An indicative review of UNESCO's work on social inclusion

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An indicative review of UNESCO's work on social inclusion

A UNESCO-ODI study of promising practices
in the field of social inclusion

Contents

Abbreviations

CSO	Civil Society Organisation
FAO	Food and Agriculture Organization of the United Nations
HIV	Human immunodeficiency virus
HRBA	Human Rights Based Approach
IFSP	International Forum on Science-Policy Nexus
ILO	International Labour Organization
INGO	International Non-Governmental Organisation
LDCs	Least Developed Countries
KPP	Knowledge, Policy and Power Framework
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MOST	Management of Social Transformations Programme
NGO	Non-Governmental Organisation
OECD-DAC	The Organisation for Economic Co-operation and Development (OECD) - Development Assistance Committee Framework
OHCHR	Office of the United Nations High Commissioner for Human Rights
SHS	Social and Human Sciences Sector, UNESCO
SIDS	Small Islands Developing States
SISTER	System of Information on Strategies, Tasks and Evaluation of Results, UNESCO
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
WHO	World Health Organization

Foreword

It is my pleasure to introduce this indicative review on the work of UNESCO's field offices in the area of social inclusion from 2008 to 2013, produced in partnership with the Overseas Development Institute (ODI).

UNESCO's programming priorities have long recognised the value and relevance of social inclusion in securing sustainable and equitable development, promoting and protecting human rights and gender equality, and combatting all forms of discrimination. As the UN 2030 Agenda for Sustainable Development is articulated, it is clear that this prioritisation will also constitute a core vector for the common UN development action over the coming fifteen years – particularly through the Sustainable Development Goals (SDGs). Moreover, through collaboration with relevant United Nations entities and through its Management of Social Transformations (MOST) programme, UNESCO has promoted understandings of social inclusion as a cross-cutting reference for improving development policy.

Within this context, this Review takes stock of promising practices, capacity constraints and areas for improvement with regards to the work of selected UNESCO field offices in the area of social inclusion. Thus, we are able to not only reflect upon our own programming processes but to also further refine the support UNESCO provides to Member States within this increasingly important domain.

This Review builds upon UNESCO's strong recognition that in order to improve inclusive programming and policymaking, there is a need to strengthen the use of assessment approaches that appreciate and account for the full complexity of potential influences within policy processes. The Review's methodology – capturing both substantive commitment to inclusion and inclusive action within policy and programming processes – has made it possible to build a holistic picture of what works, in what context and why.

The Review provides pertinent insights and actionable recommendations across a diverse range of areas: from the requirement to incorporate a systematic review of political context into programme design, to the need to collect reliable and comprehensive data disaggregated by sex to facilitate appropriate consideration of strategic gender interests in all policymaking for inclusion. Such insights and recommendations form a solid basis for inputs to the emerging global development agenda, including the UN 2030 Agenda for Sustainable Development and the elaboration of UNHABITAT's New Urban Agenda, and maximise the potential of our existing activities, such as the International Coalition of Cities against Racism and Discrimination (ICCAR).

I would like to extend my gratitude for the concerted efforts of the ODI, field office staff and staff at UNESCO Headquarters, without which this publication would not have been possible.

Building peace in the minds of men and women – UNESCO's guiding objective – requires that we ensure progress in education, the sciences, culture and communication and information but also requires coordinated commitment and action to ensure that everyone can access and benefit from the fruits of development. I hope this report will serve to inspire and enhance all of our efforts in this critical endeavor.

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Overview

- The Review considers and identifies promising practices within UNESCO's Social and Human Sciences (SHS) Sector's selected projects on social inclusion over the period 2008-2013 (covered by the Medium-Term Strategy for 2008-2013, Document 34 C/4) and provides several significant lessons on review methodology, awareness of the implications of human rights-based approaches and mainstreaming gender equality, programme efficiency, understanding of the linkages between knowledge and policy, effectiveness and impact, as well as significant gaps in monitoring and evaluation.

- The innovative analytical method used in the Review drew on a combination of principles in UNESCO's Management of Social Transformations Programme (MOST), human rights-based approaches to programming, the 'Knowledge, Policy and Power' framework (used to assess the supply and demand of evidence in policy processes) and the OECD-DAC evaluation criteria. For the most part this methodology proved successful, with only minor overlaps in conceptual approaches.

- The project documentation revealed a comprehensive knowledge of human rights principles as they apply to social inclusion. By contrast, literacy and degree of articulate understanding of knowledge management principles and the core challenges of linking evidence to policy was noticeably more inconsistent.

- The 'promising practice' assessment revealed that in terms of efficiency of programming and the leveraging of limited resources, SHS projects showed commendable successes in scaling-up actions with additional financial or in-kind support through participation with various types of stakeholders.

- A central tension witnessed during the Review of project documentation and the promising practices was an understanding of the balance of UNESCO's role as an intergovernmental agency in addressing deeper power structures and the core drivers of social exclusion - which often proved to be more politically sensitive. This proved challenging in certain contexts where a more confrontational advocacy approach might have been an impactful option for more independent actors - such as international non-governmental organisation (INGOs).

- A cross-cutting challenge for all the projects - including promising practices - was the limited ability to declare programme outcomes and impacts based on certainties developed from external monitoring and evaluation (M&E) structures, while internal ones were not always thorough and rigorous. The Organisation's involvement and contribution to policy processes would hugely benefit from the establishment of M&E frameworks leading to a more rigorous understanding of 'what works, where, and why'.

- Aside from projects working explicitly on various forms of women's empowerment, the gender-sensitivity in project documents and to a lesser extent within promising practices was largely based on immediate practical gender needs rather than strategic gender interests. In other words, the state of gender mainstreaming in some projects and practices reviewed appears to demonstrate early or intermediate levels of sophistication, whilst others have better succeeded in mainstreaming gender equality considerations.

- The analysis of both projects and promising practices highlighted a strong tacit appreciation amongst programme staff that multiple types of evidence are required in order to inform policy, and of the myriad forms of communication that are required to tailor evidence to policymakers. However, this capacity was not reinforced by access to uniform principles or frameworks regarding the development or promotion of different types of evidence.

1. Introduction

1.1   Background

This indicative review of UNESCO's work on social inclusion (Review) takes stock of promising practice regarding certain elements of the mission and themes of UNESCO's Social and Human Sciences (SHS) Sector over the period 2008-2013 (the timeframe of UNESCO's Medium-Term Strategy for that period, Document 34 C/4) – with a particular focus on social inclusion. The call for this review was based on an increasing recognition within UNESCO (as elsewhere in public, bilateral, multilateral and civil society organisations) that in order to more comprehensively review promising practice in relation to policy and programme impacts, there is a need to move away from 'linear' assessments towards approaches that cater for the complex nature of promoting change and positive social transformation in society.

With this increasing sectoral shift to appreciating the full complexity of policy processes, a fundamental principle of this paper is to acknowledge the vast range of potential factors that can promote or prevent social inclusion. For instance, while 'scientific' evidence is important in determining policy and related interventions, local contextual knowledge and knowledge from practice are equally necessary if policy makers at all levels are to make robust, reasoned judgements about how to make change happen. Choosing which types of knowledge to use and how to use it is challenging because of the different political contexts in which policy is made, as well as the wide variety of actors who could be involved in the policy process. Our collective understanding of how to address these challenges is growing, but remains in a fledgling state.

However, a shift toward understanding these multiple factors that drive or block change in society is a core part of UNESCO's vision, as outlined in the 'Managing for Impact' section of the 2008-2013 Medium-Term Strategy, which appreciates that the importance of 'managing for results', as well as recognising that UNESCO's comparative advantage within the United Nations system is its 'ability to respond to complex contemporary problems in a comprehensive and relevant manner through inter-sectoral and interdisciplinary action' (UNESCO 2008:5). Similarly, UNESCO has demonstrated an increasing focus on expanding upon, reviewing and improving the linkages between evidence and policy through its Management of Social Transformations (MOST) Programme. In this respect, the core mission of UNESCO is to advance knowledge, standards and intellectual cooperation in order to facilitate social transformations conducive to the universal values of justice, freedom and human dignity.

More specifically, within the current UNESCO Medium Term Strategy 2014-2021, UNESCO's SHS Sector is mandated to serve as a global think tank whose aims are to promote social transformation; social inclusion and youth (youth, international migration, fight against discrimination, democracy); ethics, science and society (bioethics, global ethics observatory, global environmental change, anti-doping, physical education and sport); transversal themes (human-rights based approach, philosophy); and global priorities (gender equality, Africa). In terms of delivering these aims, UNESCO has five core functions that can be called upon: providing a laboratory of ideas, facilitating a clearing house of evidence, setting standards for other actors to emulate, building the capacity of stakeholders to achieve these standards, and catalysing international cooperation to leverage wider social change.

While UNESCO is itself endeavouring to understand how these aims and functions fit into a broader framework that explains the bridges between evidence and policy, several other actors are attempting to do the same – not only in terms of linking research to policy, but also by focusing more specifically on assessing interventions to address social inclusion. Therefore, an overarching aim of this paper is not only to provide a review of promising practice regarding social inclusion interventions in UNESCO SHS, but also to contribute a body of methodological practice on these issues that leads toward a framework for systematically understanding the linkages between evidence and policy impact.

1.2   Purpose

Aims and objectives

Bearing the elaboration of the UN 2030 Agenda for Sustainable Development in mind and in line with the Medium-Term Strategy for 2014-2021, the aim of this Review is to provide an analysis of selected work within UNESCO's SHS Sector that outlines promising practice, capacity constraints and areas for improvement with reference to the construction and influence of inclusive and transformative social public policies. This scope of work will be largely focused on experiences and lessons within the period outlined by UNESCO's Medium-Term Strategy between 2008 and 2013 (see Box 1) although the paper also incorporates issues based on the political and social enabling environment for policymaking that occurred outside of this timeframe.

In terms of layout, this paper begins with a methodological overview of the development of an appropriate hybrid conceptual framework that was used to assess promising practices for promoting social inclusion. This includes background on the large strand of literature on the definition and scope of social inclusion; the actions and approaches taken by various national and international actors in addressing social exclusion; and assessing the practices and lessons gained from the actions undertaken in different contexts. This framework is then used to review UNESCO's project documents through the 'System of Information on Strategies, Tasks and Evaluation of Results' (SISTER) as well as a series of promising practice case studies identified and documented by UNESCO programme staff at global and national levels. Findings are also triangulated through interviews conducted with practitioners associated with those promising practices in several UNESCO programming regions.

Finally, the efficiency with which resources were allocated and utilised (both human and financial resources) is presented alongside the extent to which work was aligned with and impacted upon the established priority areas in the Medium-Term Strategy.

8

UNESCO Medium-Term Strategy for 2008-2013 (UNESCO Document 34 C/4) **BOX 1**

Throughout the duration of the 2008-2013 Medium-Term Strategy, UNESCO worked on themes and areas where the agency could make a difference through purposeful and strategic action. As per its mission statement, UNESCO 'contributes to the building of peace, the eradication of poverty, sustainable development and intercultural dialogue through education, the sciences, culture, communication and information" (UNESCO, 2008: 7).

Two global priorities were identified: **Africa** and **gender equality.**

Action in favour of Africa aims to respond to the exigencies of regional integration articulated by African countries and the African Union (AU), including through its New Partnership for Africa's Development (NEPAD) programme. UNESCO also seeks to strengthen the ties between education and culture, and mobilise science, technology and innovation for sustainable development that accords top priority to poverty eradication.

The emphasis on gender equality reflects the strong commitment by world leaders at the 2005 World Summit as well as the subsequent proposals that have arisen throughout the United Nations system in the context of the United Nations reform process. UNESCO follows a twofold approach: pursuing both women's empowerment and gender mainstreaming in Member States and within the Organisation.

In addition to the two global priorities, UNESCO focuses on specific interventions targeting youth, and priority areas including the Least Developed Countries (LDCs) and Small Island Developing States (SIDS).

This study draws on the UN common understanding of Human Rights-Based Approach to programming (HRBA) and ODI's Knowledge, Policy and Power (KPP) framework.

2. Method

2.1   Summary of research methods

The evidence drawn upon for this paper spans five main areas; firstly, an indicative literature review of promising practices regarding social inclusion was undertaken in order to obtain a perspective on the range of potential entry points into social inclusion issues and to determine 'what works' at an indicative level. These documents were also selected in consultation with UNESCO and a 'snowballing' technique was used to determine which studies demonstrated wide circulation and citation amongst experts associated with social inclusion (see Section 2.2).

Secondly, existing conceptual frameworks and approaches were reviewed (Section 2.3): This included a series of conceptual papers that provided best or promising practices regarding the assessment of social inclusion policies and interventions, as well as other documents from the realm of knowledge management in development. These documents directly informed the conceptual framework, and were selected through consultation with UNESCO. Furthermore, the key principles of the MOST Programme and of human rights in development programming are summarised in order to ensure that the analysis of the Organisation's projects on social inclusion would follow a similar understanding of human rights-based approaches and remain compatible with UNESCO terminology. Finally, ODI's Knowledge, Policy and Power (KPP) framework was explained.

Thirdly, a conceptual framework was developed (Section 2.4). The framework for this study draws on insights from the review of previous frameworks, most notably the UN common understanding of human rights-based approaches to development cooperation and programming[1] and ODI's KPP framework.

Fourthly, in terms of primary research, a compilation of SHS programmes were extracted from UNESCO's 'System of Information on Strategies, Tasks and Evaluation of Results' (SISTER) and were reviewed in relation to the conceptual framework (see Section 2.4 and subsequent analysis in Chapter 3). Given timing and resource constraints, this assessment was undertaken in two stages: the first stage used agreed criteria to limit the focus of investigation to the 50 projects that showed most relevance and promise regarding the promotion of inclusionary processes and impacts. Each dimension of the conceptual framework was reviewed in relation to the 50 projects and initially given a related score 0-3, 0 being non-existent, and 1-3 corresponding to 'low', 'medium' and high' respectively. However, the scores were abandoned on the basis that providing this quantitative measure led to over-simplification and essentialism. The review process therefore relied on Qualitative Comparative Analysis rather than numerical comparisons.

A major element in the selection criteria relied on the quantity of relevant information recorded for each project – for instance, some projects which showed promising titles had to be de-selected given the limited amount of data recorded within the SISTER database. A concerted effort was also made to ensure the representativeness of global regions, as well as a balance of research versus project implementation-type projects. This therefore required a 'stratified sampling' approach in which a quota system ensured an appropriate balance of enquiries and subsequent lessons. The second stage then drew upon the conceptual framework to unpack the relevant dimensions of these projects in order to determine the specific elements of promising practice.

Fifthly, templates of 'Promising Practices' were developed in consultation with UNESCO that aimed at developing a primary evidence base from practitioners in regional and field offices. These templates were informed by the conceptual framework, and aimed at documenting the so-called 'grey-evidence' usually limited to informal communities of practice. These activities requested participating field offices to select and write-up

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1   More information can be found at the online UN HRBA Portal: < http://hrbaportal.org/
the-human-rights-based-approach-to-development-cooperation-towards-a-common-understanding-among-un-agencies>

several promising practices recently undertaken in their country programmes, and to participate in follow-up key informant interviews to triangulate findings and provide clarifications. A total amount of eleven 'Templates of Good Practices' were filled by Field Offices and 10 interviews were conducted with UNESCO staff involved in the implementation of those projects.

Finally, a synthesis of 'promising practice' outcomes is developed on the basis of using core OECD-DAC evaluation principles - including programme relevance, effectiveness, efficiency and impact. This section seeks to unpack and capture any common or novel dimensions in the promising practices that can be further explored, scaled-up within context, or scaled-out to other contexts. The OECD-DAC principles were selected on the basis that they include globally standardised reference points for conducting monitoring and evaluation exercises in project management activities. They bear no direct conceptual relation to the human rights, KPP or other frameworks, but nonetheless provide a facility to further discussions on 'value for money' which are not core criteria in the HRBA or KPP frameworks.

> The research embraced a strong participatory component in which core framework and research questions were co-designed with UNESCO teams across multiple institutional levels.

The five steps described above (see also figure 1, below) were consecutively reviewed in consultation with UNESCO Headquarters and field-level staff to ensure appropriate messaging and relevance of content. In this sense, the research embraced a strong participatory component in which core framework and research questions were co-designed with UNESCO teams across multiple institutional levels. Ultimately, given the nature of the literature review and resource pool of UNESCO staff consulted, this paper provides indicative (rather than comprehensive or systematic) findings regarding promising practices, but nevertheless enables some core lessons to be synthesised and communicated. The method also facilitates the identification of strengths and gaps in the evidence base that are confirmed and, to some extent, filled-in by UNESCO participants during the primary fieldwork.

FIGURE 1

Summary of methodological approaches

Phase 1	Phase 2	Phase 3	Phase 4	Phase 5	Conclusions
Indicative literature review of promising practices regarding social inclusion	Review of existing conceptual frameworks and approaches (HRBA, UNESCO MOST, KPP)	Development and confirmation of the conceptual framework with UNESCO	Review of UNESCO project documentation conducted (multi-level, stratified)	Review of templates of 'promising practices' and key informant interviews (HRBA, KPP)	Consolidation of findings (DAC principles), development of conclusions and advice

2.2 Phase 1: Outline of evidence – indicative literature review of promising practices

During phase 1 (see figure 1) a brief analysis of best and promising practices on the topic of social inclusion interventions was conducted. This component takes into account the challenges and limitations of social inclusion interventions, but recognises that a further and more systematic assessment would need to be conducted to further verify the promising practices identified.

The methodological approach focused on compiling high profile examples from the academic and practitioner literature, and to identify the key determinants that fostered social inclusion of minorities and/or disadvantaged groups and individuals. The review was guided by three broad categories. Firstly, the degree to which case studies demonstrated improved access of disadvantaged groups to local and national participatory governance processes; secondly, whether these gains were secured and improved through social and economic integration; and thirdly, whether secure legal and social protection was a component in the examples or papers. These three areas refer broadly to the core domains outlined in Figure 2 in which social exclusion functions are divided between politics, economics and social participation/protection.

In terms of the first area, but with a specific focus on the *under-representation of minority groups*, Agarwal et al. (2012) highlight the success of policies establishing quota-systems for representatives of disadvantaged groups in various institutions. These case studies give an in-depth review of the Brazilian and Colombian experience whereby quotas were introduced for the representation of indigenous and black ethnic communities: firstly in the case of Colombian parliament, and secondly in the case of Universities in Brazil. These necessary changes in legislation frameworks lead, as shown in the case of Colombia, to an increase of the presence of indigenous representatives in parliament, resulting in a rise of legislative bills being introduced benefiting the social needs of this community. In Brazil, a rise in the total numbers of graduates from indigenous and afro-Brazilian communities was considered a successful policy based on the assumption that this would have social and economic trickle-down effects on the population. However, in another example highlighted by Protsyk (2010), the failures of a similar approach in Romania were noted. Here the government promoted Hungarian minorities in the parliament, but failed to disaggregate further, overlooking the disadvantaged Roma community.

To further increase the representation of minorities, Agarwal et al. (2012) also recognised the potential benefits of introducing national public holidays for different religious and ethnic communities to increase representation in the public sphere while simultaneously preventing political and social discrimination. More bottom-up approaches are highlighted by Devas et al (2003) and Tembo (2013), through the introduction of social accountability mechanisms, the development of participatory budgeting and co-management mechanisms of public services. However, a case study from Peru shows that such mechanisms require significant investment over time and that limitations and challenges were found in the case of indigenous representation in rural areas.

Beyond the area of governance, but moving toward interventions on social norms, Trujillo and Paluck (2012) highlight a more practical method of improving the state-minority relationship. The authors show how study participants from Latino origins in Texas were randomly assigned to participate in a communications outreach exercise related to soap opera messaging. The exercise sought to determine the impact of exposure to compare participants who had seen pro-census scenes and those who had not. Compared with control viewers, census viewers expressed more positive attitudes toward the U.S. government and more behavioural support for the census and for emerging anti-immigration legislation. This example is nevertheless interesting as it shows the importance of media in potentially adjusting social norms at critical political junctures - such as during the passing of legislature.

The second area of promising practice reviewed focused policies commonly aimed at improving the general *social and economic state of disadvantaged groups in society*, highlighting the actions taken to protect their rights and to secure their inclusion. A key focus in this dimension centred on the lack of access to, and control of, land resources and rights – including housing (see Acosta 2010). While Roldán et al. (2004) presented major causes of land-based exclusion persistent in the Latin American countries (Ecuador, Colombia, Brazil

being a few of several highlighted examples); the author argued that a lack of addressing causes surrounding land-grabbing and protection of land rights can hinder integration or even fuel segregation and conflict. A report by Agarwal et al. (2012) presents this as one of the major concerns in policy, and suggests territorial recognition of land titles to formerly excluded groups as a way of assuring inclusion by access, cultural rights and productive resources - ultimately securing their autonomous subsistence of social and economic liveli-hood in society. Reports by the Food and Agricultural Organization (2002) also commonly present access to land as a crucial driver of social inclusion and that failing to develop universal and comprehensive land rights reform remains a structural constraint on development progress.

Other authors tend to focus on geographic variables as core drivers of social exclusion. For instance, Palme et al. (2009) highlight the positive experiences with regard to social inclusion policies in urban Stockholm. The case study shows that while urban municipalities continue to feed into broader national social integration strategies, they also can retain significant financial leeway to deal with arising problems and to identify how to adjust investment toward disadvantaged constituencies. For instance, through drawing upon on a composite index for social capital development, the identification of bridging-capital to productive enterprises and the mapping of socially excluded groups - all social inclusion policies are based on useful technical evidence based tools. Nevertheless, UNDESA (2007) points out that the mapping of socially excluded people might "brand mark" such groups, and prefer to emphasise other positive outcomes of the Swedish approach, in particular their institutional screening regarding gender in corporate governance codes. Mahadevia (2001) and Acosta (2010) also provide a 'spatial' argument for understanding social inclusion processes by drawing on examples for social protection programmes in rural India.

Yet another large body of case studies prefer to focus on access to services as the critical dimension affecting social inclusion. For instance, Acosta et al. (2010) present examples of operational improvements in public services as an approach to inclusive development. The research highlights examples in China and India, where efforts among public and private actors were made to empower migrants and include those populations in service delivery processes. The benefits of these measures were surprising, and led to excluded communities not only becoming entitled to services, but also being actively integrated into their delivery.

More specifically, MacLachlan et al. (2012) highlight the importance of socially sensitive health strategies for improving the status of disadvantaged communities and to promote equality. Assessing the effectiveness of four Sub-Saharan African countries by using the comprehensive 'equiframe' approach[2], they find that although limited resources affect service provision as a whole, Namibia was successful in incorporating context-sensitive approaches for the particular needs of ethnic minorities. In another example, China aimed at addressing disadvantaged populations on low incomes via the improvement of health services as a central part of a national development plan with significant improvement in increasing the access share of formerly excluded demographics. Although it remains a challenge for the Chinese government to develop differenti-ated approaches for all ethnically, culturally and socially excluded communities, efforts in the health sector in the Chinese development plan can be seen as a success (Peters et al., 2008).

In addition to health services, education is also seen as a crucial – if not a longer term and sometimes socially challenging – project to promote social inclusion. In the case of Jordan for instance, a large-scale government education program managed to visibly increase girls' enrolment in educational institutions and female literacy rates (World Bank, 2013). However, the Global Campaign for Education (2012) notes the long-term effects of discriminatory social norms in perpetuating girls' limited access to key services, which in turn contributes to their longer-term disempowerment. Indeed, as a broader observation, the literature examining social inclusion and links with gendered service access tends to simplify deprivations or barriers that maintain social exclusion to one dimension. Mohanty (2012) for instance, provides a study on multiple deprivations causing low maternal care outcomes in India, suggesting that confining women's experience of social exclusion to one, or even a few, dimensions can ultimately be unproductive in terms of generating tailored and integrated policy solutions.

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2   See section 2.4 for more discussion of the Equiframe approach

Finally, in terms of *Secure Legal and Social Protection*, there is a body of literature that focuses on the fact that many minorities have a long track-record as victims of human rights abuses, in which their protection from all sorts of physical violence and discriminatory practices must enjoy a high priority to rebuild confidence in state institutions and overcome distrust on both sides. This includes both measures to grant social and cultural autonomy while at the same time improving the legal protective status of the community.

As mentioned, to address situations of cultural isolation among disadvantaged communities, the official recognition of minority languages was highlighted as a best practice by Agarwal et al. (2012), who present the example of Ecuador, where after decades of oppression the recognition of indigenous languages led to significant cultural empowerment of the community, along with a raising national awareness for their place in society. This step was part of a broader, integrated national plan that came with an additional set of mechanisms, all of which indicated a new era of social inclusion for Ecuador's minorities and disadvantaged groups. By contrast, Piller (2012) recognises the significant potential of banning prohibitive action against language as a part of cultural identity, but raises concern with regard to the institutionalisation of 'new' languages based on resource constraints and the ambiguity of language and dialect.

While always a critical factor, the issue of justice and associated reform becomes more critical in post-conflict contexts. For instance, there have been visible improvements in women's standing in the informal justice system in Bangladesh (World Bank 2013) where a number of NGO's collaborated to improve the representation of women in the *shalishs* - Bangladesh's informal court system. The purpose was to improve jurisprudence for this disadvantaged group through their increased involvement in tribunals. The strategy was fruitful, as a significant change in jurisprudence was observed, especially in mediation cases dealing with dowries or domestic violence. Golub et al. (2003) also concentrates on the successes but adds that, once NGO work ends due to budget constraints or other external developments, the fragile improvements might be reversed.

Finally, other bodies of work focus on protection issues as a standalone area in which excluded communities can be empowered through violence prevention or response measures. To end the abusive practice of foot-binding against women in China for instance, Hong (1997) finds that it was a top-down, elite-driven approach that ultimately led to a criminalisation of the practice. What was a common practice became a total taboo through knowledge-building through the dissemination of newspapers and reports raising support for the social movement to ban the practice. By contrast, as the World Bank (2013) notes, the struggle against Female Genital Mutilation (FGM) is less successful. Although Senegal can be counted as a success story for the significantly decreasing number of cases reported, the practice is still common in many countries of East- and West-Sub-Saharan Africa.

Ultimately, an examination of the case studies of practices to address social inclusion issues demonstrates the critical importance of not only the political context, but also the level and type of interventions (for example national vs local, social norms-based vs economic strengthening). While success factors cannot be fully determined without more detailed evidence, the individuality of each approach discussed strongly suggests no dominant approach for promoting social inclusion. Indeed, the findings from the three different lenses (local and national participatory governance processes; social and economic integration; and secure legal and social protection) suggest a myriad of entry points and trajectories for improving social inclusion that require more abstract tools for appropriate assessment. In other words, a detailed mapping of the capacity of public services, social dynamics, and the variable roles and functions of stakeholders is preferable. In addition, the timing and communication of interventions discussed is seen to play critical part in responding appropriately to opportunities as and when they are observed. These lessons can be taken forward into an understanding of the concept of social inclusion, as well as the development of a more abstracted conceptual framework for assessing UNESCO's activities regarding social inclusion.

2.3 Phase 2: Existing conceptual frameworks and approaches

2.3.1 Definitions and meanings of social inclusion and exclusion

As the indicative literature review demonstrates, the case studies often combine concepts of social inclusion and exclusion as sides of the same coin, while providing preferred analytical 'lenses' such as sectoral, spatial or governance dimensions. However, social inclusion and exclusion are not the inverse of each other, as both processes are interrelated and can occur simultaneously (Silver, 2007). Social exclusion can describe a condition or an outcome in which excluded individuals or groups are unable to participate fully in their society because of their social identity (on the basis of their gender, age, ethnicity, caste, religion or other manifestation of cultural identity) or social location (for example people who live in remote areas, or regions that are stigmatised or suffering from war and conflicts) (Beall and Piron, 2005). However, social exclusion can also relate to a multidimensional and dynamic process whereby social relations and organisational barriers can block the attainment of livelihoods, human development and equal citizenship thus undermining the full enjoyment of human rights (Ibid). As such, it can create and/or sustain poverty and inequality while restricting social participation and access to organisations and institutional sites of power. In contrast, social inclusion is concerned with the promotion of the full participation of individuals and groups that are currently, or at risk of being disadvantaged, in all aspects of community life.

Beall and Piron (2005: 10) define social exclusion as a process and a state that derives from exclusionary relationships based on power and one that prevents individuals or groups from asserting their rights and their full participation in:

- economic life (e.g. exclusion from labour markets, employment and enterprise opportunities or livelihood strategies)

- social life (e.g. access to infrastructure and services, social security and protection, public safety and social cohesion), and

- political affairs (e.g. restricted access to organisation, decision-making and the rights and responsibilities of citizenship)
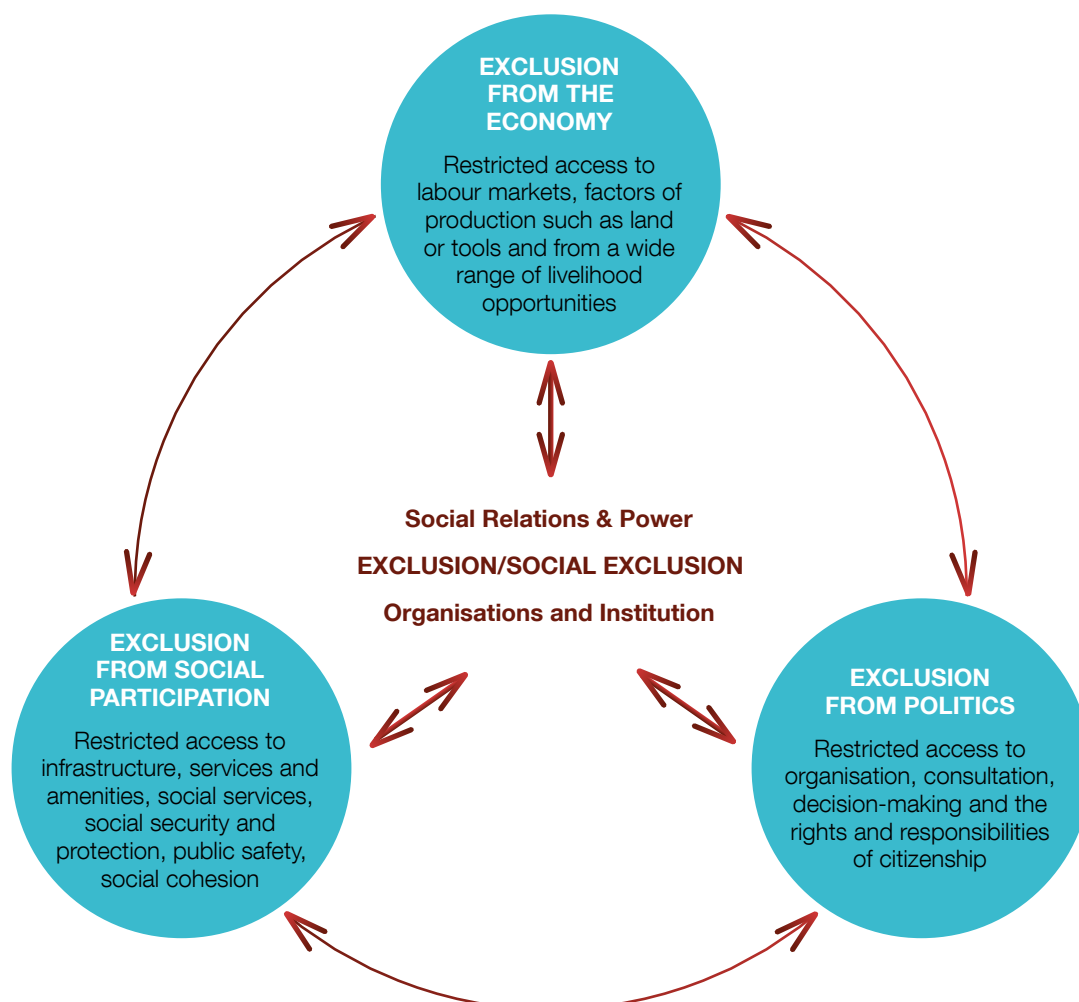
It is therefore the interconnections between exclusion from the economy, from politics and from social participation that influence unequal power relations and general exclusion from organisations, institutions and social life (see Figure 2). An additional vector of social exclusion omitted in Beall and Piron's framework however, is people's access to perform cultural traditions which enables them to participate in social life is all its dimension.

For Jermyn (2001), approaches to measure social exclusion have focused on people rather than geographic areas. Omtzigt (2009:4) argues that definitions of social exclusion 'are caught between trying to provide an exhaustive list of everything the socially excluded is excluded from and listing the processes underlying the poverty and social exclusion'. Hence, approaches differ in terms of components or indicators of social exclusion (see Mathieson et al., 2008 for a comprehensive review of the measurement of social exclusion linked to health inequalities). Levitas et al. (2007) for instance, developed the 'Bristol Social Exclusion Matrix', consisting of ten domains across the life course and pertaining to people's resources, participation and quality of life. In this framework, other factors such as gender, ethnicity, social class, housing tenure, household composition, religious affiliation and critical life events (death in the family, divorce, separation or pregnancy) are identified as risk that may trigger social exclusion, and for which data is required.

By contrast, the Centre for Analysis of Social Exclusion based at the London School of Economics and Political Science (Burchardt & Vizard, 2007) conceptualises social exclusion as a human rights issue. Based on a definition of equality that adopts a capability approach, their framework draws a list of ten domains that include: life; physical security; health; education; standard of living; productive and valued activities; individual, family and social life; participation, influence and voice; identity, expression and self-respect; and legal security. With this approach, the emphasis is placed on the exploration of causes of inequality through the analysis of the interaction between context, resources and personal characteristics.

FIGURE 2

**Social exclusion and how it relates to different spheres of development activity
(Beall and Piron, 2005:10)**

EXCLUSION FROM THE ECONOMY

Restricted access to labour markets, factors of production such as land or tools and from a wide range of livelihood opportunities

Social Relations & Power

EXCLUSION/SOCIAL EXCLUSION

Organisations and Institution

EXCLUSION FROM SOCIAL PARTICIPATION

Restricted access to infrastructure, services and amenities, social services, social security and protection, public safety, social cohesion

EXCLUSION FROM POLITICS

Restricted access to organisation, consultation, decision-making and the rights and responsibilities of citizenship

Ultimately, as Jermyn (2001) notes, social exclusion is considered as an elusive concept difficult to measure, although the concept has been helpful in enriching social policy discourse. A way forward may be to focus on explanation and prevention of social exclusion (Glass, 2000).

Hence, while acknowledging the diversity of conceptualisations of social inclusion and exclusion, we refer to the working definition provided by the Expert Group meeting of the United Nations Department of Economic and Social Affairs (UNDESA, 2007: 20)[3] whereby social inclusion means 'the process by which efforts are made to ensure equal opportunities – that everyone, regardless of their background, can achieve their full potential in life. Such efforts include policies and actions that promote equal access to (public) services as well as activities to enable citizen's participation in the decision-making processes that affect their lives'.

Ultimately then, the development of a useful analytical framework that can be practically applied to UNESCO's activities must recognise issues of politics, power and social participation as critical factors (Figure 3). However, the emerging framework should also recognise that human rights principles are foundational in

[3] The Division for Social Policy and Development (DSPD) of the United Nations Department of Economic and Social Affairs (UNDESA), in collaboration with the United Nations Educational, Scientific, and Cultural Organization (UNESCO) and United Nations Human Settlements Programme (UN-HABITAT), organized an Expert Group Meeting on "Creating an Inclusive Society: Practical Strategies to Promote Social Integration" at the UNESCO Headquarters in Paris, France from 10 to 13 September, 2007.

facilitating service access and the fulfilment of duty-bearer obligations, as well as a core component in UNESCO programming. Human rights principles should therefore also be used in developing an assessment framework for social inclusion in parallel with dimensions that cater for political power and social participation. The following two sections therefore explore how Human Rights Based Approaches (HRBA) can be combined with the Knowledge, Policy and Power approach to fulfil this need.

2.3.2   UNESCO's participatory approach to policymaking for social inclusion and linkages with human rights principles

UNESCO aims to integrate a human rights-based approach (HRBA) into all its programmes, policies and technical assistance. This commitment first enshrined in its 2003 Strategy on Human Rights (UNESCO, 2003) is reiterated in the Organisation's Medium-Term Strategy for 2014-2021 (Document 37 C/4) where HRBA is acknowledged as a guiding objective cutting across all its fields of competence. With respect to building inclusive societies, UNESCO is '…assisting Member States in the design of inclusive and equitable policies and regulatory frameworks promoting an equal enjoyment of human rights' (UNESCO, 2012:1). With this approach, the realisation of human rights becomes the overarching goal of all development work of UNESCO. Human rights *standards* are supposed to define benchmarks for desirable outcomes of UNESCO's programmes while human rights principles represent the conditions and guidance for each stage of UNESCO's programming process in all fields. Additionally, the HRBA aims to strengthen the capacities of individual and groups (rights-holders) to make their claims and of states and, where appropriate, non-state actors (duty-bearers) to meet their obligations (UN, 2003).

The HRBA approach as defined by the UN includes six human rights principles which provide the theoretical framework for analysing the way UNESCO projects have contributed to human rights goals in relation to social inclusion.

1. Universality and inalienability
2. Indivisibility
3. Interdependence and interrelatedness
4. Equality and non-discrimination
5. Participation and inclusion
6. Accountability and rule of law

For purposes of clarity, the analysis considers the first principle of Universality and Inalienability as an overarching principle that underpins all UNESCO work and is therefore implicit in the proposed analytical framework. This Review will also address the second and the third principles combined together (Indivisibility with Interdependence and Interrelatedness) in order to simplify the framework:

Indivisibility, Interdependence and Interrelatedness

The principle of indivisibility considers that there is no hierarchy among civil, cultural, economic, political and social rights and that they are all necessary for achieving and maintaining the dignity of every human being. In addition to this, the realisation of one right often depends on acknowledging and realising other rights which highlights the principle of interdependence and interrelatedness. Following these principles can help contribute to a long term human rights goal in projects and programmes (UN, 2003).

Equality and non-discrimination

Discrimination is defined as any distinction, exclusion or restriction which has the purpose or the effect of impairing or nullifying the recognition, enjoyment or exercise, on an equal basis with others, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field (Article 1, CEDAW, 1997).The principle of non-discrimination prohibits the less favourable or detrimental treatment of one individual or group based on their identities such as colour, sex, language, religion, political or other opinion, national, ethnic or social origin, property, disability, birth or other status. As a legally binding principle, states must act without discrimination in all spheres and at all times and must ensure that individuals and groups do not suffer from discrimination and that they can enjoy full equality. Starl and Pinno (2010) explain in their review of challenges in the development of local equality indicators that the

recognition, the exercise and the enjoyment of human rights are both a precondition and a result of a successful anti-discrimination policy.

Participation and inclusion

Article 21(a) of the Universal Declaration of Human Rights states that all individuals have the right to take part in the government of his or her country, while the right to take part in public affairs is enshrined in the International Covenant on Civil and Political Rights (ICCPR- Article 25). This covers all aspects of public administration, as well as in the formulation and implementation of policy at international, national, regional and local levels. The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) further states that women have the right to participate in the formulation and implementation of government policy (article 7(b)) and in development planning at all levels (article 14(2)(a)). A prerequisite to effective participation is empowerment achieved inter alia through the freedom to seek, receive and impart information and ideas of all kinds, regardless of frontiers, either orally, in writing or in print, in the form of art, or through any other media of one's choice (article 19 (2), International Covenant on Civil and Political Rights).

Accountability and rule of law

This principle considers that duty-bearers are accountable for the observance of human rights for rights-holders. Whether it be through budget allocation, building capacity of social groups, or rule of law and court mechanisms, duty-bearers may be accountable in a variety of ways to foster social inclusion and the development of human rights. 'Accountability starts with monitoring the actions of the government and the progress it has made in reaching targets. This involves the collection of data on progress, as well as the examination of underlying institutional structures. Policies should plan to improve the oversight structures and accountability mechanisms through which individuals and groups can seek remedies' (de Albuquerque, 2014).

Overall, UNESCO's approach to social inclusion is guided by the commitment of the Organisation to apply a human rights-based approach and mainstream gender equality across all policies and programming phases (UNESCO, 2012). It furthers aims to drive social inclusion through:

- Supporting the creation of an enabling policy environment for inclusive social transformation. UNESCO's Management of Social Transformations (MOST) Programme for instance is dedicated to building bridges between social scientific knowledge, public policies and ensuing implementation, 'through leveraging the universal dimension of knowledge that is inextricably linked to the ethical values of the United Nations' (UNESCO, 2012: 3).

- Contributing to the operationalisation of socially inclusive policies, through for example developing the capacities of youth as drivers of innovative social transformations conducive to peace, democratic processes and sustainable development.

Attention to these human rights principles and approaches will help analyse the extent to which UNESCO's interventions have effectively promoted inclusion. These principles assist in analysing both *content* and process issues with emphasis on critical capacities enabling rights-holders to claim their rights and duty-bearers to meet their obligations. Regarding processes that enable the goal of social inclusion to be applied in practice and with the view to complementing the HRBA lens with tools on linking evidence to policy, the overall framework for this study will also draw on an additional process-focused approach provided by the Knowledge, Policy and Power framework (and to some extent the approaches used in UNESCO's MOST Programme) described in the following section.

2.3.3   ODI-RAPID KPP Framework and UNESCO's MOST Programme

The Research and Policy in Development (RAPID) programme in ODI developed a tool in 2012 that attempts to both simplify, but also address all of the key dimensions that affect policy processes, and the flow of research from the 'supply-side' to the 'demand-side'. This framework appreciates that defining, selecting and promoting knowledge in policy is a highly variable process, concerned as much with matters of power and politics as with rational debate and problem solving. The complex nature of engagements between actors means that the knowledge–policy interface will depend on the nature and timing of interventions by

the various actors, creating windows of opportunity or tipping points. However, this does not mean that any analysis of the interface is driven solely by 'political will'. Like the conceptual framework for UNESCO's MOST Programme, this understanding challenges traditional linear interpretations of the social-scientist/policy-maker relationship but emphasises the co-production of knowledge by policy, research and civil society and diverse social actors.

Drawing the above analyses together leads to the notion that there are four critical dimensions for analysis of linking evidence to policy (see Figure 3): political context; the values, beliefs and credibility of the actors involved in policy making; different types of knowledge; and the roles of knowledge intermediaries. Four broad corresponding questions can be identified which break the policy process down into manageable portions, while also making it possible to capture and discuss further dynamics:

- How does the prevailing political context condition the policy-making process, the behaviour of the different actors involved in it and the search for knowledge?

- Who is involved in policy making and knowledge generation and use? How do these actors interact and what role does knowledge play in this process?

- What types of knowledge do different actors rely on and why? From where do they source this knowledge?

- What innovative ways of working, which reflect an understanding of these dynamics, could be used to mediate the knowledge–policy interface?

FIGURE 3

Four dimensions linking knowledge, policy and power in change processes (Jones, Jones, Shaxson and Walker, 2012)

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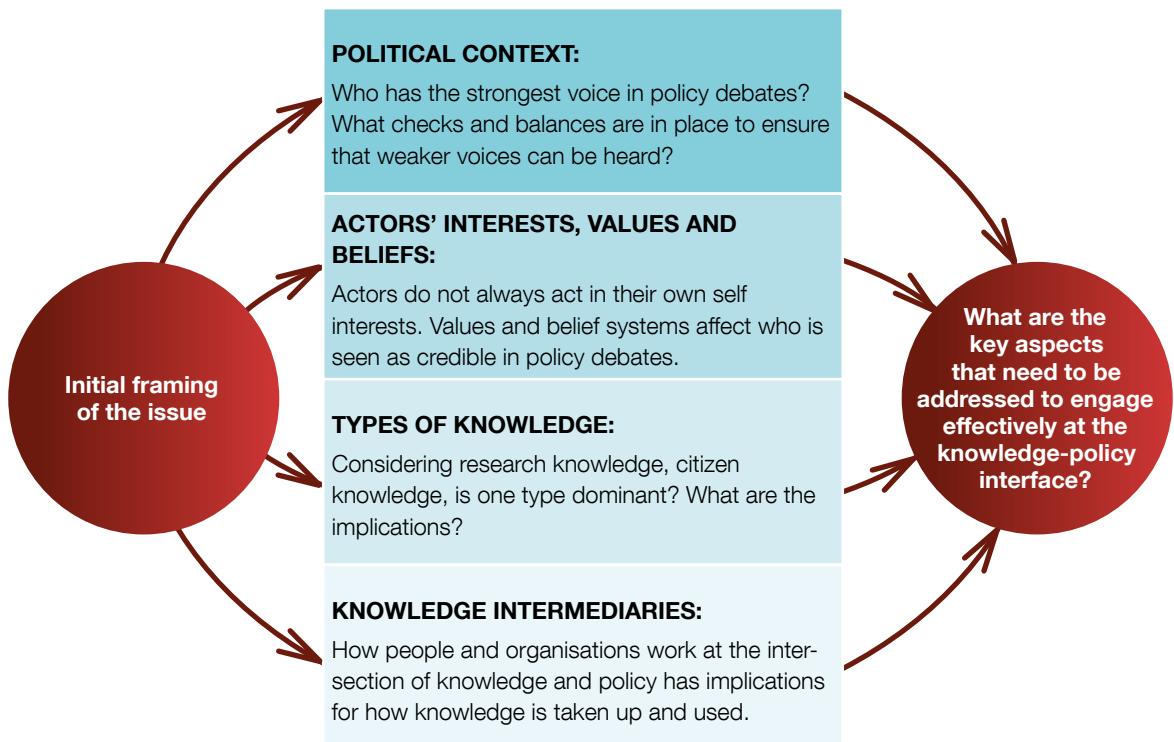
This four-fold approach promoted in the KPP framework echoes (but expands upon) many of the analytical elements presented in the UNESCO publication that aims to 'Map the Research-Policy Matrix' (UNESCO, 2011). This latter paper sought to unpack the social science research-policy linkage interface by looking at constitute components, and discussing these in the first International Forum on Science-Policy Nexus (IFSP). The core outputs of these discussions were synthesised into an 'analytical backbone' that focused on the importance of knowledge production and validation, use and usefulness, policy processes and the relationships of actors within these, and finally, the issues around the co-production of knowledge (ibid.).

The KPP framework is very reminiscent of these outputs from the IFSP as it also highlights actors, interests, values and beliefs, as well as co-production of knowledge. However, the KPP approach unpacks the terms 'policy processes' and adds political context and knowledge intermediaries as additional components, whilst also providing several practical tools for addressing evaluations of knowledge-policy linkages. Overall, the KPP approach can be seen as an additional evolutionary step onward from the IFSP framework, and is therefore strongly in keeping with the ongoing thinking and principles of UNESCO's MOST programme.

2.4   Phase 3: Integrated Conceptual framework

Based on previous conclusions regarding the need to assess both content and process dimensions in the SHS work on public policies related to social inclusion, the final integrated conceptual framework follows a double track approach. The assessment examines the *content* of public policies and projects but also processes relating to their implementation in terms of how effective they are in promoting social inclusion. This content is best structured by the HRBA framework as outlined above in Section 2.3.2 and shown in Table 1. In order to better unpack the processes that support (or constrain) the development of socially inclusive policies and projects, it is important to complement the HRBA framework with the structure of the KPP framework outlined in Section 2.3.3. This framework, as mentioned above, shared key conceptual underpinnings with UNESCO's MOST framework. This study therefore relies on a combination of frameworks to address these different parameters.

The conceptual framework developed on the basis of the MOST Programme and KPP framework challenges traditional linear interpretations of the social-scientist/policy-maker relationship and emphasises the co-production of knowledge by policy, research and civil society and diverse social actors.

In order to operationalise this framework, a table (see table 1) was used to evaluate the extent to which concepts of human rights were addressed in policy documents. The first section combines concepts pertaining to the human rights principles that guide all phases of the United Nations programming process. The second section relates to the KPP framework described in Section 2.3.3. and includes process-based concerns regarding the linkages between evidence to policy. This matrix also informed the development of the guide for interviews with UNESCO staff that is included in Appendix A, although questions were adapted based on UNESCO's feedback and in order to focus on specific areas.

TABLE 1

Concepts and Guiding Questions, based on HRBA and KPP

CONCEPTS	GUIDING QUESTIONS
HRBA (content & process focus)	
Indivisibility, Interdependence and Interrelatedness	Does the project take an integrated approach (connecting multiple facets of rights simultaneously) in addressing a specific and/or several exclusionary experience(s) that disadvantaged groups face? (comment = describe breadth versus depth)
	To what extent does the project look at a combination of target sites of social inclusion interventions? i.e. individual, household, community, state and market interventions
Equality and Non-discrimination	Does the project take action (individually tailored to specific circumstances), including temporary special measures, to support the enjoyment of human rights of disadvantaged groups on an equal footing? i.e. Does the project recognise disadvantaged groups as rights-holders and build their capacities to claim their rights?
	Does the project support the capacity-building of duty-bearers to meet their obligations towards disadvantaged groups?
Participation and inclusion	To what extent does the project support the right of disadvantaged groups to participate in the decisions/activities that affect their lives and enhance their empowerment? (informing or access to info, capacity-building, consulting, partnership, co-monitoring)
	Does the project support social inclusion policies and interventions that are sensitive to the beliefs, values, gender, interpersonal styles, attitudes, cultural, ethnic, or linguistic, aspects of the person?
Accountability and rule of law	To what extent does the project aim to specify to whom, and for what, duty-bearers are accountable to rights-holders? (degree of focus on rules and procedures provided by law) To what extent does the project aim to strengthen accountability mechanisms and empower in this respect duty-bearers and/or disadvantaged groups?
KPP (process focus)	
Types of knowledge	Does the project consider that participation of disadvantaged groups should also be accompanied by other types of evidence-development (academic, practitioner literature)?
	Does the project recognise the value of using different methods for promoting research uptake, such as working inside-track/outside track, with media, building connections with policy makers from the outset, etc.
Political Context	Does the project recognise the political barriers that might be in place to prevent the achievement of social inclusion goals? (degree of unpacking the political barriers in judiciary, legislature, executive bodies
	Does the project recognise the importance of informal as well as formal spaces of civil participation?
	Does the project recognise the importance of external forces in promoting or preventing social exclusion? (donor priorities, etc.)
Instrumental vs intrinsic	Does the project recognise the instrumental value-added of including vulnerable groups? i.e. Does the project recognise that disadvantaged groups can be economically productive contributors to society?
Actor context	Does the project recognise the importance of mapping and working with specific actor-networks for maximum impact? (targeting and mapping specific power-holders)
	Does the project recognise that certain issues (e.g. land rights) may be more contentious than non-distributive or targeted activities to minority or disadvantaged groups (e.g. vaccination programmes)?
Knowledge intermediaries	See 'participation and inclusion' under HRBA above

Figure 4 illustrates the combination of the two frameworks: blue representing the HRBA and red representing the KPP framework.

FIGURE 4
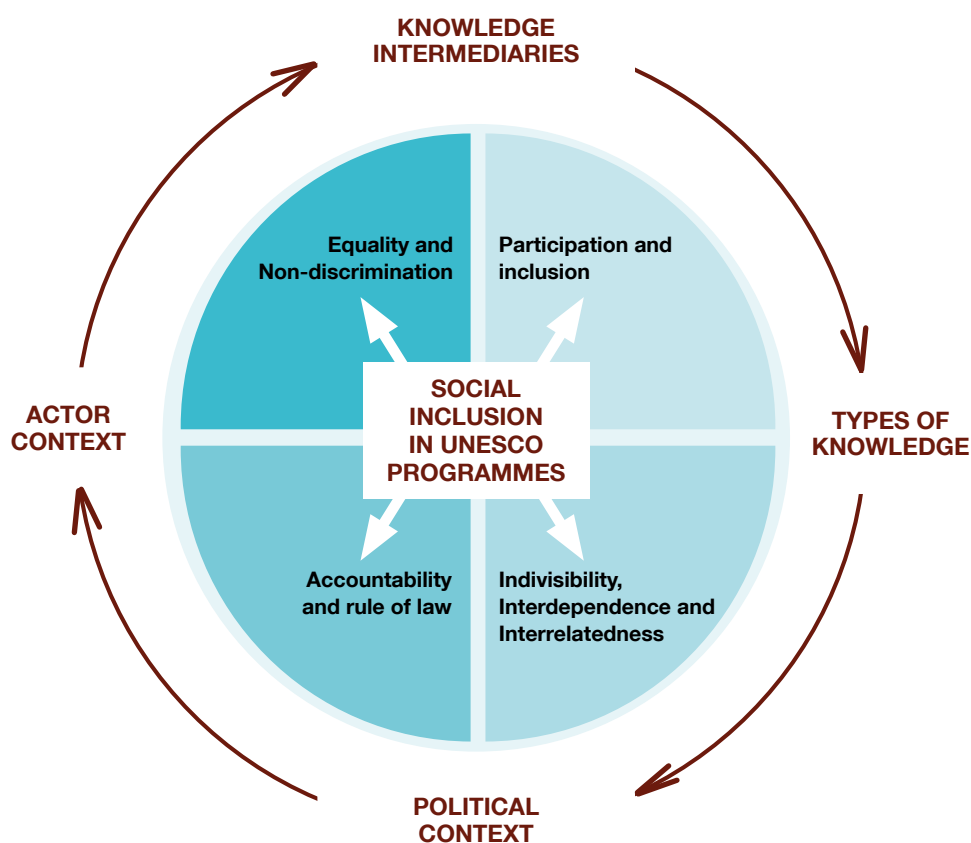
The findings section below follows the typology of this integrated conceptual framework. The first section summarises and analyses data collected for the HRBA-based categories, and the second examines findings from the KPP-related categories. These findings are later synthesised in order to draw a comprehensive assessment of UNESCO's promising practices for social inclusion.

The assessment examines the content of public policies and projects but also processes relating to their implementation in terms of how effective they are in promoting social inclusion.

3. Findings

As illustrated above, a conceptual framework is used to analyse the empirical material, which combines the two frameworks earlier discussed to better assess the contents and processes favouring or constraining linkages between evidence and policies and between policies and practices pertaining to social inclusion. In order to analyse the content and certain process-related aspects of projects in terms of social inclusion, the HBRA framework is used below (Section 3.1). In order to gain a deeper understanding of the processes, the KPP approach is followed, as shown in Section 3.2.

3.1   Phase 4: Human Rights-Based Approach

This section focuses on the content of selected UNESCO SHS projects as well as on identified promising practices in terms of how socially inclusive they are in accordance with human rights principles. The Review specifically looks at where UNESCO has had an impact on strengthening the capacities of rights-holders to make their claims and of duty-bearers to meet their obligations. Overall, UNESCO programme representatives demonstrated a high level of understanding and knowledge of HRBA and principles of social inclusion/exclusion. The majority of interviewees' discourses were advanced and articulate on this topic.

3.1.1   Indivisibility, Interdependence and Interrelatedness

Although UNESCO projects largely tend to focus on a particular sector and target specific groups, several projects stand-out as having multiple and inter-connecting goals which mutually reinforced each other - as per the principles of indivisibility, interdependence and interrelatedness. Key examples include the project 'Mainstreaming Human Rights Based Approach in National Development Planning in Indonesia' and the project 'Fostering of Youth Development through addressing issues of Human Rights, Vulnerability and Empowerment in the Pacific' (see Projects 13 and 19 in Appendix C for further information). The project that aimed to 'Enhance Research-Policy linkages in the field of Social Development and the management of Social Transformations' (Project 23) also recognises the socioeconomic roots that compound adverse impacts of climate change, particularly on the rural poor. Furthermore, the project empowering young people in response to HIV-related stigma and discrimination (Project 27), also acknowledges the multidimensional nature of the spread of HIV and thereby the varying responsibilities of the stakeholders involved. The project also appreciates preventative and response/treatment dimensions for most-at-risk groups and promotes synergies between formal and non-formal education as a core goal.

An example of promising practice regarding the indivisible nature of human rights can be found in the project that aimed to foster social development in Small Islands Developing States (Project 17) which presents an 8-point action plan highlighting the interconnectedness of gender equality, rural livelihoods, and youth empowerment. In addition, this project was one of the few to include the promotion of social science networks as a mechanism for facilitating lesson-sharing and interdisciplinary dialogue, in accordance with the goals in the MOST Programme.

A strong commitment toward holistic approaches that work towards social inclusion was further recognised and emphasised by key informants. In Burundi, a project aimed to build peace and cultural awareness among youth and support activities to raise cultural awareness of peace and social cohesion among young people while also promoting their entitlement to participate in policy decision-making (Project 40). However, respondents noted that the principles of indivisibility, interdependence and interrelatedness are difficult to translate into practice. Respondents commented that applying an integrated approach puts considerable demands on M&E resources given the need to cross-reference several parallel workstreams.

It was also recognised in discussions that the UNESCO programme on peace building should ideally be implemented in parallel to and in coordination with interventions that tackle the prevalence of unemployment

among youth. For instance, programme staff suggested that supporting young people's access to more employment opportunities would facilitate peace-building processes and reinforce social cohesion, but they appreciated that UNESCO does not necessarily have the financial capacities to intervene at this level. The low political priority on this issue is therefore seen to constrain UNESCO's efforts to foster youth development and other capabilities. However, collaboration with other UN agencies which focused on either youth empowerment or peace building was considered to be a promising step towards interrelated strategies. In Zambia (Project 31), for example, UNESCO was able to work with other partners to leverage broader action on youth inclusion into the development of a National Youth Policy Forum. In this case UNESCO recognised the risks involved in having inputs primarily from an 'urban elite' and sought to address this issue by engaging sub-national youth bodies outside of the primary urban centres. This led to an expectation amongst associated stakeholders regarding 'best practice' and a redefinition of national representation, and enabled UNESCO to foster broad changes in consultation procedures with limited resources.

3.1.2   Equality and Non-discrimination

The principle of equality in rights is an integral part of UNESCO's mission as enshrined in Article I of its Constitution. In practice, most of the SISTER documents under revision were focused on youth empowerment, some on adolescents, and a few on the promotion of the human rights of women and gender equality. For instance, the organisation of the Regional 2012 Forum on "Gender Equality as a Millennium Value" in Moscow (Project 21), called for the need to empower women in all sectors, from developing girls' schooling and education, to facilitate women's access to microcredit schemes, as well as their representation in community committees. Another project aimed at fostering youth development in the Pacific (Project 19) takes an active approach towards gender mainstreaming through addressing issues of human rights, vulnerability and empowerment while the 'YouthActionNet' project in Senegal (Project 1) focuses on women's economic empowerment as a tool to promote gender equality, highlighting the difference in approaches towards promoting women's active participation. However, less than half of SISTER documents refer to fostering the human rights of women and tackling inequalities.

A distinction also has to be made between projects that specifically aim to tackle gender-based inequalities and those that address other areas of work while nevertheless mainstreaming gender equality in parallel. For instance, the 2012 Regional Forum in Moscow (Project 21) was entirely focused on contributing to gender equality as reaching a millennium development goal. In contrast, the project in Burundi focusing on peace building among youth (Project 40) is promising in that while it does not address gender equality directly, it still allocates resources to the training of young peace makers which includes a module on gender equality as a key component.

Other than the example of Burundi (Project 40), it appears overall that principles of equality and non-discrimination are best addressed and promoted when they constitute an explicit and stand-alone goal within the intervention (as opposed to being considered as cross-cutting issues). For example, the Coalition of African Cities against Racism, Discrimination and Xenophobia[4] highlights the good practice of UNESCO's tangible efforts to foster social inclusion and equal access to employment opportunities in all services delivered by the city with a non-discrimination principle. Similarly, the project focusing on 'Women's political participation in the Caucasus' (Project 32) showed considerable impacts in increasing the political and socioeconomic participation of women and the promotion of gender equality in the CIS states that fully corresponds with women's social inclusion, anti-discrimination and poverty reduction - whilst simultaneously addressing issues of intercultural dialogue.

When equality and non-discrimination are not stand-alone goals, the lack of attention to these principles in the documentation and promising practices might be explained by the format of an M&E system which does not necessarily encourage practitioners to adequately report against such objectives. Interviewees

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4   The International Coalition of Cities against Racism (ICCAR), launched by UNESCO in 2004, is a network of more than 500 cities with a common commitment to develop and enhance policies related to the fight against racism, discrimination and xenophobia. In order to take into account the specificities and priorities of each region of the world, regional coalitions were created in Africa, Arab Region, Asia and the Pacific, Europe, Latin America and the Caribbean, and North America. Each regional coalition has its own « Ten-Point Plan of Action » covering the various areas of competence of city authorities such as education, housing, employment and cultural activities. http://www.unesco.org/new/en/social-and-human-sciences/themes/fight-against-discrimination/coalition-of-cities/

also suggested that decisions to target disadvantaged and excluded groups were often made on a reactive and opportunistic basis - i.e. windows of opportunity, or emergent spaces for policy discussion. Rather than drawing on a comprehensive and continuously evolving mapping of sector-specific actors, political economy dimensions, and evidence gaps (as per the KPP approach outlined). Policy activities are often already pre-disposed to emergent debates and tactical negotiations co-ordinated largely by other actors, rather than through strong steerage from UNESCO. This was recognised by UNESCO programme staff as the modus operandi of resource-constrained actors who have core operating principles based on 'soft diplomacy' rather than more aggressive activist tactics.

3.1.3 Participation and Inclusion

Projects have given strong attention to ensure the participation and inclusion of all segments of society, particularly disadvantaged groups targeted by the project (youth, ethnic minorities, people with disabilities, etc.), although they are often constrained by limited toolkits, guidance and M&E systems on participatory processes. However, this analysis is based on a fragmented evidence base given that a level of granular detail is missing in the SISTER documents, most likely due to reporting fatigue and a lack of institutional incentives to maintain databases. For instance, the majority of SISTER documents do not refer to any mechanism or methodology to mainstream gender equality or any other approaches to facilitate the active participation of targeted social groups or those socially disadvantaged. Similarly, information reported in the templates of good practices include, for the most part, minor and perfunctory statements regarding efforts to ensure the consultation and participation of all segments of society.

Conversations with programme staff highlighted that a key element supporting the promotion of participation in the implementation of inclusive policies is the collection of data disaggregated by gender and age. Interviews revealed that some good practices exist - such as the Morocco project on the 'Integration of Young People with Disabilities in Public Policies' (Project 33) - which include elements for systematically assessing both the quality and quantity of participatory activities. However, the analysis of SISTER documents did not find an explicit attempt to collect gender-disaggregated data (see Section 3.2.1 for further discussion).

Another shortcoming relates to the monitoring and evaluation of levels of participation. Although the majority of, if not all, key informants highlighted that their activities guaranteed the participation of rights-holders almost none of the projects highlighted as good practices were independently evaluated to assess the level and process of fostering participation and inclusion. The Zambia case study (Project 31) which sought to develop a national multi-stakeholder youth platform for instance, noted that the lack of M&E data was a major hindrance for assessing the quality and quantity cross-national youth participation in this process. There is also a distinction between a consultative and a participatory process which was not always clear in interviewees' discourses. Neither the SISTER documents nor the templates of good practices reported strategies to overcome barriers to participation. For instance, the regulations for conducting consultations with targeted social groups were often based on tools developed or used by individual programme staff, rather than UNESCO-wide toolkits and examples of best practice.

3.1.4   Accountability and Rule of Law

In comparison to the other HRBA dimensions used to assess the projects within SISTER, the issue of accountability and rule of law features strongly and consistently, and suggests that this is an area of strength in the projects reviewed. Many of the programmes thematically aim at improving the interactions between the state and citizens, although only a few explicitly mention technical details such as state capacity to respond, or specific accountability or transparency mechanisms. In Indonesia, the project that aims to 'Mainstream HRBA in National Development Planning' (Project 13) and promotes accountability through the improvement of service delivery and citizen oversight has a strong and well-defined monitoring component. In the municipality of Porto Alegre, Brazil, the implementation of 'Local Solidarity Governance' indirectly strengthens accountability through improving municipal public services (Project 7), supporting social capital and building trust in local institutions. Similarly Project 10 promotes citizenship through participative social policies, shorter channels to government officials and strengthening the links between the parliament and civil society and Project 16 aims at fostering institutional accountability through capacity building for youth and citizen dialogue with institutions and the exchange of ideas.

As will be discussed below, the issue of accountability and rule of law falls closely under the remit of 'good governance' approaches - and has often proved to be a challenging ground for practitioners to negotiate due to the political and contested nature of activities. One example where concrete steps have been taken on this front is within the project working on the deportation experience in Tonga and Samoa (Project 34) (as well as its second phase - working with deported individuals in the Pacific). This project sought to integrate Samoa Law and Justice Sector Strategies to deal directly with police on practical procedures regarding the processing of deportations, and to clarify lines of responsibilities and mutual accountability between immigration and police authorities.

By contrast, successes in the Tonga context were far fewer because the issue of deportation became highly politicised. This process of politicisation served to alienate UNESCO given its imperative to represent its aims impartially and neutrally. This example demonstrates how certain issues - such as deportation - carry more challenges and risks in the realm of governance and rule of law, and suggests a delicate line between success and failure when working on such issues. Overall, UNESCO occupies the role of a neutral convenor, collaborating, networking and advocating with governments and civil society organisations. In this respect, programme staff declared a deficit in a particular set of guidelines to help their interventions in addressing potentially controversial issues.

Finally, in order to guarantee compliance with human rights and social inclusion, projects must allow for independent monitoring mechanisms to assess the actions of duty-bearers and the progress they have made in reaching targets. The inadequacy of monitoring and evaluation systems, as mentioned in the previous section, limits the ability of UNESCO to keep track of how well their programmes are performing in fostering social inclusion. Interviewees often highlighted the limited number of external evaluations conducted to measure the impact (direct and unintended) of projects. Several SISTER project documents however, showed pockets of promising practice. For instance, the project that focuses on 'Building Capacity in Society-based Organisations' has a convincing M&E component, which is applied to all parts of the project. For other projects, such as the Project To Empower People and Build Capacity In Society-Based Organisations, the M&E component is only applied for certain parts of the project, considered as essential.

Integrating young persons with disabilities in policy-making in Morocco — **BOX 2**

In 2011, UNESCO initiated a project to support the development of a government policy on Disability. The Morocco country programme coordinated and facilitated a national assessment of the situation of people living with disabilities which relied on sex-disaggregated data to highlight the extreme marginalisation that affects young people with disabilities, particularly women. To further ensure the participation of rights holders, the Rabat office worked at two levels. At the institutional level, UNESCO set up a steering committee to address the topic of inclusion of young people with disabilities in public policies and ensured the involvement of representatives of key ministries and governmental agencies. At the operational level, UNESCO organised participatory workshops in different regions and cities involving people living with disabilities, representatives of civil society organisations supporting people with disabilities and promoting action against social exclusion and discrimination. From this project in Morocco, a key contribution of UNESCO to foster participation and inclusion is linked with the effort to encourage a dialogue between the government and civil society organisations. The latter were not represented by clear and strong leadership to engage with authorities. UNESCO successfully facilitated the mobilisation of representatives for these organisations and coordinated the consultations between governmental and non-governmental stakeholders.

The issue of accountability and rule of law features strongly and consistently in the projects reviewed.

3.2 Phase 4: Knowledge, policy and power dynamics

While policy processes and outcomes in UNESCO are often critically dependent on the dynamics concerning HRBA as outlined above, it is also important to appreciate broader factors that contribute to effective linkages between evidence and policy. As presented in the methodology, these broader factors can be overwhelming in their complexity, but the KPP framework (Jones et. al. 2012) provides several entry points through which to begin to untangle policy dynamics and review promising practices in UNESCO. In particular, four entry points guide the following analysis: understanding how 'types of knowledge' affect policy debates; appreciating the role that 'political context' and more far-reaching policy reform agendas can have on UNESCO's activities; understanding the stakeholders – or 'actor context' – with respect to their credibility and individual incentives to promote or prevent change, and finally; how evidence flows between supply and demand structures via 'intermediaries'. Each of these areas will be assessed firstly with respect to the project documents reviewed (see Appendix C), and secondly with respect to the promising practices and associated key informant interviews.
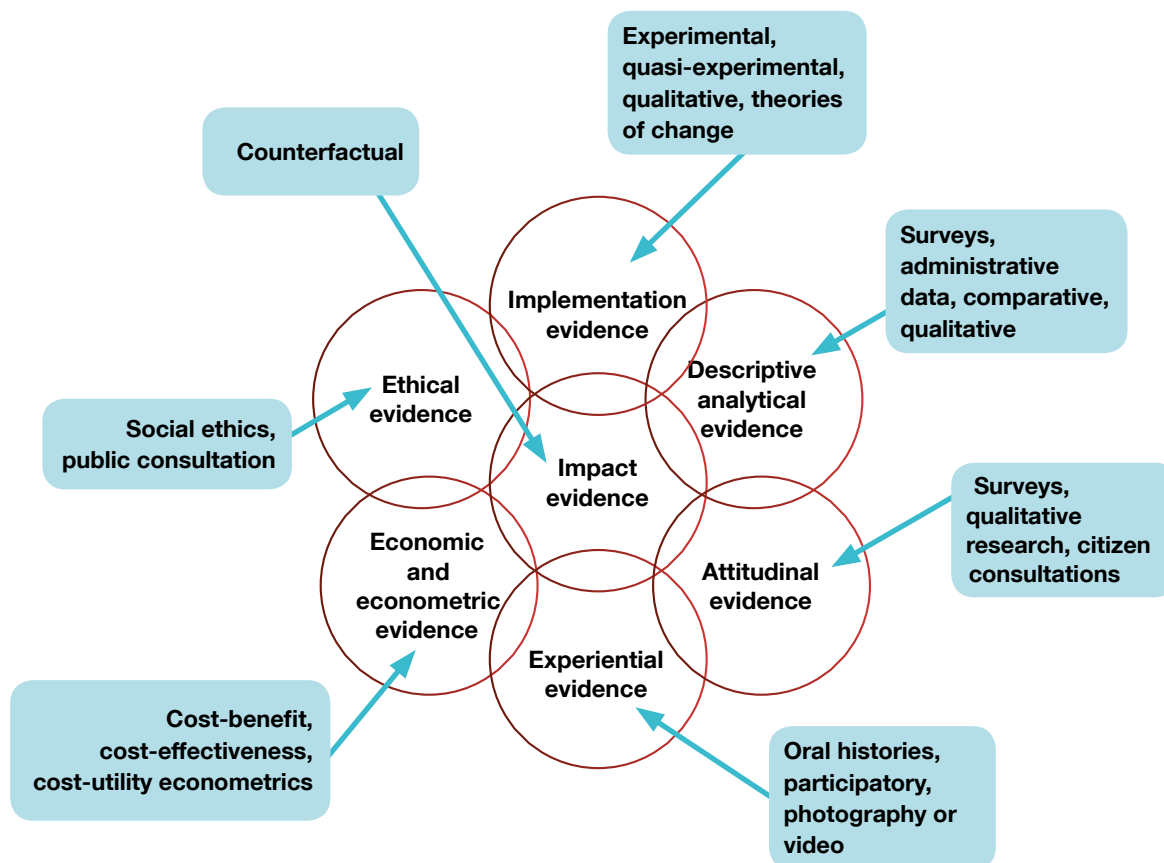
3.2.1 Types of knowledge

First of all, the UNESCO Medium-Term Strategy for 2008-2013 differentiates 'information' from 'knowledge' in Programme Objective 12 - 'Enhancing universal access to information and knowledge' (UNESCO, 2008). As outlined by Perkin and Court (2005: 2), knowledge can be defined as 'information that has been evaluated and organised so that it can be used purposefully', but there are historically different points of view about the content of knowledge, how knowledge is connected to truth, and where it is held. Similarly, UNESCO's focus within aforementioned Programme Objective 12 is to enhance the capacities of knowledge users to access, analyse and determine the relevance, as well as the quality, of information beneficial to their needs. This is considered to be an advanced approach to ensuring that linkages between research and policy are based on strong participatory methods and ethics. Similarly, the interest in Programme Objective 13 - 'Fostering pluralistic, free and independent media and infostructures' - is considered to be an advanced component that focuses upon free and open access to information in multiple forms of media, with an emphasis on promoting a plurality of sources with high standards of quality. This attention to detail on types of knowledge, albeit at the headquarter level, suggests a vanguard understanding of factors that influence effective knowledge-policy linkages.

In terms of UNESCO interventions on the ground, the first criteria examined under 'types of knowledge' was proactive targeting of a pluralistic evidence-base in policy discussions – i.e. combining participatory inputs from disadvantaged groups with academic and practitioner 'best practice' literature (see Figure 5, below). The figure outlines the vast variety of forms of evidence that can be developed in order to influence policy. The diagram therefore illustrates that 'types of knowledge' are numerous and suggests that each type of knowledge has implications for how and why different sources are selected, including cost or availability concerns, capacity concerns, or 'translation' concerns for non-technical audiences.

In the project documentation there was a strong tacit appreciation that multiple types of evidence are required in order to inform policy. For instance, the project that provides assistance for policy development in the field of youth in the Arab region uses quantitative and qualitative evidence from other organisations and conducts analyses of the institutional and policy framework on youth civic engagement (Project 4). In a small number of instances an advanced understanding of the importance of combining different types of knowledge is shown: for example, the project that 'Supports Member States in responding to Social Transformations by building and strengthening National Research Systems and promoting Social Science Knowledge Networks and Research Capacities', looks at supporting municipalities and vulnerable communities to monitor plans on tackling discrimination and seeks to identify new fields of action, assess the process of the mechanisms in place and support them with evidence (Project 26). A small number of other projects seek to provide an academic foundation to policy-influencing by publishing in scientific journals as well as different languages such as the project on strengthening national bioethics infrastructures (Project 11).

FIGURE 5

**Guidelines on the different types of evidence which influence policy dialogue
(Adapted from Davies, 2005)**

A second set of criteria examined the coverage of explicit language in the project documents regarding research uptake - i.e. where, how and why different types of knowledge might be used by different actors during the influencing process. The project documents revealed negligible information in this regard – possibly because the SISTER project portal is designed for project summaries and not for corresponding implementation plans.

Finally, the third set of criteria examined the degree to which data on disadvantaged groups that was sought or used in the projects was adequately disaggregated by age, gender, ethnicity and other social axes. Section 3.1.3 already highlighted that the review of the project documentation showed negligible recognition of this. Nevertheless, as outlined above, the lack of disaggregated data by gender, age or any other social factors was most likely a result of lack of incentive for project managers to insert this level of detail on methodological processes into the SISTER framework.

Indeed, the review of promising practice and interviews with key informants showed a greater awareness of the complementarity of different types of evidence. Overall, while awareness was higher, there was a tendency to simplify types of knowledge into either quantitative, qualitative or mixed method categories, and overlook participatory evidence (citizen dialogue) as a form of evidence in itself. Decisions on which type of evidence to prioritise were often made at the outset of the project – either through conducting pilot research to define project parameters, as shown in the project on 'Women's Political Participation in the Caucasus' (Project 32) or on the basis of pre-established data – as conducted in the project on 'People with Disabilities (PwD)' (Project 39) in Asia and the Pacific. The 'Open School Programme' in Brazil (Project 35), by contrast, undertook several smaller and context-specific cost-benefit evaluations of social inclusion projects, each of which were customised toward impact on specific audiences (e.g. youth) or scales (e.g. community). This decentralised

form of evaluation was able to be more demand-led and applicable to inform different stakeholders on lessons that were relevant to their issues. Other projects focused on the scientific credibility of the evidence base for social inclusion itself. For example, the project on 'Women's Political Participation in the Caucasus' (Project 32) demonstrated a departure from its original strategy halfway into the project in order to engage leading actors in NGOs and academia so that evidence-based arguments were brought into strategic reforms.

A cross-cutting constraint declared by key informants from the promising practice projects was the adaptation of top-line UNESCO policies and methodologies for their national-level work. For instance, several informants highlighted challenges in terms of seeking and translating outputs relevant for the directives issued at different governance levels. This challenge is also represented in UNESCO's 'Relevance of functions at the Global, Regional and National levels' table in the 2014-2021 Medium-Term Strategy. The table demonstrates how the five functions of UNESCO have differing prominence depending on the scale of intervention. However, despite this framing, country programme staff are currently seeking and promoting their own approaches for understanding which types of evidence should take priority in different project activities, rather than taking part in formal or shared training exercises on best practice directed by UNESCO headquarters or regional advisors.

3.2.2   Political context

The category examining the degree of awareness of political context in the project documents and promising practices drew on four broad criteria, namely the political superstructure (separation of authorities), the importance of informal as well as formal politics, the importance of scale and 'sites' of intervention (local-global, community-level, individual behaviour etc.) the explicit role of non-state actors in framing and contributing to debates, and finally, the tactical recognition and balance of 'instrumental' vs 'intrinsic' rights-based approaches.

Overall, around one fifth of the projects reviewed contained specific and moderate to relatively advanced levels of political analysis in their project design narratives. For the most part, the criteria in the KPP framework proved to be too refined and nuanced in relation to the levels of political analysis encountered. For instance, while no projects explicitly unpacked the dynamics between executive, parliamentary and judicial bodies in terms of processing policy change, several projects did recognise issues such as politics of decentralisation and local funding issues. This was the case for the project supporting 'Member States in responding to Social Transformations by building and strengthening National Research Systems and promoting Social Science Knowledge Networks and Research Capacities' (Project 26), as well as the project promoting ethics and culture of peace values for the labour market in SESI's School System (Project 8). The youth project in Tunisia also recognised and built upon the role of civil society in promoting political consensus (Project 30).

Several multi-country projects illustrated political analysis related to the enabling environment. Promising examples include the implementation of the 'UNESCO Strategy on African Youth' in Zambia, Burundi, Sierra Leone, Cote d'Ivoire and Ghana (Project 3), as well as the project supporting policy development with the participation of youth in Asia Pacific which established regional support networks in India, Kyrgyzstan and Indonesia (Project 18). Ultimately, these assessments do not refer to a systematic approach or political economy framework, but are built on selective criteria that are ultimately dependent on the inclination and interests of project designers.

Finally, the balance of 'instrumental' compared to 'intrinsic' tactical rights-based approaches in the SISTER documents is not clearly discernible. This component questions whether project strategies explicitly acknowledge that using or promoting rights-based language in programme design and delivery may at best have neutral effects, or at worst be counter-productive to the interests of the project and the sustainability of stakeholder activities. The research found negligible explicit evidence of how this common campaigning dilemma was addressed in the project materials. These arguments were nevertheless implicit in a small handful of documents – primarily those noting the 'value-added' of participatory processes and inclusion (for example Project 33), and the role of women in the economy as well as citizens in society more broadly (for example Project 14).

In terms of the review of the promising practices, the data demonstrates a much clearer and astute recognition of the political dynamics that affect project outcomes. The study 'Underground Sociabilities: Identity, Culture and Resistance in Rio de Janeiro's favelas', conducted by the London School of Economics (LSE) for instance (Project 36), mapped out routes of socialisation in favela contexts, unpacking the institutional and behavioural determinants of life choices in these communities. The work of local Brazilian grassroots organisations AfroReggae and CUFA was studied, showing how communities exposed to poverty and segregation can resist social exclusion and generate positive practices of social regeneration. The research also amassed new evidence about what makes bottom up initiatives effective, and how these can make a contribution to re-drawing urban frontiers and establishing new conversations between the state, community action and the private sector. The United Kingdom government and UNESCO, considering this project as a good example of bridging community practice with academic research, all with a view to improving innovative and inclusive policy development, sought to develop further a platform for dialogue between multiple stakeholders in the UK, Brazil and other countries in the world, including in the African continent, based on the research findings.

> **Adapting methodologies to adapt to the political context** — **BOX 3**
>
> The UNESCO Beirut office, which focused on activities promoting the inclusion of youth in governance processes through the establishment of a national youth forum – had to modify standard methodology practices such as the manual on Youth Policies. The latter provided guidelines to support interventions such as the creation of an inter-ministerial committee, assuming that country programmes operate in a functioning state. When the project was implemented in Lebanon however, there was a political vacuum (between 2006 and 2008) which meant that UNESCO could not work in collaboration with the government and functioning ministries. The SHS programme revisited the methodology and decided to restart at the community level first (rather than at the government level). This flexible approach was used to create awareness regarding the involvement of youth in governance, and then develop the Youth Forum relying on a strong network of civil society organisations before initiating a dialogue between the National Youth Platform and the government. Subsequent to this, the programme has adjusted its priorities in response to the Syrian crisis.

There are also signs that 'theories of change' are being informally used to guide programming – although projects are often designed without a systematic understanding of theories of change and political context. Simply, a theory of change model seeks to explain the processes by which a programme intends to have an impact by explicitly outlining the supposed causal linkages within the intervention and mapping them into an outcome pathway through which the programme can be holistically understood. For instance, the 'Multistakeholder Review of the National Youth Policy in Zambia' (Project 31) was originally established at the behest of the Zambia government, and UNESCO took advantage of this policy window to integrate youth policy initiatives across Ministry of Youth and Ministry of Sport. The 'theory of change' for this project – as with many promising practice projects – was developed in retrospect of the identification of the project opportunity. Often these 'theories of change' are quickly adapted to take advantage of context – but require resilient networks to be sustainable and/or in-country programme with advanced technical capacity to adapt strategies and methodologies to the political context (see box 3).

Key informants also demonstrated an instinctive appreciation for nuancing policy processes and initiatives to take advantage of both the intrinsic rights elements of an agenda or goal, as well as the instrumental value of promoting both an economic 'added-value' or cost-benefit argument. However, the degree to which this balance was clearly maintained or documented in strategy documents varied, suggesting that decisions around which process to use (intrinsic vs instrumental) was defined in a non-systematic and *ad hoc* manner.

Overall, the promising practices all demonstrated a highly nuanced understanding of the political context in each project environment. However, methods and tools to assess this environment were fragmented and respondents declared challenges in having sufficient programmatic space to conduct a thorough political analysis in order to frame project activities – both at the outset and during project implementation. Around one fifth of the SISTER-based projects reviewed contained moderate to relatively advanced levels of political analysis in their project design narratives. 'Instrumental' compared to 'intrinsic' tactical rights-based approaches in the SISTER documents is not clearly discernible, but there are also signs that 'theories of change' are being informally used to guide programming

3.2.3 Actor context

The 'actor context' category seeks to understand to what extent mapping and working with specific actor-networks is a core strategy of UNESCO SHS projects and promising practices. Therefore, the review questions relate to whether and how power-holders were assessed and targeted in the projects, and whether certain politically sensitive issues (e.g. land rights and other redistributive approaches) may have adjusted ways of working with different actors.

In the SISTER project documentation, the references to partners and target audiences is often generic and focused on broad categories. For example, the project 'Supporting Indonesia's Strategies to address the social implications of climate change' (Project 14) is symptomatic of many SHS projects in that it declares that it 'will adopt a participatory approach by engaging stakeholders in the design and implementation'. This statement, in itself, reveals very little in terms of the definition of 'participation' and provides no guidance on which actors have been selected for engagement, on what basis, and following which strategy. Other projects reveal similar statements: Project 24 for example, notes 'Broad cooperation in awareness-raising campaigns with partners and networks involved to raise impact' and Project 20 mentions 'Training in cooperation with partner agencies'.

There are exceptions to this rule of 'generic' reference to different stakeholders. The project that aims to 'Support Member States to strengthen the relevance and impact of Social Sciences in National Policy Development' (Project 25), is establishing a joint partnership in Tanzania which consists of specific UN-agencies, the World Bank and the OECD. The project reference sheets note how all of these organisations provide strategic advantage in relation to other stakeholders in terms of achieving project impact. Similarly, the project 'Empowering People And Building Capacity In Society-Based Organisations' (Project 6), targets a number of NGOs with local expertise and provides a detailed paragraph dedicated to outlining the comparative advantage of each NGO and how this, together with UNESCO as a facilitator, could contribute to social development and inclusive practices in the region.

Notably, even where details on stakeholder involvement was available, there is limited vanguard or innovative thinking regarding the inclusion of unexpected actors – such as ICT, private sector, public-private partnerships, etc. One exception includes the national youth policy process which involved a consultation process of the drafting of the action plan for the national youth card involved a number of private companies (Project 31).

Overall, the lack of data in the SISTER documents prevents any further or reliable insights on the manner on which stakeholders are engaged in SHS initiatives. For instance, negligible data was found on the subject of adjusting project activities in relation to different types of bilateral donors, government ministries, national or international NGOs or community-based organisations. This level of strategic detail will naturally exist within UNESCO country programme management documentation and teams (formally or informally), but the degree to which it is currently reflected in SISTER documents is minimal.

The findings from the promising practices showed more systematic engagement of stakeholders. While key informants recognised there was no universal approach in addressing stakeholder mapping, it was common practice to undertake preliminary desk reviews in order to identify core partners and target audiences. One leading example, the multi-stakeholder review of national youth policy in Zambia (Project 31), firstly established guiding principles for the preliminary review process and methodology (which was designed and applied with a view to being inclusive and non-discriminatory of different youth and stakeholder groups). The project also conducted separate policy analysis with a view to assessing the inclusiveness of pre-existing policy provisions and to ensuring the inclusiveness of the final policy reforms.

While such processes may have been promoted at national level, respondents also noted that partner directives often took precedence at regional level - a level at which UNESCO's comparative advantage was considered more limited. The case of the 'UNESCO Coalition of Cities against Racism and Discrimination in Asia and the Pacific' programme for example (Project 38), shows that while the project was engaging Mayors, Governors and Policy makers in Asia and the Pacific, the agenda for action was often set by host countries, and that formal lines of accountability to inform or question this agenda were weak and blurred. Nevertheless, the lesson for UNESCO is the 'soft power' element of participating in a global self-funded network of over five hundred members, which in turn develops additional opportunities for engagement at

FIGURE 6

Knowledge intermediary 'functions' (Jones, Jones, Shaxson and Walker, 2012)

Ladders of participation			Functions of knowledge intermediaries: Michaels (2009)	Conceptual framing of social learning: Collins and Ison (2009)
Arstein (1969)	Pretty (1994)	Kanji and Greenwood (2001)		
Aspects of social learning that are not explicitly addressed by the ladders of participation. See Collins and Ison (2009)				
		Collective action		
Citizen control	Self-mobilisation			
Delegated power	Interactive participation	Co-learning		
Partnership	Functional participation	Cooperation		
Placation	Participation for material incentives			
Consultation	Participation by consultation	Consultation		
Informing	Participation in information giving			
Therapy	Passive participation	Compliance		
Manipulation				

Functions of knowledge intermediaries (Michaels 2009), nested from outer to inner: Build adaptive capacity, Collaborate, Engage, Matchmake, Link, Inform.

Conceptual framing of social learning (Collins and Ison 2009), nested from outer to inner: Social learning, Participation, Consultation, Information provision.

national levels. This example also demonstrates a pattern of working that was fairly consistent across the promising practices – that of providing 'value-added' and leveraging change through partners, particularly other UN agencies. This was a key strategy in the project to ratify the Convention of Persons with Disability in 2011 through working with major stakeholders – including the ILO, WHO and UNFPA.

3.2.4 Knowledge intermediaries

The Knowledge Intermediary component examines how SHS projects focus on the interchange of knowledge between actors, i.e. whether there is any strategic selection or whether the project is seeking to simply inform stakeholders on subject matter, to conduct 'match-making' exercises to link specific actors to achieve impact, to fully engage on subject matter, to shift the debate, to convene spaces for dialogue

to achieve change, or to step-back from the front-line and to build adaptive capacity of different actors to achieve desired aims (see figure 6 for the list of 'intermediary functions' reviewed). This component therefore is focused not only on the strategies used to implement project goals, but also the communications outputs selected to inform target audiences and enhance research uptake. For instance, as Figure 6 demonstrates, there has been an evolution in thinking about participation and linking evidence from disadvantaged sources to policy in a way that amplifies the core messages appropriately. However, the diagram also shows that there are a variety of ways in which to promote such linkages - from simple 'one-way' processes such as informing, through to matchmaking with other disconnected audiences, and upwards to more comprehensive engagement and mutual capacity building.

With respect to understanding and improving the interface between evidence supply and demand, the UNESCO 2008-2013 Medium-Term Strategy makes a specific provision through a focus in Strategic Programme Objective 7 - 'Enhancing research-policy linkages on social transformations' - within Overarching Goal 3 entitled 'Addressing emerging social and ethical challenges'. This Strategic Programme Objective includes sub-objectives aiming to consolidate the spaces of dialogue and exchange between researchers and policy-makers, in particular at the sub-regional and national levels, but also a more tangible focus on developing social research tools in order to improve the capacity of national research institutions. However, there are a range of additional objectives that implicitly cover many important dimensions of the knowledge-policy interface, such as Strategic Programme Objective 3 - 'Leveraging scientific knowledge for the benefit of the environment and the management of natural resources' - and Strategic Programme Objective 4 - 'Fostering policies and capacity-building in science, technology and innovation'.

By comparison, the language concerning research-policy linkages (and associated terms) in the UNESCO 2014-2021 Medium-Term Strategy seems to be less mainstreamed throughout the document, and there is a sense in which working at the interface between knowledge and policy has become more compartmentalised and technical. For instance, language concerning knowledge management is only prominent in Strategic Objective 6 - 'Supporting inclusive social development, fostering intercultural dialogue for the rapprochement of cultures and promoting ethical principles' - connected to ICTs in Strategic Objective 9 - 'Promoting freedom of expression, media development and universal access to information and knowledge' and present in the result-oriented monitoring and reporting discussions. Strategic Objective 4 - 'Strengthening science, technology and innovation systems and policies – nationally, regionally and globally' - also includes language on bridging the science-policy interface. While this language is commendable, it arguably represents a subtle departure from the 2008-2013 Medium-Term Strategy in that discussions on knowledge management and linking evidence to policy are less nuanced in terms of separating the supply and demand side of the policy process.

This does not imply that the 2014-2021 Medium-Term Strategy is de-prioritising progressive approaches to linking knowledge to policy however. The Division for Social Transformations and Intercultural Dialogue is responsible for the 'Management of Social Transformations' (MOST) Programme, and provides concrete avenues to maintain a forum for action on evidence-based and action-oriented public policies for social inclusion. For instance, the MOST Programme includes aims to draw on UN human rights monitoring mechanisms, including the Universal Periodic Review (UPR) to ensure that national policy and regulatory frameworks are ably monitored with respect to social inclusion approaches.

With respect to the project documentation, reflections on the 'knowledge intermediary' elements of projects are sporadic and dependent on project manager's input into SISTER (as noted in the other assessment areas). Overall, the level of detail on the types of actor engagement and the intermediary 'function' (see figure 6) of the project is self-evident for approximately half of the selected projects. For instance, for some projects it was clear that the core role was supportive and focused on capacity-building (for example Project 9). Several other projects provided this level of detail – outlining how capacity-building initiatives would be combined with behavioural change initiatives (for example Project 12), or how the project's main function was to provide convening spaces in forums and places of democratic debates (Project 11). For the majority of projects however, this level of detail on the overall function of the project was difficult to discern. Peripheral aims such as engagement of young men, promotion of inclusion in the international agenda and integrating women's and migrants' needs for instance, lacked substantiation and justification in relation to overall project aims.

The project documentation is however clearer on outlining communications outputs. In Brazil, the project on violence prevention and the building of citizenship with a focus on children, adolescents and youth in vulnerable conditions (Project 5) produced a guide for applying socio-educational measures to support municipalities on their implementation of good practices. As part of the project that looked at 'Empowering Young People in response to HIV-related stigma and discrimination' (Project 27), information booklets on Belarusian youth-led good practices in HIV-prevention were disseminated as well as a guide for context-sensitive translation to other cases. Another project promoted inclusive urban policies in India (Project 15) through the development of a joint UNESCO/UN-HABITAT toolkit which comprised a brochure for local authorities and a manual for city professionals. This level of detail on communication outputs was relatively clear across projects in SISTER and suggests a fairly comprehensive awareness amongst country programmes on the importance of such outputs. This focus on outputs appeared to be at the expense of longer-term outcomes and impacts however, with very limited corresponding detail on use-aspects or material uptake and implications of the communications outputs. This might be directly linked with the lack of independent and comprehensive M&E processes that SISTER demands as this is also connected to resources constraints.

In the review of promising practices, the issue of assessing strategies and lessons regarding the 'knowledge intermediary functions' proved to be one of the more challenging areas to extract useful findings. This may be largely due to the jargonistic and niche nature of the enquiry as it focuses on different actor functions such as informing, convening, developing capacity etc. - whereas development actors rarely think explicitly about their comparative advantage in connecting research to policy using such jargon. Given the range of strategies employable, and the limited resources that show promising practice concerning these strategies, development actors have historically struggled to apply them to interventions (Jones et. al. 2012). The promising practices in UNESCO are no exception in that it was difficult to get field office staff to reflect on the different functions they demonstrated in bridging research and policy dialogues.

One notable exception however was the project focusing on 'Underground Sociabilities: Identity, Culture and Resistance in Rio de Janeiro's favelas' (Project 36) which was accompanied by a knowledge exchange component titled 'Communicating Bottom-up Social Development Project: A Dialogue Between Multiple Stakeholders in the UK and Brazil'. These projects drew upon a 'laboratory of ideas' approach that was designed to promote partnerships and improve uptake of lessons and research. The project showed that when UNESCO drew on a bottom-up and multi-stakeholder approach to identify lessons based on 'what worked', then partners retain their engagement in programme activities and provide added-value.

A brief report on this practice and its usefulness for communicative validation was published by the LSE Impact of the Social Sciences Blog. The project also showed promising practice in terms of gender sensitivity: during data collection for the project, demographics were computed for each participant, aiming at constructing a corpus including as diverse strata as possible. During the analysis phase, the roles of mothers and grandmothers as anchors of the family and, second, of young and black male favela dwellers as the key targets of social exclusion and discrimination, were identified and further underscored in the final publication. This type of communications outreach to the LSE (which itself can be seen a thought-leader on knowledge dissemination and linking evidence to policy) proved to be a notable example of promising practice.

33

> The Underground Sociabilities project showed that a bottom-up and multi-stakeholder approach to identifying lessons based on 'what worked' guarantees the engagement of partners in programme activities and provides added-value.

4. Synthesis - promising practice
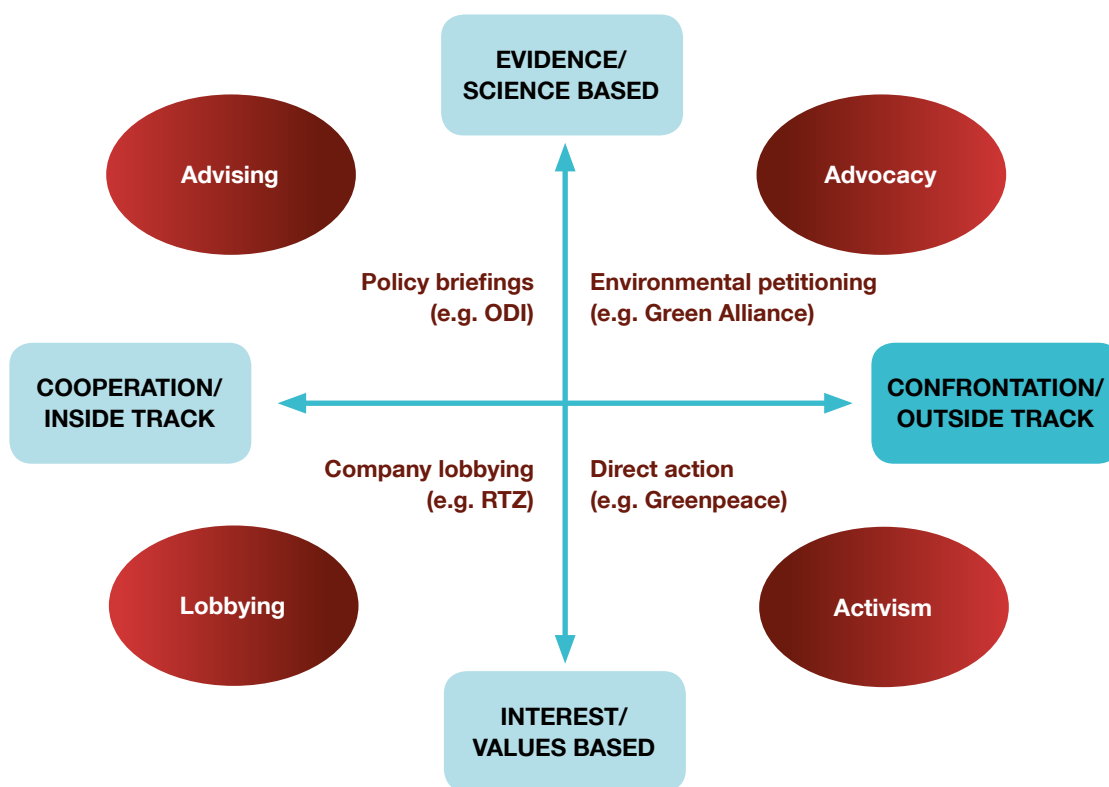
4.1 Phase 5: Programme performance

In order to assess appropriate dimensions of programme performance in relation to the promising prac-tices, the Development Assistance Committee (DAC) criteria are called upon[5]. The DAC criteria outline four main areas through which to assess programme performance: relevance (suitability of project to national plans and target audiences), effectiveness (a measure of achieving core aims and objectives), efficiency (the processes used to shift from inputs to outputs - both monetary and non-monetary) and impact (the positive and negative changes attributable to the intervention that are both intended and unintended). These criteria are programmatic and evaluation based and are not core criteria in either the HRBA or KPP approach, and thereby provide additional analytical value to this Review of UNESCO's SHS work.

4.1.1   Relevance

The alignment of the promising practices with government interests and other stakeholders' objectives is, for the most part, declared by programme staff as high. The majority of the projects are reliant on an 'inside track' approach from the outset - rather than focusing on a longer-term approach of developing an evidence-base and advocating toward government actors on a more combative basis. In other words, the majority of success stories appear to be in the 'advising' and 'lobbying' categories described in Figure 7 below.

FIGURE 7

A typology of policy influencing approaches (Start and Hovland, 2004)

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5   http://www.oecd.org/development/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm

For example, the programme on 'Underground Sociabilities: Identity, Culture and Resistance in Rio de Janeiro's favelas' (Project 36) was able to negotiate a convening space at the beginning of the project in which multiple stakeholders from Brazil and the UK Foreign Office, as well as prominent academic institutions (LSE), were able to discuss project aims and objectives. Similarly, the national government of Zambia sought to review their national youth policy and requested UNESCO's technical support directly (Project 31). This activity aligned with the country's UN Development Assistance Framework for 2011-2015. This was again evident in the case of the project on 'People with Disabilities (PwD)' (Project 39) wherein Indonesia recognised that in a post-ratification setting of the Convention of the Rights of Persons with Disability (2011) that it lacked the capacity, knowledge and network connectivity to ensure appropriate implementation procedures were followed.

There are a small number of interventions that started activities in the confrontation/ outside-track and slowly shifted programme focus and energy toward the inside track. The 'Open-Schools Programme' (Project 35) in Brazil began in 2004 on a small-scale to implement a pilot in 3 states of Brazil, and later scaled-up to reach 10 states. As the programme began to be implemented, a revision was signed indicating a new expansion of the programme to the remaining 17 states of Brazil, thereby reaching national coverage in all 27 states. This national scale-up was enabled through the establishment of the bill of law in the House of Representatives, as well as other Bills on public policy and themes of 'Culture and Peace'. However, the initial framing of the initiative actually began in the year 2000 when the UNESCO Brasilia Office launched the 'Making Room: Education and Culture for Peace Program', as a creative way to transform the values of a culture of peace into concrete actions, by opening public spaces that remained closed to the communities during the weekends, offering youths and their communities cultural, sports and leisure activities.

Similarly, the project focus on the deportation experience in Tonga and Samoa (Project 34) had much more initial political engagement and traction with the Tonga government than the Samoa administration. Ironically, the alignment and coordination with the Samoa government proved to be stronger over the long-term as political upheaval and resistance to civil society activities in Tonga had the effect of de-railing activities for support services for deportees.

Ultimately, the selection of promising practices had a strong tendency to operate in 'invited spaces' of governance in which stakeholder engagement was more supportive and where significant momentum on social inclusion policy agenda was more observable. A minority of projects were nevertheless able to achieve strong alignment with government policy by undertaking longer-term interventions based on piloting and experimentation. Given that these promising practices were identified by UNESCO programme staff, there is also the possibility of selection bias where only the most high-level 'successes' were chosen for review. This is common practice in monitoring and evaluation, but it generates two shortcomings. On the one hand, this strategy might overlook other promising practices that were not expected to produce successful outcomes. On the other hand, the subjective selection of promising practices tends to de-prioritise negative lessons, as well as learning opportunities that take into account the relative operating and enabling environments in which interventions are situated.

4.1.2   Effectiveness

The effectiveness component examines the acknowledgement of the participation and consultation with rights-holders and key actors, partnership building, the measurability of programme activities, and gender-sensitivity.

As outlined above in the sections on 'Participation and Inclusion' and 'Actor Context', the participation and consultation with rights-holders is often declared as comprehensive, but non-systematic. However, preliminary desk reviews often informed the selection of key actors and target audiences. Resource constraints - time, monetary and skills - often prevented working with the most disadvantaged and isolated groups in citizen consultation exercises. The project working on deportation in Tonga and Samoa (Project 34) for instance, could only include inputs from participants that came forward on a voluntary basis. Furthermore, engagement of rights-holders in project consultations - while often cited - was usually conducted at the outset of projects with limited follow-up or longer-term engagement throughout the policy cycle.

In terms of measurability, the majority of projects cited a 'results-based management' (RBM) approach. This was apparent in the degree of flexibility cited in achieving SHS project objectives - but there was insufficient data to provide an indication on challenges or successes around M&E issues concerning social inclusion dialogue approaches. Several respondents did however specify that activities rapidly 'snowballed' or changed direction suddenly and that M&E structures did not always have the flexibility to adapt to such changes. In the context of the project on peace building among the youth in Burundi (Project 40), examples of young people, trained by UNESCO, who organised workshops on social cohesion at their community level and applied for funding, were the best indicators of the effectiveness of the programme despite the absence of an independent M&E component. Finally, gender-sensitivity in the promising practices was often framed in terms of parity in participation - such as equal representation in working groups and consultation exercises. While there is a strong tacit awareness and acknowledgement that gender dynamics in the projects play a critical role in promoting or preventing positive programme impacts, the documentation of gender-sensitive approaches remain focused on immediate practical issues (such as equal representation), rather than the pursuit of deeper behavioural and social norms change.

4.1.3   Efficiency

The efficiency of programme practices is based on indicative signs of cost-effectiveness and the leveraging of resources for impact. Overall, this area proved to be one of the project dimensions in which programme staff appeared to be most confident and familiar. Several strategies were outlined which led to financial efficiencies - including continuous cycles of co-funding or in-kind support (facilities and coordination func-tions for regional workshops). With respect to procuring projects on social inclusion, new TORs were often designed to take advantage of existing policy initiatives - particularly within other UN agencies. Respondents also often noted the relatively minor budget capacity available to UNESCO in relation to other UN institutions and actors, and therefore consistent and overt attention was routinely given to mapping avenues for maxi-mising available resources.

To address the lack of financial resources, the Rabat Office in Morocco working on Disability, partnered with the government and the NGO Handicap International to mutualise skills and resources, and allocated roles to each stakeholder according to their expertise. The Brazil 'Open Schools Programme' (Project 35) was particularly noteworthy in this regard as not only did it undertake several cost-effectiveness evaluations for internal purposes, but the project was able to tap into both short-term (Itaú Social Foundation and Itaú Cultural Institute, UK Higher Education Innovation Funding) and longer-term funding (government block funding for scale-up). The efficiency of programme practices is also strengthened thanks to the collaboration and coordination of UNESCO with other UN agencies at both country and regional levels to develop joint advocacies towards the government partners.

4.1.4   Impact

The impact component examines the degree of replicable and adaptable spin-off effects from the promising practices, as well as the degree of sustainability of impacts. The documents and respondents discussing promising practice showed that replicability and adaptability of findings was largely an integral part of pro-gramme delivery - the project on deportation in Samoa and Tonga (Project 34), for instance, is currently adapting processes so that they can be applied in Fiji and the Marshall islands, and potentially in more distant regions such as the Caribbean. Nevertheless, respondents noted that limited capacity, funding and time available to invest in M&E processes - especially those concerning policy-making, meant that compressing lessons in terms of 'what works, where, and why' had the effect of constraining scale-up and scale-out activities. Replicability of promising practices can also be limited if the outputs of the project are written in a language that is not necessarily spoken by the wider region and other UNESCO divisions and partners. In Lebanon, the country programme considered crucial to translate key outputs written in Arabic, into English in order to share documents to practitioners and in the wider region. Financial restrictions and lack of political will within UNESCO eventually prevented the translation.

Significant impact was noted in cases where programme management recognised the complex political nature of social inclusion processes and took steps to not only adjust policies, but to inform ways of working through evidence-based advocacy. The 'Open Schools Programme' (Project 35), for instance, developed a

body of evidence over a number of years through which momentum was developed to eventually achieve national-level scale-up. The Zambia multi-stakeholder review of the national youth policy (Project 31) also used politically astute measures by supporting the Youth and Sport Ministries to combine forces in order to develop an integrated Youth Policy. This activity improved the mutual perception of the role of each Ministry, specifically with respect to the coordination of the Youth Policy. It also contributed to improving the understanding of the Youth Policy as not only an 'Education Policy' or a 'Health Policy' but as a cross-cutting framework for the attainment of youth development objectives to which the several line Ministries could contribute and demonstrate added-value.

The issue of sustainability of impact was less easy isolate in the promising practices. Part of this was due to structural constraints in UNESCO's role, while another major component was based (as outlined above) on limitations on M&E activities. Key informants highlighted the need to follow up with a clear mandate for governments to develop an implementation strategy and associated objectives once policy 'wins' had been achieved. This however necessitates political commitment and financial resources to allow the mobil-isation of expertise and tools. In this regard, informants raised concerns over the scope of their activities to address wider socio-economic and political structures and the root causes of inequality and exclusion. One example of this was noted in the project focusing on the inclusion of young people with disabilities in public policy-making in Morocco (Project 33) where despite the initiative to promote collaboration between the government, UNESCO and civil society organisations, the government ultimately ended-up writing and approving a draft law without coordinating with others stakeholders.

Civil society organisations representing young people and people with disabilities were not satisfied with the draft law and they mobilised themselves to express their disapproval building on the solidarity and collaboration initiated by the project. This issue therefore became one of 'good governance' as accountability and government responsiveness were brought into question. However, the clarity of role and purpose for UNESCO vis-à-vis good governance interventions are considered to be unclear as they currently stand in the 2008-2013 Medium-Term Strategy - with consequent impacts on options for action at country level (although governance as a focus area is considered to have gained traction over recent years and has a much stronger presence in the 2014-2021 Medium-Term Strategy). Aside from these issues, several respon-dents noted policy changes, resource commitments, increased momentum of networks and coalitions, and the development of information databases - but few programme staff could refer to internal or external evaluations to provide a systematic list of sustained impacts on programme targets as well as unintended effects of programme activities.

Finally, there were a number of accounts of SHS funded training activities in SISTER documents and Templates of promising practices that ostensibly contributed toward the sustainability of programme impacts. However, as with a number of topics in the Review, the limited detail available prevents a thorough assessment of the quality and quantity of trainings. For instance, the project that aims to empower young people in responses to HIV-related stigma and discrimination (Project 27) outlines strategies to ensure youth participation, such as the organisation of youth forums, training of social workers, student's association representatives and the dissemination of documents pertaining to youth-led community-based prevention initiatives to promote social inclusion. Similarly, the project working the inclusion of please add inverted commas around the highlighted (Project 39) in Indonesia notes a component that is seeking to build the capacity of civil servants alongside Disabled People Organisations in which UNESCO trained both government and DPOs on the development the appropriate action plans.

SISTER documents also demonstrate a lack of depth in reviewable data. For example, the project seeking to promote a culture of peace through action pertaining to human rights, democracy, reconciliation, dialogue and philosophy (Project 37) declares an "on-line teaching programme on human rights mainstreaming" (p.6), "initiatives on women's rights" (p.6) "training of youth leaders in Brazil" (p.10), and "workshops on social entrepreneurship". Similarly, the project on 'Social impacts of climate change on Women and Migrants' (Project 20) aims to: "advocate for mainstreaming women and migrants concerns to enhance policies and programs", to "provide training in mainstreaming gender and integrating migrants concern" (p.2) and to ensure "training and capacity building in the sector is emphasised". Overall, given this level of detail, it is difficult to begin to draw conclusions or lessons on the quality or quantity of this training and therefore, its relative contribution to enhancing the sustainability of SHS programme activities.

5. Recommendations
and looking forward

5.1 Key conclusions

This Review provides an indicative stocktake of promising practice regarding the mission and themes of UNESCO's SHS sector over the period 2008-2013 (the timeframe of the Medium Term Strategy) – with a particular focus on social inclusion. The call for this Review was based on an increasing recognition within UNESCO, that there is a critical need to move away from 'linear' assessments, towards approaches that cater for the complex nature of promoting change in society. This report presents the findings and analysis of 50 SISTER documents and 11 Templates for promising practices, completed with semi-structured interviews with country offices who responded to the call issued to all offices from UNESCO headquarters. The first half of the analysis focuses on the compliance of UNESCO policy processes and outcomes with a set of human rights principles pertaining to social inclusion. The second half examines the broader factors that contribute to effective linkages between evidence and policy.

First, UNESCO programme representatives demonstrated a high level of understanding and knowledge of HRBA and principles of social inclusion/exclusion. The approach of UNESCO staff in both headquarters and field offices was observed to be technically advanced. Not only were respondents at this level familiar with the knowledge management lexicon and disciplines, but they had taken concrete steps to transcend the language barriers and simplify terminology in order to reach wider audiences. Although UNESCO projects tend to focus on a particular sector and target a specific group, many projects had multiple and inter-connecting goals which mutually reinforced each other. The principle of promoting equality and non-discrimination also underpinned the strategies of many project and country programmes. However, a distinction is necessary between goals and actual practices, and these agendas are presented collectively in strategy documents and promising practices. For instance, the literature review demonstrates a variety of lenses through which to approach social inclusion interventions - either through specific targeting of excluded groups, geography, sector-based approaches (education, health, etc.) or through processes themselves - such as bottom-up programme or the adjustment of social norms.

The literature review touches on the variety of definitions and entry points into social inclusion debates. Meanwhile, the UNESCO strategy documents and promising practices do not appear to refer to a singular theoretical or practical framework concerning each of these dimensions - although the MOST Programme provides a useful 'analytical backbone' via a key document focused on 'Mapping the Research-Policy Matrix' (UNESCO, 2011) which can be seen as a precursor to the KPP approach which also served as a basis for this Review.

Similarly, while projects have given strong attention to the participation and inclusion of all segments of society, particularly those more likely to be disadvantaged (youth, ethnic minorities, persons with disabilities, etc.) but the majority of SISTER documents and templates of promising practices do not refer to any specific mechanism or methodology to mainstream gender equality or any other approaches to facilitate the active participation of targeted social groups or those that have been disadvantaged from society. Despite tacit awareness and acknowledgement that gender dynamics in projects play a critical role in promoting or preventing positive programme impacts, some of the documentation of gender-sensitive approaches remain focused on immediate practical issues (such as equal representation), rather than the pursuit of deeper behavioural and social norms change.

Second, regarding linkages between evidence and policy, the analysis highlighted a strong tacit appreciation that multiple types of evidence are required in order to inform policy. Practices however, seem to overlook

participatory evidence (citizen dialogue) as a form of evidence in itself, whilst the lack of data disaggregated by age, gender, ethnicity and other social axes, as well as challenges in terms of seeking and translating outputs relevant for different scales, also constrained the reliance on and promotion of multiple types of knowledge. The review of the promising practices nevertheless showed a clear and astute recognition of the political dynamics that affect project outcomes. However, methods and tools to assess this environment were fragmented and respondents declared challenges in having sufficient programmatic space to conduct a thorough political analysis in order to frame project activities. In terms of actor context, it seemed to be a common practice for country offices to undertake preliminary desk reviews in order to identify core partners and target audiences. Yet, the issue of assessing strategies and lessons regarding the 'knowledge intermediaries', as well as 'knowledge interaction' and policy dialogue, proved to be one of the more challenging areas to extract useful findings. Still, some areas of work – such as the 'domain knowledge model' and associated projects prove that UNESCO headquarters is a leading – and perhaps even under-recognised – practitioner with respect to linking knowledge to policy and linking evidence to different stakeholders.

Key overarching challenges were highlighted by informants and the analysis of UNESCO documentation to foster social inclusion and better link evidence to policy and vice versa. A first critical shortcoming relates to the lack of independent monitoring and evaluation processes. There was no space for methodology discussion in the SISTER documents (implication on research uptake, whether appropriate types of data are selected, etc.), thereby reducing learning opportunities on this front. Likewise, almost none of the projects highlighted as promising practices were independently evaluated to assess the level and process of fostering participation and inclusion. This limits the promotion of accountability as a principle while restricting learning opportunities that take into account the relative operating and enabling environments in which interventions are situated.

Building partnerships to better address key issues pertaining to social inclusion

BOX 4

The Internal Migration in India Initiative (IMII), jointly launched by UNESCO and UNICEF in 2011, aimed to support the social inclusion of internal migrants in the economic, social, political and cultural life of India, using a multi-track approach combining research, policy and advocacy.

The project, through policy dialogues, writing of policy papers in several languages, and research networking, resulted in several outputs that had a strong media impact and great potential for scaling up the project practices in the rest of South Asia including the Maldives, Bangladesh and China (see the publication "Social Inclusion of Internal Migrants in India" (2013) which documents 40 innovative practices[6]. The project generated additional funding from the UK government to foster more work linkages between migration and climate change and has enabled UNESCO New Delhi to establish itself as relevant partner in the field of internal migration.

The IMII is now an informal network of 200 researchers, NGOs, policy makers, UN agencies and key partners, such as UN Women, UN-HABITAT, International Organisation for Migration (IOM) and Sir Dorabji Tata Trust, to advocate for policy changes and creative practices for better inclusion of internal migrants in society.

The informal network created under the Internal Migration in India Initiative (IMII) has been recently transformed into a new web portal entitled Gender, Youth and Migration (GYM), which functions as a sub-community of practice of the United Nations Solution Exchange Gender Community. The GYM initiative hopes to bridge the gap and link researchers, practitioners and decision makers working on gender, youth and migration in India (http://www.solutionexchange-un-gen-gym.net).

Another key challenge linked with the lack of financial resources which was consistently highlighted by interviewees was that low budgets and learning incentives effectively constrain programmes' capacities to intervene in different sectors simultaneously, work with multiple groups and commission independent and robust M&E systems. The lack of adequate funding, combined with the time scale at which UNESCO operates, further impedes opportunities for political transformation. Obviously, certain transformations in policy-making take time especially when they necessitate a high level of coordination between different ministries and across sectors. However, intervening in this area is more challenging when the political, practical and financial support mobilised by UNESCO is short-term and made more complicated by staff changes (institutional memory gaps) within UNESCO and associated partners.

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6   http://unesdoc.unesco.org/images/0022/002237/223702e.pdf

Despite these systemic challenges, programme staff appeared to be most confident and familiar with the efficiency aspect of their intervention, demonstrating capacities to maximise available resources and collaborate with other stakeholders to leverage change. Indeed, UN inter-agency collaboration was shown to be a key success factor at both national and regional levels in terms of iteratively identifying opportunities to improve social inclusion outcomes, as well as actually developing joint advocacy initiatives in order to improve multiplier effects and the sustainability of initiatives. The MOST Programme for instance seeks to ground monitoring and evaluation on social inclusion through a number of pre-existing systems in the UN infrastructure - thereby reducing M&E expense while simultaneously encouraging the potential for streamlined reporting and agenda-setting across UN institutions.

In terms of the review process itself, the combination of the Human Rights-Based Approach principles and the KPP framework proved a useful conceptual underpinning for this study. The OECD-DAC provided further evaluation-based criteria that enabled a more detailed discussion of programme efficiency, effectiveness and impact. This multi-track approach to assess and review promising practices within SHS' work on social inclusion enabled the examination of the content of policies and projects as well as the understanding of processes that favour (or constrain) the development of socially inclusive policies and projects. It also allowed the triangulation of interpretations, particularly regarding the political and actor context, accountability and rule of law, and processes linked to stakeholders' participation. These lessons can hopefully inform future assessments within UNESCO and can guide ongoing thinking regarding the development of an institutional framework for understanding the myriad of linkages between the development of knowledge and policy impact.

> The lessons learned can inform future assessments within UNESCO and guide ongoing thinking regarding the development of an institutional framework for understanding the myriad of linkages between the development of knowledge and policy impact in the area of social inclusion.

5.2 Recommendations and next steps

The following recommendations and opportunities can be assessed in relation to UNESCO's current Medium Term Strategy (2014-2021) as well as with respect to pre-existing programmes of work which are currently framed in terms of the 2008-2013 Strategy:

■ **It is suggested that UNESCO can leverage change by setting standards on participatory programming that have far-reaching repercussions with minimal investment.**

UNESCO continues to be challenged by comprehensively addressing cross-cutting human rights violations, and to be constrained by its financial and technical capacity to work across sectors for extended periods of time. The promising practices have shown that UNESCO can leverage change by setting standards on participatory programming that have far-reaching repercussions with minimal investment. In this respect, UNESCO can support its country programmes to recognise discrete leveraging opportunities where indivisibility in human rights-based programming is already existent or is gaining momentum. In other words, while many programme staff consider working on an interrelated rights-agenda to be demanding in terms of the multiple avenues for impact, the promising practices have shown best results when interventions have bridged knowledge and capacity gaps in activities that are already relatively well integrated and successful.

■ **It is suggested that UNESCO could explore re-assessing M&E capacities (skills and incentives) as well as M&E budgets at global, regional and country office level; re-designing project pro-forma to ensure that sex and age-disaggregated data is non-negotiable when reporting on participatory exercises; and to ring-fence a body of funding for evaluations that country offices can competitively apply for as needed.**

Programming lessons with respect to the rights principles of participation and inclusion are plagued by a lack of granular detail in the SISTER documents, but this is also linked to a broader issue around limited capture of basic sex and age-disaggregated data, as well as major gaps in the provision of third-party independent impact evaluations. In terms of entry points, several of the promising practices identified in this report can be further synthesised and communicated through South-North and South-South learning initiatives. The UN Monitoring and Evaluation Research Group (UN-MERG) may provide critical assistance in this regard, although well-resourced communities of practice may also assist in replicating learning.

■ **More specifically, it is suggested that the SISTER database is reviewed to seek M&E inputs on how equality and non-discrimination have been addressed in the project design.**

Given that the issue of equality and non-discrimination is more appropriately addressed when it is a core component of programming objectives, there appears to be a technical gap in mainstreaming an awareness on these human rights principles in broader projects that do not have an explicit equality focus. Given the awareness of programme staff on such principles, this constraint is largely seen as technical in the sense that the SISTER database does not specifically seek M&E inputs on how equality and non-discrimination have been addressed in the project design. In order for reform of the SISTER database to be valuable for programme staff however, the reform process will need to consult with country teams widely in order to determine the value-added at country level.

■ **It is suggested that there are opportunities for UNESCO to take advantage of the increased awareness of governance approaches in the current Medium-Term Strategy (2014-2021), and to justify associated training and prioritisation of interventions that focus on governance issues in country offices, including clarifying UNESCO's role in addressing social inclusion through government discussions on decentralisation reforms.**

Commitment to principles of accountability and rule of law is most obvious at national, and to a lesser extent, regional levels. Issues of downward accountability in terms of processes for feeding-back findings to civil society and engaged citizens at a sub-national level is rarely reported on, and most likely not within the budgetary facilities of UNESCO interventions. The principles of accountability and rule of law also link closely to the 'good governance' agenda - which is infrequently brought-in to programming planning as a concept.

■ **It is suggested that UNESCO must address the degree to which the types of evidence that are utilised and communicated in project planning are assessed according to the specific value they might bring to the policy agenda in question. In addressing the observed capacity gaps regarding awareness of the roles, limits and risks of different types of evidence, UNESCO can promote guidance on how to assess and communicate the value of different forms of evidence.**

There is a strong tacit appreciation that numerous and complementary forms of evidence are required to influence policy-makers and stakeholders and several projects demonstrate advanced practice in generating statistical, theoretical and practice-based evidence in order to influence policy processes. The central issue that needs to be addressed in project planning is the degree to which the types of evidence are disaggregated and assessed according to the specific value they might bring to policy agenda in question. This will require a more sophisticated and consolidated understanding of the advantages and disadvantages of scientific, practice-based and participatory forms of evidence.

■ **It is suggested that UNESCO can undertake steps to promote more systematic programme design procedures that take political dimensions into account. Such steps must be connected to communities of practice so as to not overlook political windows or other entry points for policy interventions on social inclusion.**

There is a strong tacit awareness within UNESCO programmes of the 'rules of the game' as well as the 'games within the rules' - including party politics, electioneering, and holding actors accountable. Nevertheless, 'theories of change' or similar political analysis assessments are considered rare across the country programmes. It is suggested that the development of a political analysis tool, to be systematically employed across all programmes, would help solve this deficiency. Such tools should be mindful of integrating features to manage the political sensitivity of work in this domain.

■ **It is suggested that UNESCO can seek to promote within the UN system a standardised suite of tools and practices that outline how to assess the power dynamics, credibility and use-value of the stakeholders in respective country programmes. It is further suggested that there are opportunities to bridge the considerable and advanced stock of knowledge in UNESCO Headquarters level with country offices.**

The mapping of the actor context of programmes by country programmes is highly dependent on the capacity and resources available to individual teams at any point in time, rather than being part of a more systematic programme design agenda. While this Review presents several promising practices in which innovative tools and approaches have been used to assess the knowledge-policy interface, these tools and approaches are often generated by individual capacities and can thereby lost through a lack of institutional memory.

■ **It is suggested that UNESCO can seek to streamline tools and approaches across country programmes to create awareness on the variety of options available for working between research and policy. It is suggested that UNESCO can develop incentives for programme managers and associated communications teams to feed into more comprehensive results-based planning agendas that prioritise longer-term social learning and innovation, rather than commitments to outputs and taking opportunistic advantage of more short-term policy windows.**

Weakness was identified in the degree to which communications and knowledge intermediaries were clearly catered for in project design. Types of communications *outputs* were clearly articulated and often tailored for audiences working on issues of social inclusion and inter-cultural dialogue, but the monitoring and evaluation of impact of communications (i.e. research uptake) was seen to be negligible.

> This multi-track approach to assess and review promising practices within UNESCO's work on social inclusion enabled the examination of the content of policies and projects as well as the understanding of processes that favour (or constrain) the development of socially inclusive policies and projects.

■ **It is suggested that given that most projects tended to operate on an 'inside track' approach - prioritising 'invited spaces' for dialogue and action rather than more confrontational processes, UNESCO may consider, if resources allow, conducting an additional review of promising practices that takes into account enabling environments. It is further suggested that UNESCO can therefore seek to invest in 'realist evaluation' which seeks to identify 'what works in which circumstances and for whom?', rather than merely 'does it work?' UNESCO might also consider developing a risk-assessment guidance in developing partnerships with actors - such as civil society and INGOs - that are generally strong in advocacy messaging.**

The 'promising practices' provided in the ODI Review were self-selected on the basis that achieved high-degrees of impact. However, these assessments do not register the relative enabling environment in which these successes were achieved. For instance, it may be the case that certain projects appeared to deliver less successful impacts - whereas a re-assessment in light of very challenging enabling environments may reveal that these overlooked projects also offer significant learning opportunities for UNESCO. Understanding the conditions for programme performance is therefore important and can be given greater attention. The typology presented in figure 6, for example, is one way (amongst many that are available in ODI-RAPID toolkits) to begin to understand where UNESCO and its partners are situated in relation to tactical approaches.

■ **It is suggested that UNESCO can seek to promote a more comprehensive gender mainstreaming component in all programme design activities that seeks to unpack not only the deeper constraints preventing women and girls from participating in projects, but also how a lack of gender-sensitivity in programme design can in fact promote negative and unintended outcomes for women and girls. This requires a managerial drive at global and country office level to shift beyond changing UNESCO policies toward shifts in behavioural change.**

Programme effectiveness in the majority of projects did not have a discrete focus on gender issues and were constrained by a simplistic view of gender mainstreaming by, for instance, being largely focused on sex-disaggregation of data and the inclusion of women in participatory exercises. For example, the issue of overburdening women in relation to their pre-existing 'time poverty' and reproductive and care roles were rarely catered for in the SISTER and promising practice documents.

■ **It is suggested that UNESCO can explore the rapidly growing 'value for money' agenda, including more practical methods for integrating this agenda into emerging M&E systems.**

As the dimension of programme efficiency and the innovative cost-effective leveraging of resources (financial, in-kind, network-based) was raised as a key competency in the Review, UNESCO could seek to undertake a standalone assessment of the methods that programme staff use to scale-up and add value to programme investments. This may also be seen as the entry point through which promote training for country offices that are struggling to define how programmes fit into the 'value for money' agenda. Defining and setting programmes standards on the 'value for money' agenda may also be useful starting point to begin filling the observed gaps on M&E practice.

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Appendices

Appendix A: Semi-structured interview - guiding questions. UNESCO staff

CONCEPTS	GUIDING QUESTIONS
Background information	Position.
	Name and brief explanation of current project(s) or past project(s) that we could discuss about in terms of social inclusion and intercultural dialogue.
HRBA	
Equality and Non-discrimination	Who is targeted by the project(s)?
	How have these groups been targeted/selected? Based on which elements/approach/goals?
	Who has designed the project and selected targeted beneficiaries?
	Does the project take affirmative action (individually tailored to specific needs) to support the rights of disadvantaged groups with equal opportunity?
	Are these actions aligned on international human rights instruments?
	How does the project address gender equality?
	Does the project recognize and build upon the capabilities of rights-holders within disadvantaged groups? Does it address specific capacity gaps?
	Does the project ensure that services respond to the sex, age, attitudes, beliefs, values, cultural, ethnic, or linguistic considerations?
Participation and inclusion	To what extent does the project support the right of disadvantaged groups to participate in decisions/activities? (informing or access to info, consulting, partnership, co-monitoring)
	How does the project ensure that activities pertaining to social inclusion and intercultural dialogue reach out disadvantaged people?
	Which mechanisms were used to ensure their equal and informed participation?
	Does the project support the participation of women and men on an equal footing in the decisions/activities that affect their lives?
Accountability and rule of law	Does the project specify to whom, and for what, duty-bearers are accountable to rights-holders?
	Does the project support the capacity-building of duty-bearers for addressing needs of disadvantaged groups?
	Is there an M&E process in place to verify the effectiveness of social inclusion-related activities and outcomes?
Indivisibility, Interdependence and Interrelatedness	Does the project address several exclusionary experiences that groups face?
	At what level does the project work? Does it look at a combination of target sites of social inclusion interventions? i.e. individual, household, community, state and market interventions

CONCEPTS	GUIDING QUESTIONS
KPP	
Types of knowledge	Does the project recognise the complementarity of the participation of disadvantaged groups to other types of evidence-development (academic, practitioner literature)?
	Does the project build upon any research uptake?
	Does it build any connections with policy-makers? (At which stage? i.e. from the onset or towards the end?)
	Does project seek to collect disaggregated data (by gender, age, national or ethnic origin, etc.) on most disadvantaged groups?
	Did the research have full access to government data? If not, what strategies were used to address this gap?
Political Context	What political barriers if any might prevent the achievement of social inclusion goals?
	What other kind of barriers does the project implementation/uptake face?
	Does the project draw on informal spaces of civil participation?
Instrumental vs intrinsic	Do you think the participation of disadvantaged groups has brought/is bringing added-value to the project?
Actor context	Do you work in collaboration with specific actor-networks for maximum impact? (targeting and mapping specific power-holders)
	How does the project involve (or not) governmental representatives (i.e. ministries responsible for planning and finance), non-traditional partners such as media, private sector/corporations, foundations, religious/opinion leaders, etc.?
	How do you identify these different interest groups and their potential influence on the policy process (especially those who would obstruct it)?
	Does the project recognise that certain issues (e.g. land rights) may be more contentious than non-distributive or targeted activities to minority or disadvantaged groups (e.g. vaccination programmes)?
PROMISING PRACTICES	
Examples and drivers of success	What examples of successful projects in terms of social inclusion and intercultural dialogue could you highlight?
	What elements might have supported the success of interventions? (e.g. political context and support, collaboration with stakeholders from other sectors, efficient team members, good involvement of targeted beneficiaries, etc.)
	Could you highlight what you think are crucial factors to ensure that UNESCO based projects are successful in ensuring social inclusion and intercultural dialogue?
Transformative/degree of sustained impact of interventions	To what extent projects work with excluded groups in a participatory manner throughout the programme cycle (i.e. at the beginning only)?
	How is the more challenging issue of social norms (sensitisation and attitudinal awareness raising/changing) catered for?
For MOST programmes	How do you see your contribution to the MOST programme?
	How does the MOST programme in return contribute to your work?

Appendix B: Template - Good practices

"*Good practices*" are defined by the United Nations and the international community at large as successful initiatives which have a demonstrable and tangible impact on improving people's quality of life; are the result of effective partnerships between the public, private and civic sectors of society; are socially, culturally, economically and environmentally sustainable. They are promoted and used as a means of improving public policy based on what works; raising awareness of decision-makers at all levels and of the public of potential solutions to common social, economic and environmental problems; and sharing and transferring knowledge, expertise and experience through networking and learning.

Please provide reasons why the initiative/project is considered as a good practice:

TITLE OF THE INITIATIVE/ PROJECT		
Area	**Key Question(s)**	**Feedback**
External evaluation	Was an external evaluation carried out? If so, please explain how, who was involved and how the results were to be used. Please also provide the evaluation report in attachment + the URL	
National priorities	Was the project/initiative in line with the priorities set by the targeted country/ies?	
Project priorities	How did the project understand and address each of the following: social inclusion, intercultural dialogue, anti-discrimination and poverty reduction?	
Sustainability	What were the main aspects of the project/initiative that were specifically designed or developed to ensure sustainability? How did these work in practice? Where there adjustments needed?	
Cost effectiveness	What were the measures taken to ensure cost-effectiveness? How did these work in practice? Where there adjustments needed?	
Policy processes	Did the project/initiative have a component related to the policymaking process(es)? If so, please elaborate.	
Impact	Was there any impact of the project, intended or unintended? Please elaborate Did the project have any impact on a national policy process? Please elaborate.	
Replicable and adaptable/ Spin-off effects	Can the project as a whole or parts of it be replicated and adapted in other countries and contexts? If yes, please explain why and how. Were there positive results generated by the project which were not anticipated in the project document result chain.	
Gender sensitivity	Were both women and men involved and how was their participation taken into account? How did the project address gender inequalities?	

TITLE OF THE INITIATIVE/ PROJECT		
Area	**Key Question(s)**	**Feedback**
Disadvantaged and marginalised groups	Attention to children, youth, ethnic minorities, caste, class, urban-rural focus, the disabled, and sexual minority groups. Was there attention given to specific needs and capacity support?	
Participation of rights holders and consultation with key-actors and stakeholders	What were the processes and measures taken to ensure that the project/initiative enabled the participation of rights-holders and of all key stakeholders? Please explain how these were engaged at all stages of the process (design, elaboration, implementation, monitoring, evaluation)	
Measurable	Were the goals of the project clear in such way to ensure that progress can be measured? What were the specific steps taken to enable measurement of the project's goals?	
Partnership-building	How the project has contributed to promote partnership-building across key constituencies, including within the UN system?	
Leverage of resources	Any catalytic effect that the project had in terms of mobilising additional resources from the government, other parts the UN systems, the international community or other partners	

Appendix C: List of UNESCO programmes considered in the Review

PROJECT NUMBER	REGION/COUNTRY	PROJECT TITLE	PROJECT DESCRIPTION AND GOAL
1	Senegal	Building youth-led social innovation in Senegal / YouthActionNet Senegal	Considering the growing population of young men and women between the ages of 15 and 24 in Senegal, the establishment of the YouthActionNet national program is aimed to strengthen the capacity of young social entrepreneurs to be leaders and change agents through proven leadership development activities
2	Namibia	An integrated approach to education for the San in Ohangwena and Caprivi Regions	The project overall goal is to provide quality Early Childhood Development and Education for San and Orphan and Vulnerable children in the region with a view to laying a foundation for a better life for these children
3	Africa	Implementation of UNESCO Strategy on African Youth	Implementation of UNESCO Strategy on African Youth
4	Arab States	Building knowledge and providing assistance for policy development in the field of youth in the Arab region	To inform the policy formulation in the Arab States regarding the economic participation of young men and women through Youth Civic Engagement initiatives and approaches
5	Brazil	Security with citizenship: preventing violence and strengthening citizenship with a focus on children, adolescents and youth in vulnerable conditions in Brazilian communities	Achievement of a proven reduction of violence affecting children, youths and adolescents youths in a situation of vulnerability in the three pilot municipalities (Lauro de Freitas, Contagem and Vitoria)
6	Brazil	Empowering People and Building Capacity in Society-based Organizations	Social development project aimed at building the capacity of NGOs for preparing and managing social projects, particularly those supported by Criança Esperança program, targeting children, adolescents and youth increased
7	Brazil	Implementation of Local Solidarity Governance in the Municipality of Porto Alegre: strategies for promoting social inclusion	To deepen the commitment of the City Hall of Porto Alegre with promoting participatory and inclusive democracy by implementing the Local Solidarity Governance Program (PGSL), targeting: attention and protection to children and adolescents; improvements in the access to and in the quality of health care services; enhanced safety for the population; and poverty reduction through self-sustainability and empowerment of citizens

PROJECT NUMBER	REGION/COUNTRY	PROJECT TITLE	PROJECT DESCRIPTION AND GOAL
8	Brazil	Ethics and culture of peace values for the labor market in SESI's School System	Significantly modify the educational process of SESI/EBEP schools by internalizing ethical values, allowing a change of the educator's role, affecting the behavior and attitudes of students, and transforming the school environment
9	Brazil	Development of participative democracy by improving youth public policies and popular participation mechanisms	Consolidating and strengthening national youth policies in Brazil, enabling and promoting participative democracy
10	Uruguay	Support for the decentralization processes and promotion of citizen participation as part of the Reform of the State	One UN Program 4.2 «Policies on decentralization and promotion of citizen participation in the territory will have been supported by 2010».
11	Montevideo	Strengthening National Bioethics Infrastructures	To support National Bioethics Committees, Ethics committees and national systems of ethics evaluation of biomedical research in order to increase the capacity of Member States to deal with new challenges in ethics of science and technology, especially bioethics and biomedical research that has increased in the last years in the poorest countries
12	Haiti	Conflict prevention and social cohesion through local community empowerment and institutional capacity building	Two general outcomes to which each agencies contributes from its field of expertise: 1) Local governance systems and capacities strengthened to prevent and reduce violence, including GBV, in five selected communities. 2) National capacities and systems for understanding the causes, and dynamics of crisis and violence, and for articulating responses strengthened
13	Indonesia	Mainstreaming Human Rights Based Approach in National Development Planning in Indonesia	To support the Government of Indonesia on mainstreaming Human Rights on the National Medium Term Development Plan, RPJMN (2015-2019).This can be achieved by improving the quality and quantity of data that builds on a knowledge base, with emphasis on the development of indicators for the implementation and measurement of Human Rights
14	Indonesia	A Sustainable Future: Supporting Indonesia's Strategies to Address the Social Implications of Climate Change	To raise awareness of the social dimension of climate change and prepare the ground for Indonesia to address potential challenges in this area, targeting vulnerable provinces, sectors and communities

PROJECT NUMBER	REGION/COUNTRY	PROJECT TITLE	PROJECT DESCRIPTION AND GOAL
15	India	Social integration of migrants	This activity aims at Developing and disseminating good practices on social integration in urban settings, as well as the social and human approach's methodology in the urban educational institutes' training (schools of planning and architecture).
16	Asia-Pacific	Building skills for civic engagement and social inclusion	Building the role of young people as citizens of the Asia-Pacific region, by developing effective and realistic national youth policies that can contribute to improving the socio-economic status of young women and men, strengthening national and local youth organizations, and establishing effective mechanisms to increase the engagement of young people
17	Pacific SIDS	Supporting social development through the MOST Program in Pacific SIDS	This activity is to undertake new work on the area of the social implications of climate change while building on the successful work commenced in 2008. Interventions were to be undertaken on social issues regarding women and young people
18	Asia Pacific	Emergency Fund WBS Element: Supporting policy development with the participation of youth	The Asia Pacific project aims to build on past UNESCO actions, the network of youth partners and knowledge of the challenges in the region to: 1) develop effective and realistic national youth policies that can effectively contribute to improving the socio-economic status of young women and men; 2) strengthen the capacity of national and local youth organizations to be active participants in policy development, advocacy and project delivery as agents of change; 3) establish effective mechanisms to increase the engagement of young women and men as citizens of the region, in particular targeting social justice, inclusion of the vulnerable, active engagement in responding to disasters and key issues facing young people
19	Pacific	Fostering youth development through addressing issues of human rights, vulnerability and empowerment in the Pacific	Developing the implementation of high quality youth policy in Pacific, being the key to youth empowerment. With the expected results to reduced youth violence in the Pacific through initiatives on inter-school violence and analysis of livelihood opportunities, as well as promoting youth visioning
20	China	Social impacts of climate change on women and migrants	To enhance consideration of and respect for the needs of women and vulnerable populations in national responses to climate change
21	Russia	Organizing a Regional Forum «Gender Equality as a Millennium Value», Moscow, Russian Federation, 5-7 December 2012	To set up a platform for research-policy dialogues on gender equality in the context of the Millennium Development Goals (MDGs) and the post-2015 framework, as well as wider regional gender equality related issues

A UNESCO-ODI REVIEW OF PROMISING PRACTICES
IN THE FIELD OF SOCIAL INCLUSION

54

PROJECT NUMBER	REGION/COUNTRY	PROJECT TITLE	PROJECT DESCRIPTION AND GOAL
22	Central Asia	Promoting social inclusion of migrants through support for evidence-based research and information on labor migration in Central Asia/Eurasia	The countries of the Central Asian cluster (Kazakhstan, Kyrgyzstan, Tajikistan and Uzbekistan) together with the Russian Federation and other CIS countries form a dynamic and complex migration system. In that sense, the project aims at fostering quality and dissemination of information on social impact of migration in the three Cluster Countries (Kazakhstan, Kyrgyzstan, Tajikistan) as well as raising awareness on social inclusion of migrants enhanced among NGOs and other migration actors in the same countries
23	Global	Enhancing research-policy linkages in the field of social development and the management of social transformations, including emerging issues relating to youth	Emphasis to be put on the building of MOST National Committees and the involvement of UNESCO chairs and regional research networks in order to support MS in the development of policies and capacities in fields related to social transformations (regional integrations, migration, SIDS, urban development and youth)
24	Global	Promoting a culture of peace and non-violence through action pertaining to human rights, democracy, reconciliation, dialogue and philosophy and including all political and social partners, in particular youth	Social tensions, violence, and intolerance in connection with accelerated social and political transformations create patterns of social exclusion. In this context, emphasis will be put on youth and sport to imbue positive values, foster social inclusion, empower girls and women and develop life skills
25	Global	Support to Member States to strengthen the relevance and impact of the social sciences in national policy development	To help MS to initiate actions toward establishing new MOST National Committees (MNC) and to begin a policy review (in the area of science, technology and innovation) using a methodology that integrates social sciences. This project is targeting developing countries.
26	Global	Supporting Member States in responding to social transformations by building and strengthening national research systems and promoting social science knowledge networks and research capacities	To develop a systematic approach to monitor, evaluate and benchmark how social inclusion policies can have a measurable impact. The progress on implementing socially inclusive policies would be indicated by reference to the incorporation of a human rights-based approach and by addressing societal challenges that have a strong impact, such as anti-discrimination, gender equity and prevention of violence, the inclusion of vulnerable segments of society and youth participation and civic engagement
27	Global	Extrabudgetary Project: Empowering young people especially most-at-risk populations as regards responses to HIV and particularly HIV-related stigma and discrimination	This project aims at reinforcing the capacity of youth and student organizations to develop targeted prevention, care and treatment strategies and activities with a focus on most at risk groups. It will promote synergies between formal and non-formal education, contribute to the adaptation and development of appropriate learning tools and indicators and develop related policy recommendations and good practices to be channeled into various national AIDS policies targeting young people

PROJECT NUMBER	REGION/COUNTRY	PROJECT TITLE	PROJECT DESCRIPTION AND GOAL
28	*South Africa, Namibia and Asia*	*Strengthening evidence-based participatory policies and practices by local governments aimed at reducing HIV-related stigma and discrimination*	Supporting evidence-based policymaking at the municipal level to enhance the capacities of local governments to reduce HIV/AIDS-related stigma and discrimination. In Africa, the project will focus on South Africa and Namibia, while in Asia it will have a sub-regional coverage. This project is to be related to the UNESCO International Coalition of Cities against Racism and All forms of Discrimination
29	*Global*	*Youth voice for change: the UNESCO Youth Forum as a platform for youth engagement in UNESCO's work*	The UNESCO Youth Forum is to strengthen youth participation in national and community development and to increase youth involvement in the development and implementation of UNESCO's program. In line with this objective and by developing synergies with other key youth events, the Youth Forum process also aspires to generating wider networks and increasing collaborative action on common priority issues
30	*Tunisia*	*Renforcement de l'implication des jeunes notamment issus des zones défavorisées dans le dialogue constitutionnel et les réformes durant le processus constitutionnel en Tunisie*	As part of the NET-MED Youth Project (Networks of Mediterranean Youth 2014- 2017), implemented in 10 countries of the Southern Mediterranean region, including Tunisia, workshops are being held to (i) support the elaboration/Revision/Operationalization of Youth Public Policies, (ii) improve youth representation and youth contribution to the public media and (iii) reinforce youth skills thus allowing them to have a say in the political dialogue and in the follow-up to programmes and policies related to youth training and employment.
31	*Africa*	*Implementation of UNESCO Strategy on African Youth*	Project Description: This activity promotes implementation of the UNESCO Strategy on African Youth. It is the core activity on youth development in Africa around which interventions from other field offices in the region revolve. The UNESCO Strategy on African Youth seeks to engage youth in Africa's development by both creating an enabling policy environment for them to realize and exercise their rights as active citizens, and by providing skills and opportunities for them to contribute to national and community development. Further to the government's request, UNESCO is supporting the revision of the National Youth Policy and the corresponding Plan of Action. The preliminary desk review of the situation of youth in Zambia (which includes an analysis of the current policy) has been completed, the roadmap and methodology/process for the policy revision has been validated by the government. The UN country team has confirmed their participation in the project (partner agencies include UNICEF, UNFPA, ILO), as well as the Commonwealth Youth Programme and the National Youth Development Organisation in Zambia.

A UNESCO-ODI REVIEW OF PROMISING PRACTICES
IN THE FIELD OF SOCIAL INCLUSION

PROJECT NUMBER	REGION/COUNTRY	PROJECT TITLE	PROJECT DESCRIPTION AND GOAL
32	Russia	Assisting in the development of social inclusion policies in the cluster countries to promote intercultural dialogue and gender equality	Project description: Aimed at promoting intercultural dialogue and gender equality through social inclusion policies in the cluster countries. Expected result is to develop and review national social inclusion policies in the cluster countries.
33	Arab States	Garantir l'inclusion sociale des personnes en situation de vulnérabilité dans les révisions/formulations de politiques publiques	Project description: To help national stakeholders to analyze inclusiveness and social sustainability of public policies and regulatory frameworks, including through continuing advocacy for the development of an inclusive public policy on disability in Morocco.
34	Samoa and Tonga	Addressing the needs of excluded Pacific populations - the case of forced migration	Project description: UNESCO has undertaken studies of excluded groups during work on National Youth Policies and the Pacific Urban Youth Report. One group consistently ignored by all authorities for a human rights perspective is criminal deportees, one of the poorest and the most disadvantaged groups in Pacific society, who are forced migrants resettled in their birth countries. There are limited or no social and economic services available for this sub-population, including lack of disability services, as well as active discrimination and targeting by some groups. UNESCO's research in Samoa and Tonga has led to establishment of a support service in Samoa, but there is still a significant need to provide additional services, as well as understanding needs in other Pacific countries.
35	Brazil	Good-practices of the Open School Programme focusing on social transformations, youth and intercultural dialogue	Project description: This project aims to increase the knowledge of local leaders, policy makers, and other professionals working with youth empowerment and social inclusion by promoting an intercultural exchange of best-practices of the Open School programme implementation in the different states of Brazil and in other countries where it was implemented, by means of an International Seminar to be held in Brazil and also by systematizing in a report the main results of these best-practices so these experiences can be disseminated to and used in other contexts.
36	Brazil	Disseminate research and policy making to promote social inclusion targeting disadvantaged populations in Brazil	Underground Sociabilities research project mapped out routes of socialisation in favelas, unpacking institutional and behavioural determinants of life choices in these communities. Now we aim to facilitate an international and a regional dialogue exchanging practices around policy making informed by research findings and to engage further international and regional partners to discuss the resonance of the Brazilian experience, share knowledge about innovations developed in Brazil, including community approaches to gender based violence, and lessons in terms of initiatives that establish joint action between bottom-up works in marginalised communities, the state and the private sector.

PROJECT NUMBER	REGION/COUNTRY	PROJECT TITLE	PROJECT DESCRIPTION AND GOAL
37	Brazil	Education on Human Rights: Building a culture of respect for democracy and justice	The project was designed to help the Brazilian government in structuring its human rights education policies. The project was also instrumental to enable important activities of the National Council of Human Rights Education (created in 2003), a clearing house for HRE in the country.
38	Asia	Regional Coalition of Cities Towards an Inclusive Society in Asia and the Pacific	Project description: Further development of the Coalition of cities, through more cities and municipal associations joining the network and exchanging information and experiences on their policies and practices against all form of discriminations especially related to UNESCO Coalitions' Ten Point Action Plans through conferences, meetings, research and other initiatives.
39	South East Asia	Promoting social inclusion of disadvantaged and vulnerable communities in South East Asia	Project description: UNESCO will assist governments in South East Asia in the development of policy and legislation with the aim of creating an inclusive, barrier-free and rights-based society for disadvantaged and vulnerable communities. Government policy is essential to address the needs of these populations. However, the lack of accurate data due to the inexistence of systematically collected statistics and the differences of disability definitions used as well as the persistent stigma and exclusion poses a huge challenge to policy formulation.
40	Africa	Empowering Young Women and Men for Self Employment, Entrepreneurship and Leadership in the Five East African Partner States	Project description: This activity is set in the framework of the UNESCO Strategy engaging Youth for Africa's Development and responds to the African Union Decade Plan of Action aiming at accelerating Youth empowerment for sustainable development 2009-2018. Participants are involved in a one week training of trainers session and, following this, they are organised into a Network of "Apôtres de la Paix" and they support the peaceful resolution of conflicts at community level with public administration.

INDICATIVE REVIEW OF UNESCO'S WORK ON SOCIAL INCLUSION