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Evaluation of UNESCO Strategic Programme Objective 14:

**Support through UNESCO's domains to countries in post-
conflict situations and post-disaster situations**

Summary Report prepared by IOS

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List of acronyms

AFR	Africa Department, UNESCO
BB	Bureau of the Budget, UNESCO
BFC	Bureau of Field Coordination, UNESCO
BOC	Bureau of the Comptroller, UNESCO
BSP	Bureau of Strategic Planning, UNESCO
C/4	UNESCO Medium-Term Strategy
C/5	UNESCO Programme and Budget
CAP	Consolidated Appeals Process
CI	Communication and Information Sector, UNESCO
DRC	Democratic Republic of the Congo
ECHA	UN Executive Committee on Humanitarian Affairs
EFA	Education for All
ERC	Sector for External Relations and Cooperation, UNESCO
FABS	Finance and Budget System, UNESCO
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
HQ	Headquarters, UNESCO
IASC	Inter-Agency Standing Committee
ICC	International Coordinating Committee
IOS	Internal Oversight Service, UNESCO
LIFA	Literacy Initiative for Empowerment
MLA	Main Line of Action
NGO	Non-governmental Organization
OCHA	Organization for Coordination of Humanitarian Assistance
PC	Post-conflict
PD	Post-disaster
PCPD	Post-conflict and post-disaster
PEER	Programme of Education for Emergencies and Reconstruction
RP	Regular Programme of UNESCO
SISTER	System of Information on Strategies, Tasks and the Evaluation of Results
SPO	Strategic Programme Objective
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WFP	World Food Programme
WHO	World Health Organization

Executive Summary

This evaluation of SPO 14, requested by the General Conference of UNESCO, was conducted by an external evaluation team from MDF Training and Consultancy, the Netherlands. It covered results achieved, coordination in planning and delivery, capabilities and knowledge management, assessment and early recovery phase, reconstruction phase and development phase. The evaluation considered primarily interventions of UNESCO during 2006/2007 that contribute to SPO 14.

The methodology of the evaluation comprised a desk study of relevant documents, a survey to field offices, interviews with key informants, four case studies which involved a number of site visits, a survey to beneficiaries and stakeholder groups in the case-study countries and a final workshop on findings and recommendations.

UNESCO has increasingly become active in PCPD contexts in the new millennium to the point that it worked in 20 PC countries and 5 PD disasters in 2006–2007 with an estimated \$185 million in budget allocations.¹ Iraq was the main recipient of PC-funding with more than 45% of the total budget. Four other situations received budgets of over \$10 million: Cambodia, Afghanistan, Somalia and the Indian Ocean Tsunami. Only 6% of the estimated total budget came from the Regular Programme. While extrabudgetary resources accounted for 94% of UNESCO's spending on PCPD activities, extrabudgetary projects are more focussed on particular priorities, contributing to a smaller number of MLA's.

Most activities under the PCPD umbrella, as determined by whether a country has been termed post-conflict or an event post-disaster, are ascribed to a general MLA. There are only a small number of MLA's specific to PCPD, suggesting that most PCPD activities are business-as-usual and are carried out in both PCPD environments and other environments. The PCPD label has become a mixed bag with standard interventions alongside tailored PC and PD initiatives.

Through the intensive case study work, the evaluators found a wide range of achievements. UNESCO's specific comparative advantage in PCPD contexts is in linking implementation on the ground with upstream policy changes and development and innovation of systems in the longer term at national, regional and international levels, such as has been done in the support to the Afghan National Education Strategy. Small, stand-alone and short-term programmes are not always appropriate in PCPD responses. PC interventions in particular require a much longer time-frame to reach sustainable results.

UNESCO has delivered a host of outputs under the period of review that have contributed to outcomes, including: increased organisational capacities to cooperate and establish partnerships; recovery and reconstruction of tangible and intangible cultural heritage and natural heritage; improved education curricula; development of legislative frameworks on education, culture and CI; increased literacy of target groups; and improved legal environment for free and independent media. The activities undertaken clearly contribute to three of the expected outcome areas under SPO 14, leaving three outcome areas with few supporting actions.

Four areas were identified as key to the achievement of results: (1) quality of coordination, communication, administrative and logistic arrangements; (2) sufficient capacities; (3) existence and quality of needs assessments; and (4) quality of identification, inception and planning of projects and programmes. On the other hand, precarious security situations and changes in leadership of counterparts were found to negatively impact implementation.

¹ All \$ in this report are US dollars.

The process of decentralisation of UNESCO is ongoing and not yet sufficient to enable field offices to engage in quicker, more flexible and needs-based planning of PCPD actions. The field office survey highlighted the concern amongst field offices of internal coordination and communication within UNESCO. Support from HQ, UNESCO institutes and, in particular, regional offices was not highly recognized. On the other hand, field offices coordinate well with other actors within the UN system and with other external parties.

Knowledge and capacity to engage in PCPD work at the field office level is often limited and sometimes not adequate. Limited senior programmatic staff and short-term recruitment of consultants were major constraints. Further support could be provided for staff involved in PCPD, particularly as follow-up to the training already provided on flash appeals. Sharing of lessons learnt on PCPD interventions needs support as the evaluators did not encounter formats and instructions for analysis, systematisation and sharing of results and lessons learnt with other offices or other organisations.

Monitoring of projects and programmes could receive more attention. Many files had considerable monitoring gaps and the quality and level of detail was not constant. UNESCO has set out a project management cycle, but it is not always followed, nor monitored or enforced. While PCPD situations present a challenging environment in which to work, which allows for significant deviations of results achieved against originally anticipated results, it is no reason for non- or poor reporting.

The evaluation put forward a number of recommendations concerning: (1) strengthening the focus of UNESCO's PCPD action on upstream policy advice and related capacity building (2) investing more RP funds in PCPD situations to attract more extrabudgetary resources; (3) creating flexible mechanisms to enable immediate release of PCPD funding; (4) introducing incentives to develop more holistic, intersectoral initiatives; (5) allowing planning mechanisms to include longer-term and phased interventions; (6) improving staffing in PCPD interventions; (7) improving monitoring of PCPD interventions in UNESCO's RBM system; and (8) strengthening project cycle management procedures and ensure compliance (9) recognizing PCPD labels at the activity level rather than at the country level.

1. Background

1.1 Evaluation purpose and scope

1. The evaluation of SPO 14, included in the C/5 Evaluation Plan, was requested by the General Conference of UNESCO. The objectives of the evaluation were to:

- help UNESCO document and analyse the assistance it has provided in post-conflict and post-disaster situations to reveal both successful and less successful patterns of interventions;
- provide critical guidance to UNESCO by assessing results of programming interventions and providing recommendations on how to improve the effectiveness of current programming approaches in the early recovery period and their implications for longer-term development;
- highlight areas where UNESCO's comparative advantage has been proven or is emerging;
- indicate how UNESCO has used partnerships at local, national and international levels and positioned itself vis-à-vis other actors; and
- provide substantive insights on how to ensure that lessons learned from programmes and strategies implemented in the immediate post-crisis period can be institutionalised within the organisation and made more relevant to country needs.

2. Under the coordination of the Intersectoral Platform on "Support to Countries in Post-Conflict and Post-Disaster Situations", the key users of the evaluation are programme sectors and field office staff involved in PCPD situations, BFC, AFR, ERC, BSP, BB and BOC.

3. The evaluation covered results achieved, coordination in planning and delivery, capabilities and knowledge management, assessment and the early recovery phase, reconstruction phase and development phase. The evaluation considered all interventions of UNESCO during 2006/2007 (and, if relevant, prior to that period) that contribute to SPO 14². The evaluation mainly focused on general strategic and planning documents and global reporting, as well as policy debates and consultations on SPO 14. All FOs active in PCPD contexts were approached with a survey to collect data on relevance, effectiveness and impact obtained in PCPD contexts world-wide, but no extensive research or analysis was undertaken outside the scope of the four specific country case studies: Cambodia, the DRC and Afghanistan for PC and the Indian Ocean Tsunami for PD.³

4. During the inception phase and initial interviews at HQ, a preliminary list of projects across UNESCO's five sectors was narrowed down by IOS and the evaluation team to a manageable set⁴ for the four case studies. After an initial selection, the projects were submitted for consultation to the sectors, BFC, AFR and the relevant field office. For PD responses in the Indian Ocean, Culture and CI projects for Indonesia were selected. In Cambodia and the DRC the evaluators looked at Education and Culture, while in Afghanistan CI interventions were also considered.

5. The evaluation considered interventions funded by the RP and by extrabudgetary resources. In total, 14 clustered projects were selected (26 specific projects and two

² All PCPD-related activities in the 33 C/5 period were assumed to contribute to SPO 14.

³ This methodological approach and the case studies were selected by the Evaluation Reference Group, established by IOS.

⁴ Criteria used were: allocation size, funding source (RP or extrabudgetary), FO or HQ management and contribution to one of a number of MLA's.

processes that include both projects and general staff time of field offices). Table 1 presents the sample for the evaluation.

Table 1 Projects and processes sampled

		Budget code	Education	Culture	Communication & Information	Total
Afghanistan						
1	Education system reconstruction	21121912	2,938,523			2,938,523
2.1.	emergency education programme	436AFG1011 & 456AFG1010	189,742			189,742
2.2.	Literacy and NFE (Related projects)	552AFG1000 & 436AFG1000	855,590			855,590
3.1.	Safeguarding Bamian site phase 1	536AFG4002		1,815,967		1,815,967
3.2.	Safeguarding Bamian site phase 2	536AFG4003		1,421,060		1,421,060
4.1.	Conservation & preservation of Kabul national Museum	24225110		160,000		160,000
4.2.	Rehabilitation of Kabul national Museum	534AFG4000		350,000		350,000
5.1.	Reconstruction of Educational Radio and TV	534AFG5000			2,500,000	2,500,000
5.2.	Strengthening local TV production	534AFG5001			1,500,000	1,500,000
Total Afghanistan			3,983,855	3,747,027	4,000,000	11,730,882
Cambodia						
1	Conflict prevention in Cambodia: Education	517CMB1000	463,333			463,333
2	street and working children in cambodia	202CMB1000	609,622			609,622
3	Conservation and restoration of the Royal ..	536CMB4074		10,996,479		10,996,479
4.1.	National capacity building for human resources	536CMB4007		386,234		386,234
4.2.	National capacity building for human resources	536CMB4010		360,922		360,922
4.3.	Training for national capacity building	536CMB4079		1,960,329		1,960,329
5	ICC process and secretariat (process)	536CMB4077 & staff time				
Total Cambodia			1,072,955	13,703,964	0	14,776,919
DRC						
1.1.	Education reconstruction in the DRC	21121919	65,963			65,963
1.2.	Programme d'appui au secteur de L'education	702ZAI1000	2,217,782			2,217,782
1.3.	Renforcement de capacites de planification	702ZAI1001	2,430,964			2,430,964
2.1.	Renforcement de capacités	517DRC4000		352,560		352,560
2.2.	Biodiversity conservation in the region of ..	517DRC4001		1,763,874		1,763,874
Total DRC			4,714,709	2,116,434	0	6,831,143
Tsunami Indian Ocean						
1.1.	Prambana World Heritage site	505INS4000		250,000		250,000
1.2.	Prambana World Heritage site	196RES4061		75,000		75,000
2.1.	Radiostation Aceh	25212418			100,000	100,000
2.2.	Rebuilding radio, com., media and cultural capacities	209INS5000			197,678	197,678
2.3.	Restoring radio broadcasting in Aceh	354INS5041			15,000	15,000
2.4.	Strengthening the capacity of radio broadcasting in Aceh	406INS5000			30,000	30,000
3	Linkages with Tsunami Science activities (process)	Process & staff time				
Total Tsunami Indian Ocean			0	325,000	342,678	667,678
Grand Total			9,771,519	19,892,425	4,342,678	34,006,622

Source: FABS. Amounts refer to budget allocations and are shown in US dollars.

6. During the inception phase, the evaluation team and IOS agreed on excluding post-tsunami interventions that are related to SPO 5⁵ and the Iraq evaluation as these results would not be available in time.

⁵ It is recognised, however, that disaster preparedness interventions have become a major component of UN post-disaster response coordination. But because of the two separate SPOs (SPO 5 and 14), disaster preparedness and mitigation were excluded from the evaluation.

1.2 Methodology

7. The methodology of the evaluation comprised the following components:
 - A. *Desk-study*: all documents relevant to the SPO in its entirety; documents available at HQ on PCPD countries and PCPD-relevant programmes; and specific documents for each of the case studies available at HQ and in the field.
 - B. *Survey of Field Offices*: survey was sent out to all field offices responsible for the PCPD countries and contexts identified in the ToR. In total, 24 people responded to the questionnaire representing 19 different PCPD contexts. The survey was developed in cooperation with IOS and was tested during the first case study (Cambodia).
 - C. *Interviews with key informants*:
 - Relevant staff and managers at HQ during two visits (May 15–16 and July 16–17). Additional interviews were carried out by phone over the course of the evaluation. In total 21 people were interviewed, several more than once;
 - field offices in the four case-study countries and external stakeholders in these countries (54 in Cambodia, 25 in Indonesia as well as two focus group discussions, 39 in the DRC and 26 in Afghanistan).
 - D. *Case studies and site visits*: The case studies and site visits constituted the core of the evaluation. The evaluators conducted the case studies in teams of two: a regional consultant, familiar with the local situation and experienced in evaluation assignments, and an international senior consultant. The preliminary findings of each case study were presented and discussed with the relevant local stakeholders for cross-checking. The regional consultants were each responsible for one specific country, but the international consultants combined their insights on the different case studies to write the final report. A separate short report was prepared by the local and international consultant for each case study.
 - E. *Debriefing and validation focus-group meetings at the end of the field visits*: At the end of each field visit, the team prepared a PowerPoint presentation of the preliminary analysis, conclusions and recommendations for a debriefing and validation workshop. UNESCO staff in the field office participated in these workshops, which in all cases drew more than six participants. Based on the discussions and input during the debriefing workshops, the presentations were reworked and resent for further comment. Revised PowerPoint documents together with the comments of the field offices then served as the basis for country reporting.
 - F. *Workshop on findings and recommendations*: A two-hour workshop took place on July 17 at HQ to discuss and validate the findings and provisional conclusions and to explore possible recommendations for the future. Eight UNESCO HQ staff attended.

2. PCPD in UNESCO

2.1 Brief history of UNESCO's PCPD activities

8. UNESCO has become increasingly active in PCPD contexts, particularly in the new millennium, following the conflicts and humanitarian crises in the Balkans, the Great Lakes region in Africa, in Afghanistan and Iraq and following the tsunami disaster in the Indian Ocean. These events served as push-factors for the increased involvement and activities of UNESCO in a range of PC countries, most noteworthy being Afghanistan since 2001 and Iraq since 2004.

9. In the past, UNESCO opted for a low profile in immediate PCPD emergency and humanitarian responses and looked to other more specialised and better equipped UN agencies to step in with quick responses. However, UNESCO has learnt that not taking part in UN emergency coordination and rapid needs assessments from the very beginning can impede entry in PCPD interventions at a later stage, even where the Organization is seen as having the ability to make a vital contribution. UNESCO gradually discovered that it can make a useful contribution to the point that it is now one of the UN players on the ground immediately following a crisis, such as the Nargis Cyclone in Myanmar and the Wenchuan Earthquake in May 2008.

10. The increasing importance of PCPD operations has triggered a number of actions at the corporate level, including the following:

- 1989: An **Emergency Assistance component of the Participation Programme** was adopted by the 25th General Conference as a means of providing rapid technical response to Member States in circumstances of national crises.
- 2003: General Conference resolutions calling for **strengthening cooperation** with Member States e.g. the Republic of Angola, the Republic of Côte d'Ivoire, and the Democratic Republic of the Congo (32C Resolutions 50, 51, 52).
- 2005: HRM developed a **roster and training modules** for the deployment of staff in PCPD situations and started training staff on the roster.
- 2005: **Africa Department** (AFR) coordinates for the entire continent the Organization's response in respect to post- conflict situations and reconstruction, in particular through the Programme of Education for Emergencies and Reconstruction (PEER) programme (33C/5 para. 13002).
- 2005: General Conference resolutions calling for **strengthening cooperation** with Member States e.g. the Republic of the Sudan, the Somali Republic and the Republic of Guinea-Bissau (33C Resolutions 66, 67, 68).
- 2006: a **Task Team on PCPD situations** was established by the Director-General to develop a policy paper and strategic framework on PCPD interventions. A comprehensive draft strategy paper was delivered in December.
- 2006: **Membership of the IASC humanitarian** "Cluster" system for "Education" and "Early Recovery", the main UN and NGO coordination and planning tool for post-crisis response.
- 2006: UNESCO's Executive Board (Decision 174 EX/39) called for the Secretariat to establish "*a new UNESCO programme for rapid and high-impact response to post-crisis situations*". This **revolving fund** is to be launched in 2008 with an initial balance of \$550,000, under the responsibility of the Deputy Director-General in his capacity as Chair of the Platform.
- 2007: **Establishment of a small unit in BFC** to improve coordination and planning of PCPD interventions in different sectors, countries and regions.

- 2007: BFC organised inaugural **field office training** on UNESCO participation in the overall UN-integrated response to humanitarian and post-crisis transitions through Flash Appeals, etc.
- 2007: 34th General Conference calls for the preparation of a **special post-conflict overall support programme** in UNESCO's fields of competence for **Ivory Coast** (34 C/Resolution 60)
- 2008: Introduction of a **cross-cutting SPO for PCPD situations (SPO14)** in the 34 C/4 which calls on the Organization to “reinforce its assistance to conflict and disaster affected countries by contributing to early recovery and reconstruction, reconciliation and dialogue, while giving special attention to the prevention of recurrence of conflict”.
- 2008: **Greater prominence in the C/5**: the 34C/5 states that “UNESCO’s assistance will be part of the overall United Nations integrated response to humanitarian and post-crisis situations and it will seek to strengthen cooperation with regional intergovernmental organisations and develop strategic partnerships with NGOs and professional associations involved in peace-building efforts” (34C/5, page 197).
- 2008: Launching of the **Intersectoral Platform for PCPD**, chaired by the Deputy Director-General with secretarial support from the PCPD Unit in BFC, which is responsible for supporting the coordination, funding and staffing of emergency PCPD responses.
- 2008: UNESCO's Executive Board (Decision 174 EX/39) called for the Secretariat to establish “*a new UNESCO programme for rapid and high-impact response to post-crisis situations*”. This **revolving fund** is to be launched in 2008 with an initial balance of \$550,000, under the responsibility of the Deputy Director-General in his capacity as Chair of the Platform.
- 2008: **Establishment of a \$600,000 fund** for the PCPD Unit in BFC for quick and flexible responses to emergency situations.
- 2008: UNESCO was invited to participate as an **observer in ECHA**, a strategic monthly planning body, made up of the main UN humanitarian actors at heads of agencies.
- 2008: Establishment of a **small unit in the Education sector** for PCPD actions.
- 2008: “Conflict Prevention and Peace Building Network for the Great Lakes Region and the Horn of Africa” extrabudgetary project.

2.2 Financial investment in PCPD

11. UNESCO defines a PC situation as a context in which parties that were in conflict have signed a peace-agreement. A PD situation is a context in the aftermath of natural disasters, such as earthquakes, floods and cyclones. According to the ToR, UNESCO worked in 20 PC countries and 5 PD situations in the 2006–2007 biennium with a total of \$185.4 Million⁶. Table 2 shows that Iraq was the main recipient of PC-funding, receiving more than 45% of the total budget. Four other situations received budgets of over \$10 million: Cambodia, Afghanistan, Somalia and the Indian Ocean Tsunami⁷.

⁶ This figure was calculated using extrabudgetary projects that had an end date later than 1 January 2006, as of 12 December 2007. It therefore includes many projects that started prior to 1 January 2006. RP figures only include decentralised money to country offices located in a PC environment. They do not include those projects managed by HQ or managed through a regional or cluster office responsible for a PC country. PD figures were found through key word searches. SISTER data could not be examined closely because it did not include all work plans, monitoring data or up-to-date information for the projects sampled.

⁷ Most of this budget was invested in developing tsunami early warning systems which relate to SPO 5 (contributing to disaster preparedness and mitigation) rather than SPO 14. If these responses are left outside the analysis, only small budgets were spent on tsunami responses, most of them located in Aceh in Indonesia. In total \$1,331,678 was allocated to Aceh in Culture and CI activities, of which \$100,000 was from the RP.

Table 2 Budget allocations by country, 33 C/5

Country	RP	Extrabudgetary	Total budget
Afghanistan	3,762,984*	13,163,735	16,926,719
Angola		1,823,136	1,823,136
Burundi	360,212	1,839,921	2,200,133
Cambodia	566,466	19,203,500	19,769,966
Central African Republic		326,000	326,000
Chad		722,545	722,545
Cote d'Ivoire		260,000	260,000
DRC	498,114	8,383,566	8,881,680
Eritrea		113,000	113,000
Guinea Bissau		113,000	113,000
Haiti	334,719	4,894,634	5,229,353
Indian Ocean Tsunami	100,000	10,681,024	10,781,024
Iran		994,391	994,391
Iraq	672,887	83,256,439	83,929,326
Lebanon	2,095,540 [#]	4,267,515	6,363,055
Liberia		804,426	804,426
Nepal	432,203	1,345,750	1,777,953
Pakistan (Earthquake and Floods)	427,000	2,841,704	3,268,704
Palestinian Territories	781,636	2,840,802	3,622,438
Peru (Earthquake)		467,290	467,290
Republic of Congo (Brazzaville)	383,160	3,674,396	4,057,556
Sierra Leone		588,278	588,278
Somalia		11,108,840	11,108,840
Sudan		1,260,892	1,260,892
TOTAL	10,414,921	174,974,787	185,389,708

Source: FABS.

Notes: Figures do not include RP funds that a country may have received, or benefited from, through the responsible regional and/or cluster office. * A special voluntary external contribution of \$3.5 million for Afghanistan was managed as RP funding. # As a cluster and regional office, some RP funds for UNESCO Office Beirut do not relate to Lebanon. Hence the figure for Lebanon in this table is over-stated.

12. The overall balance between decentralised RP funds and extrabudgetary resources is highly unequal. While in PCPD responses UNESCO's RP and extrabudgetary resources amount to 5.6% and 94% respectively, UNESCO reporting over the biennium 2006/2007 shows that 51% of its overall budget originated from its own RP resources (179 EX/4 Rev. Draft 35 C/3).⁸

13. Twelve different PCPD countries and regions received only extrabudgetary funding and no decentralised RP funds, although it is likely that at least some of these countries received RP funding through HQ-managed budget codes or through cluster or regional bureaux. In general, this shows that UNESCO's RP funding is not always used as seed-money to generate additional extrabudgetary resources, but that a significant number of PCPD responses were directly presented to external donors to be funded with extrabudgetary resources only. Further analysis of the data in Table 2 shows, however, that investing of RP funding by UNESCO is strongly related to an increase in extrabudgetary funding. In 2006–

⁸ This figure only refers to decentralised funds to relevant country offices level and therefore in reality it will be higher than 5.6% as funds from HQ, regional and cluster offices can benefit these countries also. However, the total percentage would still be far below the percentage of total RP resources spent in the 33 C/5 period, compared to extrabudgetary resources.

2007, \$10 million of RP funding was complemented by \$156 million of extrabudgetary funding, while extrabudgetary funding for the 12 countries/contexts, in which UNESCO did not invest decentralised RP funding, only amounted to \$18.5 million.

14. Analysis of RP spending priorities⁹ shows that only 27 MLAs received budgets of over \$100,000 in total, benefiting 11 countries. Spending on most MLAs occurred in several countries (between two and ten), which means that UNESCO's spending in each country per MLA is typically between \$10,000 and \$50,000. Only in some specific cases were RP contributions substantial at over \$100,000:

- Lebanon: Developing National Policies and Planning in Education (MLA 31121); Monitoring EFA and improving quality of data (MLA 31112); and Promotion of human security and peace (MLA 33122);
- Iraq: Developing National Policies and Planning in Education (MLA 31121); Rehabilitation of heritage in post-conflict situations and LDCs (MLA 34131);
- Cambodia: Strengthening the protection of World Heritage properties and in particular properties in danger (MLA 34113);
- Pakistan: Coordinating EFA partners and maintaining the collective momentum (MLA 31111) (only in Sindh and Baluchistan flood response);
- Palestinian Territories: Gender equality and development (MLA 33212).

15. Extrabudgetary priorities were also analysed, but the results are less reliable because extrabudgetary projects must have a SISTER code to determine to which MLA the project contributes. SISTER codes could not be identified for 20% of the extrabudgetary projects. Moreover, few of the over 51% of the extrabudgetary projects received SISTER codes for the 32 C/5 period and these cannot be compared with the 33 C/5 period. Therefore the analysis is limited to approximately only 30% of the budget allocation.

16. The analysis shows that UNESCO has a stronger focus on specific priorities in extrabudgetary spending than for the RP. Combined with the fact that RP resources are more limited than extrabudgetary resources, it can be seen how thinly spread RP resources are among different countries and different sectors. This is what would be expected, however, if RP money were designed to be seed money for obtaining external funding. The largest extrabudgetary resources in the 2006–2007 biennium were invested as follows:

- Iraq: Strengthening the protection of World Heritage properties and in particular properties in danger (MLA 34113); Improving technical and vocational education and training (MLA 31412); Promoting the use of information and communication technologies in education (MLA 31423); Implementing the Teacher Training Initiative for sub-Saharan Africa¹⁰ (MLA 31231); Assessing and managing the impacts of global change on the water cycle (MLA 32111); Developing media in conflict areas and post-disaster situations (MLA 35212)
- DRC: Strengthening the protection of World Heritage properties and in particular properties in danger (MLA 34113); Developing national policies and programmes in Education (MLA 31121);
- Pakistan: Developing national policies and programmes in Education (MLA 31121).

⁹ The analysis only included RP resources for projects active in biennium 2006-2007, those with SISTER codes for the 33 C/5 and those with budgets above \$100,000. One-third of budget allocations could not be included as they received different SISTER codes for the previous C/5 period in which they were largely carried out.

¹⁰ This coding is strange as in theory it does not apply for Iraq. This indicates that translation of extrabudgetary projects sometimes occurs with error. The evaluators found more proof of such errors.

17. In the past two biennia there has not been any systematic attention to PCPD-specific actions in the C/5 MLA's, although some sectors had developed some specific MLA's for interventions in PCPD-contexts. The evaluation team analysed both C/5 documents and identified MLA's that can be related to PCPD contexts (refer Table 3).

Table 3 PCPD-specific MLA's in the 32 and 33 C/5

Sector	32 C/5 (2004-2005)	33 C/5 (2006-2007)
Education	- none	- Promoting human rights, peace, democratic citizenship and intercultural understanding through education (31311)
Natural Sciences	- Enhancing disaster preparedness and prevention (02133)	- Disaster prevention and preparedness (02214)
Social and Human Sciences	- Human rights development (23211) - Fight against racism and discrimination (23213) - Promotion human security and peace (23313)	- Human rights development (33211) - Fight against racism and discrimination (33213) - Promotion of human security & peace (33122)
Culture	- The contribution of intercultural dialogue and pluralism to respect for cultural diversity (24112)	- Strengthening the protection of World Heritage properties and in particular properties in danger (34133) - Rehabilitation of heritage in post-conflict situations and LDC's (34131) - Strengthening competences in intercultural communication (34222)
Communication & Information	- Promoting independent media in conflict situations (25211)	- Developing media in conflict areas and post-disaster situations (35212)

Source: 32 C/5 and 33 C/5.

18. While there was a slight increase in PCPD-specific MLAs in the 33 C/5, Table 3 shows that only a very small number of all MLA's are PCPD-specific. The majority of PCPD actions are tagged with normal MLA's that apply to all contexts in which UNESCO operates.

19. UNESCO does not systematically monitor data on assessment missions and flash appeals in PCPD situations and therefore it is not possible to assess UNESCO's success rate in flash fund appeals. According to BFC, UNESCO has been participating in flash appeals on an occasional basis since 1991, from when there have been 70 reported contributions. A total of \$53 million has been raised for a wide range of countries, including several that were not included on the PCPD country list for this evaluation, including Dominican Republic, Russian Federation, Guatemala and Suriname. UNESCO has participated in 10 appeals processes during the past 4 years. In total, almost \$13 million has been requested in these appeals. BFC confirms that successful flash appeals participation is usually preceded by participation in assessment processes / missions.

3. Findings

20. This chapter presents the findings of the evaluation, structured around the main research questions of the ToR and the evaluation matrix of the inception report. One key finding relating to UNESCO's strategy for PCPD cuts across the TOR research questions and is therefore discussed separately at the beginning of the chapter.

3.1 Results achieved

21. The evaluation team found a wide range of achievements through the four case studies across the sectors, particularly in Education and Culture, which receive the majority of funding (refer to the Annex). The evaluation also found that UNESCO's specific comparative advantage in PCPD contexts lies in linking implementation on the ground with upstream policy changes and development and innovation of systems in the longer term and at national, regional or international levels, such as the support to the Afghan National Education Strategy. Small, stand-alone and short-term programmes do not work in PCPD responses. Having limited human and financial resources, UNESCO's strength does not lie in the extensive implementation of emergency programmes.

22. Typical outputs delivered were: cultural heritage sites preserved; information disseminated on projects to wide audiences; and training and workshops delivered. Common results included: increased organisational capacities to cooperate and establish partnerships; recovery and reconstruction of tangible and intangible cultural heritage and natural heritage; improved education curricula; development of legislative frameworks on education, culture and CI; increased literacy of target groups; and improved legal environment for free and independent media. The following list provides examples of the key results found for each case study:

A. Afghanistan

- Education: Capacity building of the Ministry of Education
- Education: National Education Strategy developed
- Education: Curriculum and textbooks developed for literacy and non-formal education
- Education: Increase in number of people, including women, who have finished literacy training
- Culture: Bamiyan Buddha Niches protected and Master plan developed
- Culture: Cultural heritage in Herat and Jam restored and preserved
- Culture: National Museum rehabilitated and staff trained
- Culture: Ratification by Afghanistan of the 1970 Convention on Prohibiting and Preventing the Illicit Import, Export and Transfer of Illicit Property
- Culture: Return in March 2007 of 1,400 Afghan artifacts preserved in Switzerland
- CI: Educational radio and TV and National Radio and TV upgraded with new equipment and staff trained
- CI: ERTV was transformed into an Educational Broadcaster
- CI: Media law developed (but blocked in Parliament)
- CI: Training of journalists including of female journalists/TV broadcasters
- CI: Community radio for women strengthened

B. Cambodia

- Education: More than 5,100 children have received Non Formal Education and 600 have received vocational training (approximately 50 % were girls)

- Education: More than 50% of trainees have found jobs or set up small businesses
- Education: More than 4,000 people in former Khmer Rouge communities have been trained in NFE and vocational training and in peace-building
- Education: More stable social-economic situation in former conflict communities
- Culture: ICC on Angkor Wat is fully operational and very active
- Culture: Angkor Wat site is rehabilitated, the number of visitors has increased and the economic income is significantly higher
- Culture: Archaeology and Architecture Faculty of University of Fine Arts is strengthened and many staff and students have been trained

C. DRC

- Education: Inspection capacity for quality education established and trained
- Education: Statistical information on Education produced
- Education: Trainers of school inspectors trained
- Education: Institutional assessments of relevant departments in Ministry carried out
- Education: Increase in number of people, including women, that have finished literacy training
- Culture: Coordination committees established in the DRC's biosphere reserves
- Culture: Capacity of field staff in parks is improved through training
- Culture: Successful implementation of emergency action plan in 3 of the 5 biosphere reserves
- Culture: International partnerships for the preservation of Biosphere reserves established

D. Indonesia Tsunami

- Culture: Prambana heritage site protected and preserved and a master plan for restoration developed
- Culture: Revalorisation of traditional Nias culture and establishment of a cultural tourism programme
- Culture: Aceh youth has recovered from Tsunami Trauma through a cultural healing programme
- Culture: Cultural expressions from Cultural healing programme displayed in Jakarta
- CI: Radio broadcasting capacity of civil radio stations in Aceh restored
- CI: Journalist and radio programmers trained in production of journalistic content
- CI: Youth in Aceh involved in writing/filming/radio making on Aceh culture
- CI: Provincial library restored, expanded and restocked and mobile library vans are serving communities in the province

Results of UNESCO activities in light of the expected outcomes of SPO 14

23. Of the six expected outcome areas of SPO 14, three capture UNESCO's PCPD interventions, i.e. most projects reviewed have activities and results that are clearly linked to them:

- Enhancement of planning capacities of authorities to address humanitarian, recovery, reconstruction and reconciliation priorities;
- Provision of assistance to affected populations and institutions as part of the United Nations humanitarian, early recovery and reconstruction response;

- Support in implementing international standards and instruments in the fields of education, culture, science and media applicable in post-conflict and post-disaster situations.

24. Activities undertaken in PCPD situations, such as those relating to EFA and LIFE, are not specific to PCPD countries (refer Table 3). Several existing programmes were implemented in PCPD contexts but were adapted to specific situations. In addition, some specific programmes were designed for PCPD contexts, such as the PEER programme in Africa.

Reasons for achievement or non-achievement of results

25. The field office survey generated a wealth of information on success factors and bottlenecks in planning and implementation of projects in PCPD contexts. The analysis of the sample of projects and the interviews during the field visits confirm the importance of some of these elements. The most frequently cited reasons for achievement or non-achievement are listed below in order of frequency of occurrence:

- *Quality of coordination, communication, administrative and logistic arrangements:* Quick coordination, clear communication (and lines of communication) and flexible and decentralised administrative arrangements contributed to results.
- *Capacities:* Sufficient capacities in UNESCO and implementing partners led to smoother project implementation and the achievement of results. The evaluation team observed higher capacity levels in UNESCO and among external partners in Indonesia and Cambodia, while in Afghanistan and the DRC local counterparts often faced serious capacity problems and UNESCO offices suffered from rotation and insufficient staff.
- *Existence and quality of needs assessment:* The project sample confirmed that needs assessments do generally take place, but their results are not always included in planning documents. Therefore it is difficult to see if projects are indeed addressing identified needs. Interviews with programme specialists and external stakeholders show that needs assessments, particularly in immediate PD situations were not participatory due to the precarious situation of local target groups. In general, needs assessments were very much focused on specific sites and target groups and less so on wider communities and stakeholders. Consequently, results in the wider community were limited for certain projects.
- *Quality of identification, inception and planning of projects and programmes:* Project documents generally show this sequence of steps, but often with gaps. The most complete project files in this respect were found in projects and programmes in Cambodia. In the Aceh interventions, many of the steps were not taken, indicating that in PD situations time and capacity to produce such documents were too limited.

External influences (opportunities and threats) on achieving results and appropriateness of mitigation mechanisms

26. The following external factors negatively influenced project and programme results:

- Extremely precarious security situation in Afghanistan and the East of the DRC, making access to project-sites exceptionally difficult;
- Changes in leadership, often due to political motives and enforced by higher levels, the weakened capacity and commitment of some of UNESCO's ministerial or public sector counterparts;

- Massive mobilisation of hundreds, even thousands, of actors in Aceh after the Tsunami made proper coordination of activities extremely difficult, in spite of laudable efforts of the Indonesian Government and the UN.

27. On the positive side the following influence was found:

- International attention, in general, to countries and specifically to sites that are on the cultural heritage sites list was beneficial for the involvement of local and international actors in ensuring smoother programme implementation. This international attention is a direct result of UNESCO's actions, but the effect of that attention could be considered external;

28. Existence of analysis of external influences and risks and corresponding mitigation mechanisms is far from common in the project samples and programme staff indicates that this is a weakness of many projects. The design and planning of many projects sampled had to be altered due to changing external circumstances. Most of these changes involved re-planning and extending projects over time because of weak capacities in counterpart organisations and/or changes in leadership in these organisations. This was most common in Afghanistan, where capacity limitations were matched with similar capacity constraints in the Kabul Office. In other cases, such as in an education project in Cambodia, partners were replaced, due to lack of accountability and transparency. These examples seem to suggest that most changes in project design and planning are related to capacity bottlenecks in counterparts.

3.2 Coordination in planning and delivery of PCPD interventions

Decentralisation rate for effective delivery and roles of different constituents of UNESCO

29. The process of decentralisation in UNESCO is ongoing and not yet sufficient to enable field offices to engage in quicker, more flexible and needs-based planning of PCPD actions. Several projects and programmes are negotiated and designed at the central level and address donor expectations instead of local needs. Disbursements to projects and programmes regularly suffer delays and changes in planning and budgets sometimes require long and bureaucratic procedures. This has slowed down actions in all four case-study countries.

30. The field office survey highlighted the concern among field offices with internal coordination and communication within UNESCO. The survey showed that support from HQ, UNESCO institutes and, in particular, Regional Offices is not highly recognized. Institutional knowledge on several projects (e.g. in Afghanistan and the DRC) was very limited because the projects were not managed locally. During the period under review more projects have been decentralised, so the number of problems should decrease.

31. The field offices in the case studies were not satisfied with the support in securing flexible and temporary staffing for field offices in PCPD situations. Expectations for the PCPD roster established in 2006 were high, but this initiative received no follow-up.

32. At HQ, two units in BFC and AFR have a mandate to coordinate and support PCPD responses. AFR coordinates PCPD responses in Africa while BFC is responsible for responses in the rest of the world. BFC is also responsible for the provision of support in the quick deployment of staff in emergency situations, secretarial support to the Inter-sectoral Platform and for the generation and sharing of knowledge on PCPD situations and responses in the organisation.

33. Internal coordination and teamwork across sectors within the field offices visited was not particularly strong in the period under review, although there were some examples of these in place. For example, in the Jakarta Office the Culture and Education sectors worked together on cultural education. In the past, such inter-sectoral cooperation was neither stimulated nor rewarded. The mindset of sectoral thinking and the division of tasks is still an important feature, not only in field offices, but also at HQ and it will require considerable time and effort to move towards more holistic, team-based and inter-sectoral work.

Coordination, collaboration and quality of UNESCO's strategic alliances with key partners

34. The survey and field visits confirmed that field offices coordinate well with other actors within the UN system and with other external parties. UNESCO takes an active part in UN Country Coordination Teams and usually leads the education clusters in the IASC at the country level. UNESCO also regularly works with other UN partners in implementing projects and programmes. The most often mentioned are: UNICEF, UNDP and WFP, followed by FAO, UNHCR, UN-Habitat, ILO, UNAIDS and UNFPA. The World Bank was also mentioned more frequently as an important partner, as well as regional development banks and bilateral development partners or embassies with whom partnerships are mostly focused on funding. International and national NGO's are also regularly included in UNESCO projects and programmes, mainly in their implementation. National and local governments are mentioned as partners, but less frequently, as they are usually considered as being the counterparts or beneficiaries. UNESCO invested major efforts and showed leadership in pursuing EFA in PCPD contexts, which has led to good cooperation with UNICEF, ILO, UNDP, UNAIDS and UNFPA in several countries.

Effectiveness of the participation of UNESCO in common needs assessments, OCHA appeals, etc.

35. BFC's information on UNESCO's participation in needs assessments and flash appeals and CAP's is not complete, but show that, since 1991, UNESCO has participated in 70 appeals, 10 of them in the last four years. Survey responses show that some offices in PCPD contexts have not yet participated in appeals.

36. The UNESCO responses, immediately after the Nargis cyclone in Myanmar and the Chengdú earthquake show that UNESCO currently has become engaged from the very early assessment stages in disaster situations. This is a remarkable difference with UNESCO's position on December 29 of 2004, only days after the tsunami. Nevertheless, more changes are needed to enable and reward flexible and inter-sectoral responses to conflicts and disasters.

3.3 Capabilities, learning and knowledge management

Assessment of specific capabilities to deliver PCPD-related activities and outputs

37. Knowledge and capacity to engage in PCPD work at the field office level is often limited and sometimes not adequate. The field offices visited in this evaluation, particularly Kabul, indicated that limited senior programmatic staff and hectic short-term recruitment of consultants were major constraints. As a result, institutional memory and networks and relations are not well developed. Although senior staff on some occasions was trained in PCPD, they received no further support to apply their new knowledge. Materials prepared by relevant departments or task forces have not been made consistently available. Training on PCPD and on flash appeals have not yet been followed up with new series of training courses or follow-up training and no comprehensive briefing packs are yet available on a large scale.

38. Although most partners of UNESCO are generally satisfied with its services, they also perceive weaknesses. Most often mentioned were:

- UNESCO is not sufficiently present on the ground, where the PCPD actions take place, and this includes regional and provincial areas outside the capital city;
- UNESCO's procedures are slow and difficult;
- UNESCO does not sufficiently communicate its mandate and role in PCPD contexts, limiting the visibility of UNESCO;
- External parties in civil society and the general public have more knowledge of UNICEF as a leading actor in education than of UNESCO. UNICEF has a much stronger image and sometimes UNESCO actions are even attributed to UNICEF.

Knowledge management mechanisms to feed experience and lessons learnt into programme development and implementation

39. Sharing of lessons learnt on PCPD interventions within UNESCO occurred but not with support of systems. The evaluation team did not encounter formats and instructions for analysis, systematisation and sharing of results and lessons learnt with other offices or other organisations. Some good examples of lessons learnt that were shared with others are: a paper on conflict-prevention education with Khmer Rouge communities in Cambodia, which was used for planning new projects in other communities; education packages for emergency education following the Pakistan earthquake, which are now being used in China after the Wenchuan Earthquake. The initiative of the PCPD Unit in BFC to set up an Intranet-site on PCPD knowledge management and best practices situations and actions looks promising for generating and sharing of lessons learnt.

3.4 Phasing of interventions in PCPD contexts

40. There is scope to improve phasing of PCPD interventions in UNESCO. Specific projects or programmes are often not linked to early recovery, reconstruction, development and exit phases as they arise independently of each other at the initiative of local field offices, the wider UNESCO or donors. Project and programme duration, particularly for RP is usually too short to allow for a clear approach in phasing of interventions and to shape and develop a relationship with local partners. The evaluation team saw several cases of various small and short-term projects in sequence as a mechanism to develop a relation with a local partner, but no longer-term partnership approach.

41. Generally PD interventions cannot be planned¹¹, but require quick presence on the ground. PD interventions move more quickly from early assessment and reconstruction to development and require particularly quick and agile mechanisms. PC interventions on the other hand can be better planned, but also require quick and agile mechanisms. Moving through different phases in PC situations requires significantly more time than in PD situations and can take more than a decade.

Appropriateness of mechanisms to decide on interventions in a crisis

42. Further mechanisms or guidelines need to be put in place to decide on whether and how to intervene in a PCPD situation. In the absence of clear guidelines, the risk is that decisions are taken based on ad-hoc requests.

¹¹ A range and sequence of interventions after disasters can be planned and developed into clear scenarios and guidelines, so that replication of proven methodologies in new PD situations can be quick. For example, the post-earthquake related education material developed in Pakistan can now more quickly be replicated in new PD situations.

43. While UNESCO's presence in countries such as Iraq, Afghanistan, Somalia, the DRC and Sudan is clearly related with a PC situation and an expressed need for its actions, this is much less clear in some other contexts. UNESCO has difficulties in explaining why Cambodia and Burundi are PCPD, yet Mozambique and Rwanda are not, or why it responded to the Ica Earthquake in Peru but not in drought areas in Ethiopia. In addition, UNESCO works in some contexts where it is too premature to speak of a PC situation.

44. Needs and damage assessments were conducted in PCPD interventions and UNESCO's responses were usually well aligned with national needs and priorities identified in poverty reduction strategy papers or other sectoral policy and strategy papers. UNESCO was also aligned with UN responses, IASC clusters and UNDAF's. A more critical aspect in needs-assessment is the sometimes weak link with needs of local communities or other external stakeholders affected by specific PCPD interventions, such as has been observed in the Angkor Wat, Bamiyan and Prambana cultural heritage sites interventions in the country case studies.

Understanding of UNESCO's role during immediate post-crisis phase

45. UNESCO's role in PCPD situations is often not clearly understood by external stakeholders, particularly among civil society organisations and the general public interviewed in the case studies. This is not surprising as UNESCO does not yet have an approved PCPD strategy and therefore cannot communicate it at a corporate level, while different field offices might have various visions on PCPD interventions.

46. These communication challenges are equally, if not more, urgent within UNESCO's own organisation, where field offices and Sectors at HQ are in need of a clear strategy and guidelines for PCPD responses. Another reason for the relatively low visibility of UNESCO in immediate post-crisis phases is that its interventions are generally not focusing on massive implementation of actions benefiting target groups on the ground but on generating policy inputs. There are exceptions in some larger scale implementation programmes in EFA or LIFE, particularly in Afghanistan and Iraq, where UNESCO's presence on the ground is highly visible.

47. Field offices are generally well aligned with other UN organisations and their participation in country coordination in the UN system in all four case-study countries was active and well appreciated. However, not all organisations in the UN system are aware of UNESCO specific roles in PCPD contexts.

Exit strategies for development phase

48. PC interventions require a much longer time-frame to reach sustainable results than post-disaster Interventions. When UNESCO exits from PD interventions in conflict or post-conflict situations, a longer-term presence is needed, because of the follow-up required. While it was observed that the phased approach in PCPD situations is weak, the exiting phase is almost non-existent. Proper exit requires a longer-term partnership in which gradual well-phased steps work towards building local ownership, embedding and sustainability. This is not an easy process, but clear exit strategies and skilled staff greatly facilitates the process.

49. During the field visits the evaluation team did not see examples of clear exit strategies. On the contrary, it encountered several examples where exiting was a slow and difficult process. For example, in Cambodia and Afghanistan a number of extrabudgetary projects had been re-planned many times, sometimes for short periods of several months. Short-term planning cycles with many specific follow-up projects did not help to prepare adequate wrap-

up of support to partners and exiting. Although some field offices in the survey indicated having an exit strategy in PCPD situations, the majority confirmed they did not.

50. An evaluation entitled *Practice Review of UNESCO's Exit and Transition Strategies* was conducted in October 2006 which noted similar findings to this evaluation:

- Lack of a shared understanding of meaning and relevance of exit within UNESCO;
- Limited evidence of systematic and deliberate planning for exit;
- Inadequate linkages between project results, sustainability and exit.

3.5 Monitoring and reporting

51. UNESCO's RBM framework is well described and guidelines and instructions are available to all field offices and staff. Extrabudgetary projects require a project document which requires revision in certain circumstances, annual reports, a closing report and an evaluation report depending on size and duration.

52. Field offices indicated that they were satisfied with the monitoring systems in place. Yet, with the exception of Cambodia, most files had considerable monitoring gaps and the quality and level of detail was not constant. Although the RBM approach includes indicators for outputs, expected results and outcomes, in practice indicators are not always used, and if indicators are reported on, reported indicators do not always match the planned indicators. The project files suggest that, even if there is a system with guidelines, it is not always followed, nor monitored or enforced. Many of the closed project files were incomplete and/or did not have all required information for good monitoring of progress. It is important to refer to the fact that UNESCO's RP budget reporting requirements on activities are basic and do not contain equivalent information (even in condensed form) to what is expected in extrabudgetary funded projects.

53. In spite of the deficiencies in monitoring, the evaluation team saw good examples of how information was fed into formulation of new activities. While this is done at the level of field offices, exchange at a higher level is not systematic. The evaluation team did not encounter mechanisms and/or practices to feed M&E information and other lessons learnt into learning and knowledge management systems. However, in the area of PCPD, the PCPD Unit in BFC is currently setting up a web-site and possibly a community of practice to help fill this gap.

54. The evaluation found a number of gaps and weak links in UNESCO's narrative reporting:

- *between specific projects and countries*: there is limited information on how different projects and sectors have led to results at the country level, except for those countries that do country reporting such as Indonesia;
- *in PCPD specific reporting*: except for post-tsunami specific reporting of the Jakarta office, the evaluation team did not see specific PCPD reporting;
- *between C/5 reporting and the C/4*: MLA's in C/5 documents change over time. Expected results do not clearly refer and relate to specific SPOs or their expected outcomes in the C/4.
- *between C/5 planning and C/3 reporting*: The structure of the C/3 reports is different from that of the C/5s in that the C/3 does not report progress against C/5 expected results.

55. Financial reporting seemed to be more complete and systematic, although a number of bottlenecks were observed:

- Financial reporting on RP funds does not trace investments to specific countries if these funds are not decentralised to a field office.¹² The information obtained from FABS did not enable a complete analysis of budget allocations on MLA's and on specific countries. Such specific information could only be obtained by compiling data from individual project files, a task too laborious for this evaluation;
- Extrabudgetary projects extending into new planning periods receive new MLA's and SISTER codes;
- The SISTER system, a web-based application, does not perform well if Internet connectivity is low. Many blank spots were encountered in the system, revealing delays in processing information in this system. Several attempts to obtain up-to-date information from SISTER, in the Phnom Penh office, proved to be unsuccessful.

56. It is obvious that PCPD situations are often hectic and require regular if not constant re-planning and changes in approaches and actions. While this certainly allows for significant deviations of results achieved against originally anticipated results, it is no reason for poor reporting. On the contrary, good reporting on changes in approaches and design of projects, probably gives the best insights in critical success-factors and bottlenecks in PCPD responses and therefore are a crucial input for knowledge management systems.

¹² And even then, it is possible that these funds are spent in other countries, particularly in the cases of regional and cluster offices.

4. Recommendations

Recommendation 1 Strengthen the focus of UNESCO's PCPD action on upstream policy advice and related capacity building.

Recommendation 2 Invest more RP funds in PCPD situations and use them as leverage for extrabudgetary fund-raising for PCPD responses given the success UNESCO has had in securing extrabudgetary resources for PCPD situations.

Recommendation 3 Create new and flexible mechanisms to enable immediate release of PCPD funding. More is needed from UNESCO Central Services to establish more flexible, revolving funds for PCPD operations in addition to the modest administrative fund for PCPD-responses and the funds for the Intersectoral Platform. A central funding facility could be established to reward those Sectors at HQ, but particularly field offices that present good proposals for inter-sectoral and innovative interventions for PCPD situations. BFC and ERC could consider presenting such a funding-facility to interested donors.

Recommendation 4 Introduce new incentives to overcome compartmentalised ways of thinking and working in PCPD situations to develop more holistic and integrated responses. These actions could include the introduction of incentives and reward mechanisms for those staff, field offices and/or sector that develop intersectoral initiatives. Similarly field offices can be enabled and supported to show more initiative and flexibility in managing their own responses that are specific to their own contexts and needs without deviating from UNESCO's overall approach.

Recommendation 5 Allow current planning mechanisms to include longer-term and phased interventions. PCDP interventions, requiring a long-term and phased approach that can take many years, should be planned for their entire period and not cut-up into smaller projects and budgets corresponding to specific biennial RP planning cycles. If this cannot be achieved through adaptations to the biennial RP planning cycle, an alternative is to provide such planning information in the longer-term in country planning documents.

Recommendation 6 Foster greater coherence in staffing PCPD interventions by addressing staffing bottlenecks at the field office level, establishing more flexible mechanisms for hiring and transferring of staff, and developing new mechanisms for quick, flexible and temporary deployment of UNESCO staff and experts in PCPD interventions.

Recommendation 7 Improve monitoring of PCPD interventions in UNESCO's RBM system and ensure that data in SISTER, particularly for extrabudgetary projects, is complete and up-to-date.

Recommendation 8 Strengthen project cycle management procedures and ensure compliance. In regards to PCPD interventions the following components are most relevant:

- needs assessment (with participation of local stakeholders where possible);
- coordination and cooperation with other actors and stakeholders affected by interventions;
- clear planning of activities, results and outcomes (adhering to logical framework planning principles) and a clear indication of phasing (including exiting) in PCPD interventions;

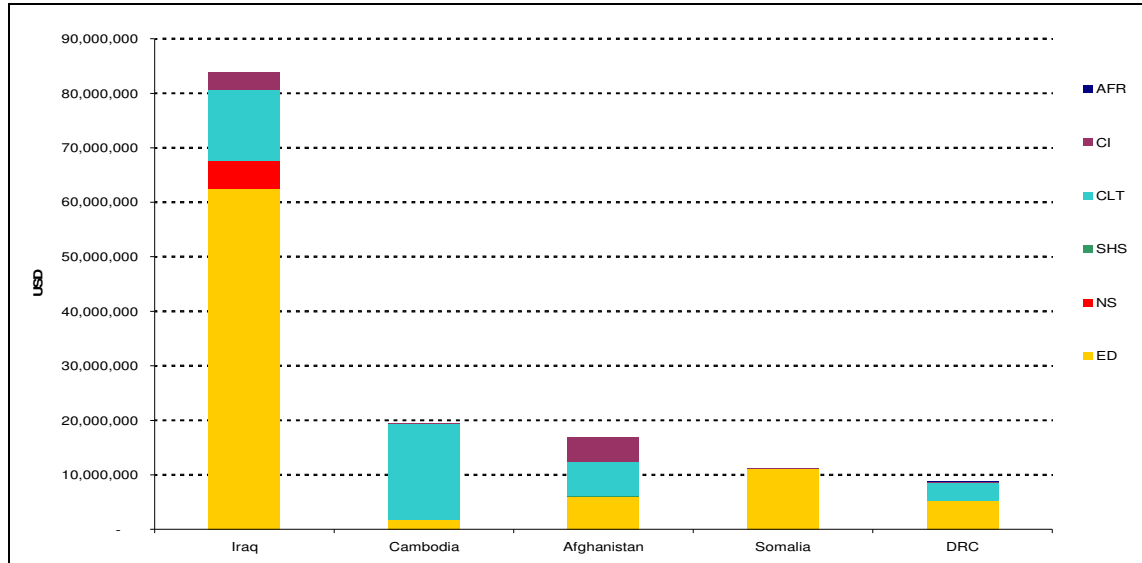
- indicate how PCPD interventions link to upstream policy inputs and systems development;
- instructions and format for reporting that is linked to the original intervention logic and corresponding indicators to ensure that reporting is done against planning; and
- format and instructions to generate lessons at the project-level and share them with other offices and HQ, and particularly for the PCPD Intranet Web-site under development.

Recommendation 9 Tag conflict, post-conflict and post-disaster responses at the activity and project level and abolish PCPD country labels in recognising the following:

- Conflict situations: phasing of interventions towards development is difficult and not linear; observing legitimacy and credibility issues of governments in these situations and considering more inclusive approaches with civil society and private sector actors to fulfil UNESCO's mandate in these contexts;
- Post-Conflict situations: developing a well planned intervention with a phased approach, working towards development and exiting; remaining involved over longer periods of time, as PC situations can be very persistent;
- Post-Disaster situations: requiring mechanisms for quick engagement; developing phased interventions that are clearly outlined in a limited period of time;
- Post-Disaster situations in Post-Conflict contexts: combining characteristics of the above and having a keen eye for re-emergence of conflicts after Post-Disaster responses and;
- Post-Disaster situations combined with Conflict contexts: recognising the particular challenges of these situations; developing assessment capacity that enables UNESCO to decide if it should step in such situations.

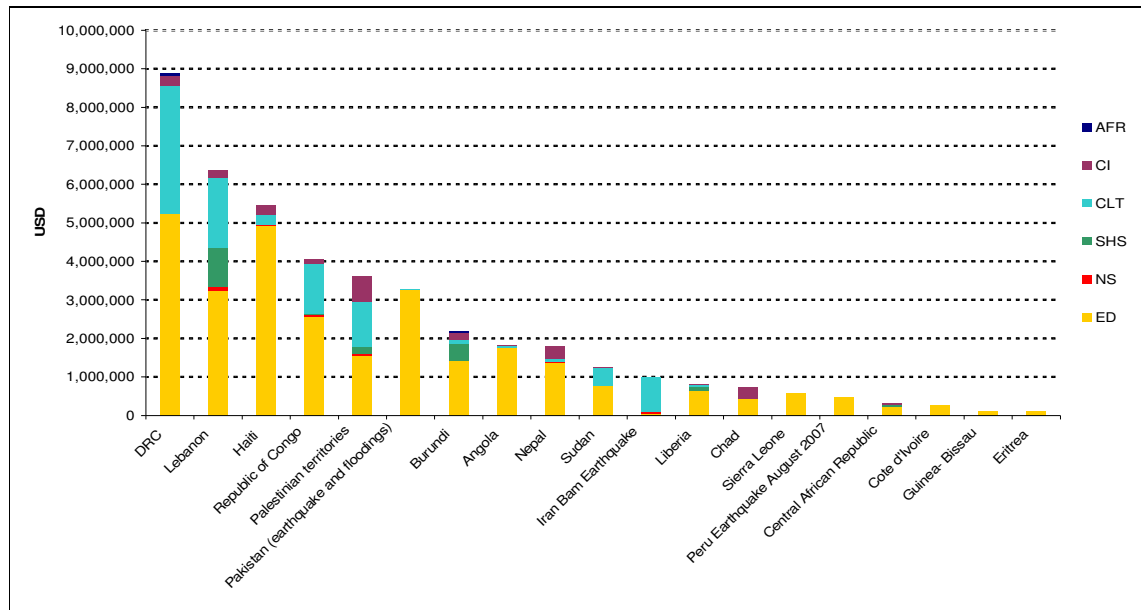
Annex I – Budgetary tables

**Budgetary Allocation among sectors in PCPD contexts
(allocations above 10 million USD)**



Source: FABS, 33 C/5 Period
N.B. RP and Extra-budgetary resources for projects active in biennium 2006-2007

**Budgetary Allocation among sectors in PCPD contexts
(allocations below 10 million USD)**



Source: FABS, 33 C/5 Period
N.B. RP and Extra-budgetary resources for projects active in biennium 2006-2007

Annex II: Management Response Table

Recommendations	Management Response Accept / Reject / Not Applicable
1. Strengthen the focus of UNESCO's PCPD action on upstream policy advice and related capacity building.	Accepted. Management has developed a detailed action plan to implement the recommendation.
2. Invest more RP funds in PCPD situations and use them as leverage for extrabudgetary fund-raising for PCPD responses given the success UNESCO has had in securing extrabudgetary resources for PCPD situations.	Accepted. Management has developed a detailed action plan to implement the recommendation.
3. Create new and flexible mechanisms to enable immediate release of PCPD funding. More is needed from UNESCO Central Services to establish more flexible, revolving funds for PCPD operations in addition to the modest administrative fund for PCPD responses and the funds for the Intersectoral Platform. A central funding facility could be established to reward those Sectors at HQ, but particularly field offices that present good proposals for inter-sectoral and innovative interventions for PCPD situations. BFC and ERC could consider presenting such a funding-facility to interested donors.	Accepted. Management has developed a detailed action plan to implement the recommendation.
4. Introduce new incentives to overcome compartmentalised ways of thinking and working in PCPD situations to develop more holistic and integrated responses. These actions could include the introduction of incentives and reward mechanisms for those staff, field offices and/or sector that develop intersectoral initiatives. Similarly field offices can be enabled and supported to show more initiative and flexibility in managing their own responses that are specific to their own contexts and needs without deviating from UNESCO's overall approach.	Accepted. Management has developed a detailed action plan to implement the recommendation.
5. Allow current planning mechanisms to include longer-term and phased interventions. PCDP interventions, requiring a long-term and phased approach that can take many years, should be planned for their entire period and not cut-up into smaller projects and budgets corresponding to specific biennial RP planning cycles. If this cannot be achieved through adaptations to the biennial RP planning cycle, an alternative is to provide such planning information in the longer-term in country planning documents.	Accepted. Management has developed a detailed action plan to implement the recommendation.
6. Foster greater coherence in staffing PCPD interventions by addressing staffing bottlenecks at the field office level, establishing more flexible mechanisms for hiring and transferring of staff, and developing new mechanisms for quick, flexible and temporary deployment of UNESCO staff and experts in PCPD interventions.	Accepted. Management has developed a detailed action plan to implement the recommendation.
7. Improve monitoring of PCPD interventions in UNESCO's RBM system and ensure that data in SISTER, particularly for extrabudgetary projects, is complete and up to-date.	Accepted. Management has developed a detailed action plan to implement the recommendation.
8. Strengthen project cycle management procedures and ensure compliance. In regards to PCPD	Accepted. Management has developed a detailed

<p>interventions the following components are most relevant:</p> <ul style="list-style-type: none"> • needs assessment (with participation of local stakeholders where possible); • coordination and cooperation with other actors and stakeholders affected by interventions; • clear planning of activities, results and outcomes (adhering to logical framework planning principles) and a clear indication of phasing (including exiting) in PCPD interventions; • indicate how PCPD interventions link to upstream policy inputs and systems development; • instructions and format for reporting that is linked to the original intervention logic and corresponding indicators to ensure that reporting is done against planning; and • format and instructions to generate lessons at the project-level and share them with other offices and HQ, and particularly for the PCPD Intranet Web-site under development. 	<p>action plan to implement the recommendation.</p>
<p>9. Tag conflict, post-conflict and post-disaster responses at the activity and project level and abolish PCPD country labels in recognizing the following:</p> <ul style="list-style-type: none"> • Conflict situations: phasing of interventions towards development is difficult and not linear; observing legitimacy and credibility issues of governments in these situations and considering more inclusive approaches with civil society and private sector actors to fulfill UNESCO's mandate in these contexts; • Post-Conflict situations: developing a well planned intervention with a phased approach, working towards development and exiting; remaining involved over longer periods of time, as PC situations can be very persistent; • Post-Disaster situations: requiring mechanisms for quick engagement; developing phased interventions that are clearly outlined in a limited period of time; • Post-Disaster situations in Post-Conflict contexts: combining characteristics of the above and having a keen eye for re-emergence of conflicts after Post-Disaster responses and; • Post-Disaster situations combined with Conflict contexts: recognizing the particular challenges of these situations; developing assessment capacity that enables UNESCO to decide if it should step in such situations. 	<p>Accepted. Management has developed a detailed action plan to implement the recommendation.</p>
<p>Management's initial response and actions to be taken (refer 181 EX/19):</p> <ul style="list-style-type: none"> • Strategic approach: The use of the intersectoral platform on PCPD was launched in early 2008 to further strengthen UNESCO's strategic approach to PCPD interventions. This platform allows focused discussions and coordination with all stakeholders including heads of relevant field offices, programme coordinators and sector and central service focal points. Field offices facing PCPD situations are provided with immediate guidance and backstopping through the intersectoral platform mechanism. UNESCO follows the United Nations system as a whole in the coordinated responses to "post-conflict (PC)" and "post-disaster (PD)" situations by strategically integrating its contribution within common United Nations coordination and funding mechanisms. • Funding for PCPD interventions: Dedicated Regular Programme budgets are now found in sectoral work plans; a budget line for the administrative support to field offices engaged in PCPD operations was provided for the first time in document 34 C/5 under BFC; a PCPD special account was 	

established in 2008 for “rapid and high-impact response to post-crisis situations” following Executive Board decision 174 EX/48; the Additional Programme (coordinated by ERC/CFS) is giving special attention to raising extrabudgetary funding for interventions in countries facing PCPD situations; PCPD Programme Coordinators in the field are also involved in raising extrabudgetary funds. Finally, a communication strategy is also being developed to include a PCPD website and advocacy documents that will target donors, partners, and the public at large. Funds allocated to field offices involved in PCPD operations are normally used to support the participation of relevant programme specialists in rapid United Nations needs assessments, as well as hiring temporary assistance and expertise, and covering logistical costs as may be required;

- **Training for PCPD interventions:** BFC/CPO is coordinating house-wide training on positioning UNESCO within joint United Nations PCPD response mechanisms. Africa Department is conducting region-focused training for NATCOMs, PCPD focal points in field offices, subregional organizations, the African Union Commission and NGOs;

- **Programming, monitoring and reporting:** Since 2008 SISTER-2 has incorporated enhanced monitoring and reporting functionalities for the RP. Work is ongoing for integrating extrabudgetary PCPD projects in SISTER-2. A PCPD knowledge management and “best practices” database is currently under development, and a systematic collection of PCPD analyses and historical documentation is under way, particularly on UNESCO’s participation in common United Nations Flash Appeals, Consolidated Appeals, Multi-Donor Trust Funds, and other United Nations transitional funding frameworks for PCPD.