drawn to UNESCO given the very nature of the organisation and the fact that the Organisation is pushing a certain agenda by way of the SDGs. Another key driver of success is the support provided by Min. Pearnel Charles. Min. Charles Minister Charles currently serves as a Government Senator in the Parliament of Jamaica and as the Minister of State in Ministry of Foreign Affairs and Foreign Trade (Jamaica) as of March 26, 2018. He has responsibility for Diaspora Affairs, among other areas in the Ministry. He is also Minister Charles is also an executive member of the Jamaica National Commission for UNESCO and serves as the Chairman of the UNESCO Youth Advisory Committee (UNESCOJAYAC).
Best practices and lessons learned	The UNESCO Youth Ambassadors programme represents a low cost and high impact initiative, which clearly illustrates many of the comparative strengths the organisation has in supporting sustainable and inclusive development in SIDS. It addressed an issue which is universally recognised as very urgent, for the majority of Caribbean states. The support provided by high level local authorities has been a key driver of success. This has been enabled in part by the longstanding relationship and networks UNESCO has built at the local level. It is also driven by very strong personal relationships between UNESCO field office specialists and government representatives. Some of the recommendations provided by the programme participants include: • Providing more incentives for youth to participate, such as the possibility of obtaining reference letters given their involvement in the programme • Provide additional funding, givne the very high level of interest there is in the initiative and the capacity to attract more youth • Increasing presence in universities, through the creation of youth ambassadors clubs for example • Connect with other Caribbean youth networks outside of Jamaica, and make the regional dimension of the initiative stronger.

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Appendix F UNESCO's Theory of Change for its SIDS Action Plan

F.1 Overview statement

Re-evaluating and refining a Theory of Change is an extremely useful and necessary step at the start of an evaluation. Articulating a theory of change offers a clearer picture of the intended results and explains how program activities and results contribute to achieving results at different levels. A Theory of Change (and logical framework) underpins a solid evaluation, as it defines a mutual understanding of the scope of the activities and objectives involved and agrees on the valid measurements to actually evaluate against the main evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability.

The Theory of Change is here aimed at **capturing the intended changes brought about by the adoption and the implementation of the SIDS AP, especially in comparison to a « business as usual scenario » defined by the absence of such an instrument**.

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F.2 Theory of change figure

Figure 9 Theory of change figure

HIGH LEVEL OBJECTIVES

SUSTAINABLE DEVELOPMENT OF SIDS

ENABLE UNESCO TO EFFECTIVELY CONTRIBUTE TO REACHING SAMOA PATHWAY OBJECTIVES / MAKE UNESCO AN ORGANIZATION AT THE FOREFRONT OF REACHING SAMOA OBJECTIVES

OUTCOMES

Design and adoption of a UNESCO SIDS AP reinforcing UNESCO's strategy on SIDS and taking into account the priorities of the SAMOA pathway, the 2030 agenda, the paris agreement and UNESCO global priorities for Africa and gender equality

Reach the ER of UNESCO SIDS ACTION PLAN (38C/5 & 39 C/5)

| P 1/ED | P2/SC | P 3/SHS | P 4/CULT | P 5/ CI |

1-Inter-sectoral work	2-South-South & North-South collaboration	3- Funding / resources	4- Communication	5-Partnerships	6-M&E
Develop cross-cutting and cross-sectoral approaches	Share experiences and best practices among SIDS of all regions & between SIDS and other MS	Raise the necessary ressources to implement and coordinate the AP	Enhance visibility of UNESCO's support to the sustainable development of SIDS	Effectively mobilise partners to contribute to UNESCO SIDS AP and avoid duplication of efforts	Ensure that the M&E framework for the SIDS AP enables UNESCO to effectively report on progress to MS and the UN
	Enhance dialogue between SIDS and with other MS	Raise awareness among MS on the need for suffisient funding for the implementation & coordination of theAP	Use the SIDS AP as a brand for UNESCO's work	Collaborate fully with the UN family of institutions, the AOSIS and key international and regional organisations to join efforts and resources and avoid duplications	

OUTPUTS

Identify opportunities for the development of fund raising proposals or projects involving several sectors	Organise cross intra & inter-regional projects and activities	Implement fundraising activies in HQ and at FO level: identify donors, build country specific approaches, communicate on the lack of resources	Implement communication activities on the AP: create a logo, identify of target groups, develop communication tools, implement dissemination activities	Identify key partners, design and implement joint projects, communicate on activities implemented, sustain relationships	Collate M&E data from all Major programmes and report to MS and the UN on progress
	Develop knowledge sharing activities (UIS, etc.)				Collect M&E data at project level to report on outputs and expected results of the 38 C/5 and 39 C/5

IMPLEMENTATION OF ACTIVITIES PLANNED UNDER UNESCO SIDS ACTION PLAN (38C/5 & 39 C/5)

| P 1/ED | P2/SC | P 3/SHS | P 4/CULT | P 5/ CI |

INPUTS

| Regular Budget allocated to the SIDS AP and funds from the Participation Programme | Extrabudgetary funds raised for the 5 priorities of the SIDS AP | Human ressources available for the coordination and the implementation of the SIDS AP |

F.3 Assumptions

The theory of change will succeed if the following assumptions hold:

1. An AP is the right tool to reinforce UNESCO's contribution to the objectives of the SAMOA Pathway

2. UNESCO's interest in SIDS as an institutional priority will remain strong

3. SIDS member states are engaged and committed to change

4. UNESCO works with engaged networks and partners

5. UNESCO will operate in a stable democratic political environment in SIDS

6. UNESCO assumes that this theory of change will be implemented in a highly coordinated, well-timed and integrated manner

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