

Hundred and sixty-fifth Session

165 EX/44
PARIS, 16 September 2002
Original: English

Item 10.3 of the provisional agenda

**COMMENTS BY THE DIRECTOR-GENERAL
ON THE EXTERNAL EVALUATION REPORTS
SUBMITTED IN THE 2000-2001 BIENNIUM**

SUMMARY

In accordance with the provisions of 164 EX/Decision 8.5, paragraph 7, the Director-General hereby submits to the Executive Board a short report on some of the evaluations carried out in the 2000-2001 biennium, which have been finalized.

Decision proposed: paragraph 50.

BACKGROUND

1. At its 164th session, the Executive Board requested that the Director-General “continue to report periodically to it on evaluations that are carried out on the Organization’s programme activities and on the progress made in the follow-up to evaluation recommendations”.
2. Seventeen external evaluations were planned for the 2000-2001 biennium. Of these, five were presented to the 164th session of the Executive Board. Two evaluations were never undertaken due to delays in the implementation of programmes/projects. One evaluation – the Hydrology Programme in Africa – was abandoned initially, but is now included as part of a larger hydrology evaluation that is in progress. Three evaluations were sent back to the programme sectors because their quality did not meet UNESCO standards. The six remaining approved evaluation reports are presented herewith.
3. The first part of the document presents in a summarized form a description of each of the evaluation reports, including major findings (lessons and constraints) and main recommendations. This is followed by a brief account of the actions that the Director-General is taking in response to the recommendations made in the report. In the second part of the report the Director-General draws out the generic lessons from the evaluations.

PART I – PRESENTATION OF EVALUATION REPORTS

UNESCO NATIONAL CULTURE OF PEACE PROGRAMME IN BURUNDI

Brief description and purpose of the evaluation

4. The Culture of Peace Programme was adopted in 1993 and in 1995 it was established as a priority for all sectors of UNESCO when it was expanded into the transdisciplinary project, Towards a Culture of Peace. It not only contained operational objectives, but also structural ones, including the improvement of coordination and consultation in the design and execution of programmes.
5. The UNESCO House for the Culture of Peace in Burundi (HUCPB) was established against this background in December 1994 following an explicit request by the Burundi Minister of Education. The National Programme, to be implemented in Burundi from 1996 to 2000, was developed in Headquarters.
6. The central objective of the evaluation was to “appraise the activities of the Burundi National Programme in the broader context of UNESCO’s Culture of Peace Programme and impact on the beneficiaries, and to formulate precise recommendations for future development in addition to drawing lessons from observed best practices with a view to adapting them to other similar situations”. It should be noted, however, that due to the lack of security in numerous provinces, the evaluators’ mission was limited to the capital – a significant constraint in view of the fact that the Programme is national.

Major findings (lessons and constraints)

7. The following findings emerged from the evaluation:
 - (a) In general, the field office in Burundi was found to have achieved a commendable result by contributing towards the Culture of Peace with UNESCO enjoying the confidence and trust of all ethnic and conflicting groups. However, due to the want of clear

definition of the Programme the activities lacked focus, were sectoral in character, and were dispersed in a wide range of undertakings. The evaluators found, as a result, that the activities often failed to respond specifically to the Burundi conflict since a transdisciplinary approach was required to optimise their impact on the peace-building process.

- (b) There was a clear lack of coordination between the Education Sector at Headquarters and the field office in operational terms, as reflected in the disconnect between the objectives formulated in Paris and the activities carried out by the HUCPB. The evaluation concluded that failure to improve coordination would damage the image of the Organization as well as that of the field office.
- (c) The establishment of the HUCPB in Burundi was done before UNESCO clearly defined its status within the Organization's structure. It was unclear who was responsible for what and where accountability lay. This compromised the impact of the activities undertaken.
- (d) The evaluation team observed that the method of choosing suitable participants was not always appropriate. Involving representatives of the three ethnic groups every time without attention also being given to the sub-sets of participants selected was inappropriate as a comprehensive strategy to promote a spirit of reconciliation. The evaluation team concluded that there was a need to involve people who represented different age groups or who occupied different social roles.
- (e) Although UNESCO had stated that it would implement the Programme, no firm commitment of funds was given at the planning stages. The misconception that UNESCO would provide significant funding prevailed in the field, thereby prompting expectations that could not be met and hence compromising the Organization's reputation.
- (f) There was an absence of built-in criteria for evaluation, monitoring and follow-up.
- (g) The Programme was designed by officers from Headquarters and field offices without consultation with beneficiaries. The evaluation team concluded that this was a significant contributing factor to the lack of ownership by stakeholders. The provisions that had been built into the Programme for encouraging the people and/or the Government of Burundi to undertake action for promoting Culture of Peace were inadequate and impacted negatively on the sustainability the Programme.
- (h) The HUCPB was forced to rely heavily on extrabudgetary funds and on funds provided by other United Nations bodies for activities that they implemented. This led to UNESCO losing control over the activities undertaken. Where, for instance, the UNDP provided the funds, the activities tended to reflect the objectives of this organization, rather than those of UNESCO. Activities were often unrelated and dispersed, with no umbrella structure. This placed the House in a difficult position and caused UNESCO's credibility to be put in question. Despite the fact that UNESCO was not providing sufficient funding for activities, the House was still held in high regard.
- (i) UNESCO was found to cooperate effectively with the Government Ministries for Education, Women and Communication, as well as numerous United Nations agencies. Cooperation was enhanced by UNESCO's neutrality. However, the evaluators

questioned this neutrality as it might handicap the Organization's ability to speak out where there is blatant violation of human rights.

- (j) The field office's personnel competently carried out their work. The conflict in Burundi was ongoing, thereby making it difficult to reach some of the target groups.
- (k) The evaluators questioned the appropriateness of some activities, such as the Children's Festival in that "assembling together 500 children of three different ethnic groups from a war-torn home environment to a festive atmosphere leads to a false interpretation of the real situation if not out-rightly underrating the problem". The festival was a high profile activity considered by the officials as successful. However, no evaluation of this activity was carried out in order to measure what impact, if any, it had on changing the attitudes of children within five days, including lack of criteria to explain what is meant by successful. Further, the activity was not linked to the rest of the programme and those questioned could not explain if the festival was the beginning of several activities to follow or was considered to be a cure.
- (l) The programmes generally enhanced the visibility of UNESCO by gaining much media attention. It was noted, however, that the Organization's image was enhanced by its visibility rather than by the impact of its activities, and hence the qualitative component of exposure needed to be looked at.
- (m) The evaluation team found that the programme of workshops and seminars held in 1995-1997 for journalists, the launch of the House of the Press in Bujumbura, and the establishment of an award for journalism were very successful in inspiring the media to play an important role in the peace-building process and specifically in the Culture of Peace Programme. The impact of this focused, well-funded and sustainable initiative has been recognized by the Government, which was keen to actively participate in supporting the National Programme.

Recommendations

8. Following its analysis, the evaluation team recommended that the following measures be considered:

- (a) The Burundi House of Peace and the Education Sector should reconsider the application of the sectoral structure of UNESCO Headquarters to programme activities because a sectoral strategy is not always the most effective modus operandi. UNESCO must develop effective ways of operating transectorally.
- (b) The Organization needs to clarify the structural relationship between Headquarters and field offices to ensure accountability is made clear.
- (c) UNESCO must make it clear that it is not a funding agency in order to prevent a misconception to the contrary from arising.
- (d) UNESCO must ensure the involvement of primary stakeholders at the design stages of projects in order to guarantee ownership and sustainability.
- (e) Planning, monitoring and evaluation of programmes and their relevance to the programme's objectives need to be improved.

- (f) UNESCO needs to exert greater strategic control over programmes even where funding is coming from other sources since the Organization's reputation is jeopardized when the specific agendas of other organizations are imposed on a programme that carries UNESCO's name.
- (g) The notion of visibility needs to be assessed to ensure that it is based on substance rather than image since ultimately purely superficial visibility would be highly damaging to the reputation of the House.
- (h) The Organization needs to reconsider the way it conceives of neutrality since unquestioning adherence to a passive neutrality policy might compromise its ability to negotiate peace when this necessitates challenging the protagonists.

Actions being taken by the Director-General

9. The Director-General accepts the bulk of the recommendations made by the evaluators and is committed to taking action. The recommendations relating to issues of financing, ownership of the projects by the primary stakeholders and structural relationships have already been taken into account during the planning of the follow-on programme. For example, the UNESCO Office in Bujumbura has solicited financial support from the UNESCO Africa Department to help the Government of Burundi organize a round table meeting for funders. Moreover, the Director-General is committed to addressing the need to strengthen intersectorality on this programme. However, he notes that some of the recommendations stem from a misinterpretation of the findings, and consequently cannot all be considered for implementation.

10. A workshop to discuss validation and approval of the Programme took place from 27-28 June 2002 with representation from the various partner agencies. The outcomes of this workshop will be submitted to the Council of Ministers for their approval and implementation by the stakeholders. An indication of the national character of the Programme following approval by the beneficiaries, and hence a reflection of its sustainability, is provided by the fact that the UNESCO logo no longer features on the covering page of documents.

THE DIVISION FOR FREEDOM OF EXPRESSION, DEMOCRACY AND PEACE (FED)

Brief description and purpose of the evaluation

11. The evaluation focused on describing and examining the effectiveness of FED's three programmatic approaches for the promotion of freedom of expression, namely: normative strategy, public awareness strategy, and emergency response strategy. Furthermore, the evaluation considered these strategies in terms of meeting the future. The following data collection approaches were employed: (a) Observation of a regional seminar held in Windhoek in 2001 (hereafter referred to as Windhoek +10 Conference); (b) Interviews of key informants at UNESCO Headquarters; (c) Field visits to three countries (Mozambique, Indonesia, Federal Republic of Yugoslavia) where the evaluators interviewed UNESCO regional and field office staff, as well as NGOs who were beneficiaries of UNESCO's assistance; (d) Document analysis; (e) Two questionnaires were distributed to international, regional, and national media NGOs, including participants of the Windhoek +10 Conference, in order to receive their perspectives on UNESCO's strategies.

Major findings (lessons and constraints)

12. The following findings emerged from the evaluation:

- (a) The evaluators stressed the success of the five regional seminars, beginning with Windhoek in 1991, in terms of normative development, the creation of infrastructure to build press freedom, and as international press freedom educational and awareness-raising tools. However, the evaluators pointed to a lack of consistency between the language and the recommendations of regional seminars and the programmes of FED.
- (b) Although survey findings suggest that the majority of participants were satisfied with the achievements of the Windhoek +10 Conference, the evaluators stressed that an influential minority expressed intense criticism of the absence of discernible outcomes of the conference. Another problematic issue was that a group of activists had failed in their attempt to get a declaration on broadcasting adopted as a UNESCO regulatory document because they were not made aware of the due process for making submission.
- (c) UNESCO provided support for a number of activities related to the development of media law, policy, research and practice in various countries, including direct assistance to Member States to create or reform media legislation and to associations of journalists to adopt or improve codes of professional conduct. Furthermore, UNESCO undertook public awareness activities to urge Member States to comply with a General Conference resolution concerning “Unpunished Crimes against Journalists” and to foster understanding of the importance of freedom of expression at grass-roots level (for example, two successful workshops were held in Iran in 2000 and 2002). UNESCO has, moreover, established Chairs of freedom of expression at universities in Argentina, Palestine, Papua New Guinea and Guyana, and issued publications related to normative media development. Other achievements include the establishment of the UNESCO/Guillermo Cano World Press Freedom Prize, and support provided to the International Freedom of Expression (IFEX) network to promote and defend freedom of expression.
- (d) The evaluation reflected the concerns of NGO’s on a number of issues: (1) Serious underfunding and the constraints that affect FED, particularly those relating to the International Programme for the Development of Communication (IPDC); (2) shortcomings in proactive engagement and use of UNESCO’s moral and political leadership to influence governments that repress freedom of expression; (3) insufficiently forceful implementation of programmes related to the regional seminars and Windhoek+10 Conference; (4) involvement of NGOs in the preparation of The World Summit on the Information Society, with a clear focus not only on technologies but also on the content of information; (5) greater emphasis on the development of the economic aspects of independent media enterprises; (6) sharper strategic focus; (7) fear that FED’s work will become more and more marginalized in light of the controversial nature of freedom of expression work and new decentralization efforts.
- (e) The evaluators stressed the need for exit strategies from emergency response initiatives and emphasized the sustainability of UNESCO’s efforts as an issue. The lack of business, marketing, and management skills, vital to the economic survival of independent media enterprises, was highlighted.
- (f) The evaluators underlined the lack of a collaborative culture within UNESCO, aggravated by UNESCO’s internal structure of five separate sectors – a structure impeding mainstreaming of freedom of expression issues.

Recommendations

13. The Recommendations that emerged from the evaluation were the following:

- (a) UNESCO should take the lead in facilitating a normative broadcasting declaration. For future conferences, UNESCO should ensure that all participants are informed about consultative procedures regarding proposed declarations and other agenda items.
- (b) UNESCO should become the lead agency for establishing effective collaborations with like-minded partners, IGOs and NGOs. It should more strategically decide when to implement freedom of expression activities directly – only if it is uniquely qualified or positioned to make a discernable difference. UNESCO should avoid becoming simply one more actor among a plethora of other agencies.
- (c) UNESCO should continue to involve NGOs in the preparation of The World Summit on the Information Society, and maintain a clear focus not only on new technologies, but also on the content of information.
- (d) UNESCO should award substantially more resources to FED/CI needs in order to ensure its future effectiveness and credibility as the United Nations' lead agency in the field of freedom of expression. Equally important is the strong political support from the leadership of UNESCO.
- (e) UNESCO should continue to uphold the decision of the independent jury that awards the annual Guillermo Cano Prize for Press Freedom, particularly when these decisions are challenged by Member States.
- (f) UNESCO should explore strategies on how best to engage with Member States that frequently violate the freedom of expression principles. UNESCO could send fact-finding missions to the respective countries, support the establishment of legal environments for independent media, and strengthen media's capacity to practise professional journalism. UNESCO should more systematically react to the serious harassment of journalists.
- (g) UNESCO should improve its exit strategies from SOS initiatives, with special emphasis being placed on the sustainability of its efforts. Training in business, marketing, and management skills should be provided to independent media enterprises, which are vital to their economic survival.
- (h) UNESCO should make a final decision on whether to retain or to terminate the International Programme for the Development of Communication (IPDC).
- (i) UNESCO should strive to mainstream freedom of expression activities across all sectors, and should in particular include the Education and Culture Sectors. This might require the repositioning of the FED unit within UNESCO.

Actions to be taken by the Director-General

14. The Director-General has unequivocally expressed his commitment to press freedom and is providing the strong political support and leadership required.

15. UNESCO will continue to emphasize the key initiatives (the three programme strategies: public awareness, normative and operational) and act as lead coordinator in “hot spot” areas in order to further strengthen independent media activities.

16. Furthermore, the Director-General will focus on UNESCO’s unique position as an international intergovernmental organization and not compete with donors and NGOs. The commitment is to provide a platform for proactive interaction and mobilization of human, material and technical resources. UNESCO will place more focus and resources on early warning systems and pre-conflict and chronic tension areas.

17. Initiating cross-cutting issues and multisectoral approaches are seen as constructive ways to pave way for broadening the freedom of expression perspective in all UNESCO programmes. For example, the Secretariat is in the process of developing a Media in Education project (along similar lines to the Newspapers in Education initiative).

18. The issue of the “unfinished business of Windhoek” is being addressed both in terms of freedom of expression activities and communication activities with more long-term perspectives, notably to ensure the economic viability of the media. UNESCO will continue to cooperate closely with NGOs and media professionals in order to achieve these objectives.

19. The Secretariat will continue to implement activities to strengthen awareness of press freedom such as World Press Freedom Day, protection for journalists, World Press Freedom Prize, as well as normative activities within media legislation and regulation. In 2003 a global campaign to raise awareness about unpunished crimes against journalists will be launched. The Director-General is fully aware of the challenge raised by the evaluation to send fact-finding missions to countries that are frequently subject to media freedom violations, while acknowledging that these issues are politically sensitive.

20. Given the limited resources of the CI/FED division and the political aspect of the work the Director-General has decided that the Press Freedom Programme should continue to be coordinated at Headquarters but in close cooperation with field offices.

21. The recent reform process of IPDC has identified freedom of the press as its top priority and therefore CI/FED will have a role in advising IPDC on grant applications.

22. Concerning the World Summit on the Information Society, the Director-General will initiate a special programme on freedom of expression in cyberspace with a special focus being placed on the content of information and not only on new technologies.

23. The Director-General recognizes that it is not possible within the regular budget to expand the programme and/or develop new strategies to the extent recommended. However, the Director-General is committed to increasing cooperation with like minded IGOs, United Nations agencies and donors.

INFORMATION SERVICES IN SOCIAL AND HUMAN SCIENCES

Brief description and purpose of evaluation

24. This evaluation assessed the quality of information and documentation services, as well as publications of the Social and Human Sciences Sector and gave feedback on how to streamline and improve the Sector’s work. The evaluation was carried out by an external evaluator, who was an expert in the field of information sciences. For this evaluation, the term “information and

documentation services” encompassed a wide range of items, from databases to serial print publications. In addition to document analyses, a short user questionnaire and a number of staff interviews constituted the main source of data in this evaluation.

Major findings (lessons and constraints)

25. The following findings emerged from the evaluation:

- (a) Although in general the quantity of the output of the Sector was found to be quite high, the quality varied considerably. The absence of coordination and streamlining procedures compromised the efficiency and effectiveness of the outputs. A lack of formal quality assurance was noted. For example, no written standards for print publications existed.
- (b) There was very little sense of a corporate identity within the Sector as a whole. Despite the generally high visibility of UNESCO in the world, the Sector’s specific activities and products often lacked a corporate image or design. Effective marketing strategies were not in place in the Sector.
- (c) The evaluation observed that there was a lack of user orientation. For specific products, target audiences were often not clearly identified, the design of the products failed to sufficiently reflect the specific needs of the target audience (e.g. language style, visualization, etc.), and distribution actions were not planned and monitored sufficiently.
- (d) A symptom of the general lack of user orientation is that someone who does not already know about UNESCO activities would only accidentally encounter information from the Sector. The evaluator concluded that there was a lack of concern and knowledge about external information structures and general user behaviour.

Recommendations

26. The following recommendations are made:

- (a) **Global leadership in social science information:** There is an urgent need for a global initiative for knowledge-sharing in the social sciences to prevent further the global divide. More specifically, the DARE database ought to be strengthened (new name, more visible profile), to provide a much-needed global e-print archive for the social sciences instead of further reducing its impact by specializing on sub-topics.
- (b) **Technology:** Electronic publishing should be extended to form the basis for future scientific communication and static media should only be produced on demand. “Deep web” technologies should be employed in order to automate information collection and dissemination. Inclusion in all well-known external information channels (gateways, library service providers, etc.) and the use of up-to-date information technology by continuously building on the knowledge and skills of the information professionals should be the goal.
- (c) **Concentration:** All information, documentation and publication activities ought to be assembled into one coherent unit. Internal communication and information sharing, e.g. through sector-wide meetings, should be improved. Production procedures of print and electronic publications need to be streamlined, thereby contributing to a more clearly defined corporate identity within the Sector.

- (d) **User orientation:** Every product should have a clearly defined target audience and a target-oriented presentation style. If the wider public were chosen as the target audience more frequently, the readability of the products would improve for internal users as well. In addition, basic marketing strategies should be implemented to enhance recognition and image of the products (e.g. publication series with a long-term perspective and high-profile editorial boards). Public relations work needs to be taken more seriously, for example by more actively advertising the Sector's achievements, both internally and externally.

Actions to be taken by the Director-General

27. The Director-General has accepted the recommendations and is taking the following actions.

28. A **new unit** that regroups external communication, the web, the documentation centre, the database service, and publications of the Social and Human Sciences Sector, has been created. This will allow streamlining of production procedures (both print and electronic) and create synergies. It will improve quality control of all types of products. A conscious effort is being made to improve the two facets of the unit's work: proactive communication and collection and dissemination of information through databases, the web, publications, e-journals, etc. Particular attention is being paid to increasing the visibility of programmes and projects and identifying target audiences and the best ways of reaching them. Public relations are also being improved, for example through thematic lists of media and support to journalists specialized in social and human sciences.

29. A **new approach to the web** includes portal software (**Simplify**) and common guidelines for the presentation of information on the Web. Not only will this make the sites more attractive and homogeneous, but it will also increase the flow of information and interactivity with the public. The approach adopted by the Secretariat will place the focus on themes and programmes rather than use the institutional/divisional approach presently in effect. Links will facilitate navigation within the organization and allow the public to have both a global and a detailed view of all of UNESCO'S social and human sciences activities. The newly appointed webmaster is preparing a new home page for the Sector in close liaison with the general UNESCO webmaster. This will result in a better showcase for the great wealth of information produced by UNESCO in the field of social and human sciences and in the ability to better understand the needs of the public and respond to them. To this end, the Secretariat will continue to ensure that static media is available to developing countries that do not have access to the latest technologies.

30. A **strong communication strategy** will be finalized to enhance the visibility of UNESCO's activities in the field of social and human sciences. This strategy will outline UNESCO's strengths in this field, identify the goals in terms of communication, describe the methods of attainment and propose a plan of action to be implemented in 2002-2004. Moreover, a strong relationship has been established with the central Bureau of Public Information (BPI). A focal point has been appointed to act as liaison with BPI, providing information and monitoring to ensure that these activities are publicised through official communication channels.

31. In a move to improve both internal and external communications, a series of informal meetings entitled Human Rights and Society Talk have been launched. These are aimed at creating a debate between Member States, UNESCO staff, and civil society on human rights issues and at giving visibility to the Organization's activities in this field. In order to provide Member States and external partners with better information about social and human science activities, regular information meetings are being held with regional groups and mechanisms are being established for improving internal communication.

PUBLICATIONS ON HUMAN RIGHTS EDUCATION

Brief description and purpose of evaluation

32. The purpose of this evaluation was to contribute to the formulation of a future strategy on Human Rights Education (HRE). The evaluation focused on nine publications (books and resource packs), commissioned by UNESCO Headquarters and field offices between 1997 and 2001. The relevance of the publications was assessed in light of UNESCO's HRE goals and objectives. These were identified in UNESCO documents such as the 1995 Declaration and Integrated Framework of Action on Education for Peace, Human Rights and Democracy. The evaluation also included a report on the perception of users and UNESCO staff of the dissemination and impact of these publications, based on 11 staff interviews and an email questionnaire with 11 responses from 10 countries. In addition, the evaluator provided guidelines for the future development and evaluation of HRE publications.

Major findings (lessons and constraints)

33. The following findings emerged from the evaluation:

- (a) The findings on user perceptions of the materials were limited by the number and geographical distribution of the respondents, with five responses from Europe, and three from Africa and the Americas, respectively. Four out of five broadly focused publications were used by nine respondents. Not surprisingly, the four regional publications were consulted only by the respondents in that particular region. The respondents generally rated the materials as "very useful" or "useful" – primarily as reference and resource materials. However, the coverage of some topics such as, non-violence, democracy, and particularly racism, was rated less favourably.
- (b) Several respondents thought that the materials should be more widely disseminated, and barriers, such as translation into national languages, and the limited fundings available in certain countries to secure HRE material, should be overcome.
- (c) The staff interviews suggested that there was no dissemination strategy or mechanism to monitor and evaluate the use and impact of materials in place. Although UNESCO staff were generally aware of the HRE objectives, they seemed to lack clear guidance and support in realizing the strategies.

Recommendations

34. The evaluators made the following recommendations:

- (a) UNESCO should better coordinate the commissioning, development, publishing, and dissemination of materials. Production and dissemination strategies should ensure that dissemination constitutes an integral part of the production process, rather than being an afterthought. Sufficient funding should be provided for dissemination and national language translations.
- (b) UNESCO lacks information about dissemination of co-published resources and their impact. Criteria for co-publication of materials should be made explicit and transparent, so that both users and staff can ensure that the materials reflect UNESCO's objectives. Regionally produced co-publications appear well suited to their audiences and highly valued by their users.

- (c) UNESCO should ensure that particular attention is paid to regions and countries where there is a shortage of HRE resources, to emphasize topics currently neglected in the materials (anti-racism, terrorism, and gender), and to supplement the topic of “tolerance” with “equity”, “justice” and “diversity”.
- (d) UNESCO should reinforce the needs assessment, monitoring, and evaluation mechanisms for future HRE publications and dissemination, including co-published work. The analytical grid provided by the evaluator should be incorporated in future evaluations.

Actions being taken by the Director-General

35. Based on the recommendations, the following actions will be taken by the Director-General:

- (a) Strengthen UNESCO’s policy concerning the publication and dissemination of HRE materials in particular recognizing the needs of a wide range of countries to have access to materials based on normative standards and giving particular consideration, within this publication strategy, to regions and countries where there is a shortage of educational resources.
- (b) Ensure that more emphasis is given to areas currently neglected, namely issues of racism, gender and terrorism.
- (c) Incorporate a systematic review and external evaluation into future UNESCO HRE publication projects.
- (d) Where appropriate, the Director-General encourages countries experiencing economic difficulties to seek funding for translation from donors.

“CITIES: MANAGEMENT OF SOCIAL AND ENVIRONMENTAL TRANSFORMATIONS” MOST PROJECT

Brief description and purpose of evaluation

36. The evaluation assessed the two project sites, Dakar (Senegal) and Port-au-Prince (Haiti), as well as the relationship between objectives, implementation, methodologies, and results of the project as a whole. The evaluation methods were qualitative, including site visits (observations, interviews) and document analyses. The site assessments were to focus on the impact of the project and lessons learned, whilst the synthesis report served to: (1) provide a “general framework of action” for urban development projects; and (2) delineate the overall added value of the project, including an overview of its main activities.

Major findings (lessons and constraints)

37. Pilot project site assessments:

- (a) At the Dakar site, the living conditions of local residents were found to have improved by the building of 256 cesspools, latrines, standpipes, public lavatories, a tanker for sewage disposal, and a community centre.
- (b) Support for other activities had been provided for, e.g. women’s groups, refuse collection service, and a community shop. Representatives from all the political and

social sectors, including at county borough level, participated in a project steering committee, jointly managing investments, premises and resources. There had been discussions with two ministries about further extension of the project.

- (c) At the Port-au-Prince site, the evaluation found that a participatory process empowered the neighbourhood associations to take responsibility for social and environmental management, with the following practical results: improvement of a road and pedestrian network; construction of a retaining wall, footbridge, football ground, community squares with lighting, provision of street furniture using local craft techniques; construction of a mural by a Haitian artist. Technical problems made the water-related objectives of the project impossible to implement.
- (d) The activities undertaken in the Haiti project have enhanced conflict resolution within the neighbourhood, as well as communication between local actors and various State bodies.

38. General project assessment:

- (a) The evaluator presented two diagrams as part of his analysis – one showing the particular contributions of the project and the working framework in which it took place, the other constituting a general design template for development projects in an urban environment. The evaluator focused moreover on neighbourhood organizations, pointing out that they are often torn between the interests of their local community on the one hand, and the State or political system outside that community on the other hand.
- (b) The approach employed by the project was deemed to have been innovative and successful: starting as it did at the local (micro) level by empowering local organizations, and then gradually involving the State and government (macro) levels. The task of bringing the different players together to engage in effective communication was successfully achieved by development NGOs, who also provided staff training and project management facilities.

39. UNESCO's role:

- (a) The roles of Headquarters and the field offices differed from one pilot site to another. However, the evaluation team concluded that they were both in a good position to take on a more active part in support of the project. The evaluation emphasized the central role of the field missions undertaken by the Project Coordinator to strengthen UNESCO's institutional presence, which enhances confidence in and awareness of the project. UNESCO's role was thus three-fold: (1) legitimization (enhancing the status of local organizations and the project in the eyes of the State and the public); (2) catalysis (conflict resolution, diversifying the range of actors, supporting direct relations between them, especially between State and civil society); (3) action-research (the weak point being that there is no institutionalized documentation, evaluation, and learning from experiences; for example, no documents were produced as a result of a collective drafting process).
- (b) UNESCO avoided placing the issue of funding solely in the hands of local players; instead, the beneficiaries showed growing interest in adopting a participatory process to development. The intersectoral nature of the project, including both ecological and social science fields, was also judged as beneficial.

Recommendations

40. The following recommendations were derived from the evaluation findings:

- (a) The evaluators recommended that funding sources be diversified. Neighbourhood organizations should be trained to handle funds directly and UNESCO should match the funding provided by other funding sources. The project should receive sufficient funds to ensure a significant (i.e. noticeable) improvement in the quality of life at each project site.
- (b) UNESCO should stay actively involved in the project, precisely defining the functions of Headquarters and the field offices.
- (c) The Organization should use its recognized authority and legitimacy to: (1) promote awareness of the project in the public arena; (2) support local organizations; (3) support the State in its legitimate functions; (4) encourage democratic cooperation among all these players.
- (d) The project should be based on in-depth knowledge of local support networks and cultural traditions. NGO's should handle relations between all involved parties, actively promoting democratic practices.
- (e) The involvement of the ecological science division (e.g. jointly with local university experts) should be strengthened, and other UNESCO Sectors, e.g. Education, Culture and Communication, should become involved.
- (f) Continuous collective documentation and evaluation should be established. The evaluations should reflect the viewpoints of all major players. A symposium bringing together all stakeholders might be organized, for example, to produce specific recommendations for the project sites and general guidelines for urban development projects.

Actions being taken by the Director-General

41. The Director-General accepts the recommendations made by the evaluators and has made a commitment to implement them. Efforts are being made to diversify the funding sources of the project.

42. The symposium on fighting urban poverty has already been held and its recommendations will be implemented by the stakeholders. A research oriented project was also launched called Cities and Survival in Western and Central Africa and this activity was being closely followed up by the UNESCO Dakar Office. Lessons also have been learned from the research-action oriented UNESCO project based on the MOST document on Urban Development Projects. All these efforts are aimed at increasing local support and participation.

43. SHS will also involve other UNESCO Sectors, in particular, Education, Culture and Communication.

EVALUATION OF THE INTERNATIONAL SAFEGUARDING CAMPAIGN FOR THE KATHMANDU VALLEY 1979-2001

Brief description and purpose of the evaluation

44. In line with the decision taken at the 30th session of the UNESCO General Conference in 1999 (30 C/5, Programme III.1, paragraph 03112), this evaluation reviewed the impact of the campaigns conducted over the past ten years and the methodologies applied and made recommendations for a post-campaign strategy. The UNESCO International Safeguarding Campaign for the Kathmandu Valley was launched in 1979, the central objective of which was the restoration of Hanuman Dhoka Palace, Kathmandu. Indeed, the first ten years of the Campaign were concentrated almost entirely upon the restoration of individual public monuments rather than the entire historic environment. The evaluation was based on a mission to the Kathmandu Valley undertaken in 2000.

Major Findings (lessons and constraints)

45. The following findings emerged from the evaluation:

- (a) The report concluded that the Campaign has undoubtedly been of fundamental significance to the enhancement of the capacity of the Nepalese people to manage and conserve their unique cultural heritage particularly, contributing to raising awareness of both national and international bodies to the need to invest in the restoration and repair of the public and private monuments within the Valley.
- (b) The substantial sums that have been raised and expended have meant that there are few of the major monuments in the World Heritage Site, that have not yet been repaired, and that those remaining will be repaired with funds raised by a locally based trust.
- (c) Despite these achievements, the evaluators found, however, that much still needs to be done in order to secure the repair of monuments elsewhere in the Valley and that success has been less marked in the preservation and conservation of the overall urban setting. Indeed, the constitutional right to develop one's own land was identified as a factor making the establishment and protection of rural and natural preservation zones foreseen by the 1977 Master Plan difficult.
- (d) Cooperation between UNESCO, other international advisers and the Nepalese authorities was found to have increased during the last ten years and this has raised the latter's awareness of heritage conservation issues.
- (e) The development of a body of qualified and experienced conservation professionals in the private sector was identified as important in encouraging the involvement of the general public, which has in turn led to efforts to preserve and revive traditional music, drama and dancing, as well as the traditional religious, cultural and social activities of the Newari people.
- (f) The evaluators found that UNESCO was not prepared for the difficulties encountered in pursuing a campaign centred on living cities, potentially subject to rapid change. The 1977 Master Plan was insufficiently focused and its recommendations were too wide-ranging to be implementable in a developing country without the input of massive international support. Little funding was directed through UNESCO, although the surrounding publicity attracted substantial bilateral aid.

- (g) The realization of the objectives of the Campaign in its early stages was hampered by the absence of effective implementation procedures and the lack of staff within UNESCO specifically dedicated to the Campaign. Moreover, it lacked direction since no Nepal-based director had been appointed.
- (h) The appointment in 1995 of a campaign technical advisor changed the direction of the Campaign away from direct fund-raising towards efforts to build local capacity and to enhance management. The technical adviser assisted in the establishment of a Development Control Unit within the Department of Archaeology and advised on improvements to protective legislation and administrative practice, contributing to the Fifth Amendment of the Ancient Monument Preservation Act being passed in 1996 which established a legal basis for the protection of privately owned buildings by preventing their demolition.
- (i) Specifically, the Bhaktapur Development Project and the Project in Panauti constituted significant early successes which reflected the holistic aims of the Master Plan.
- (j) The Campaign and the awareness of the historic environment that it has encouraged, have promoted the establishment of independent conservation trusts which have deepened the involvement of local people with the preservation of their own heritage.
- (k) A Heritage Conservation Unit, now under the Ministry of Culture, Tourism and Civil Aviation, was found to represent a major financial commitment by the Nepalese Government. The evaluators observed a change of attitude, particularly in Patan and Bhaktapur, where competently designed traditional-style new buildings had become commonplace. The report stressed, however, that much still needs to be done in developing a culture of preserving and repairing traditional houses rather than accepting their eventual replacement.
- (l) Over the duration of the Campaign, some US \$10-20 million have been raised, which is more than twice the amount estimated in the 1977 Master Plan.
- (m) The evaluation concluded that UNESCO's future role should be to support further capacity-building and training.

Recommendations

46. Although the majority of recommendations are addressed to the Government and other institutions, including NGOs, the following recommendations are addressed to UNESCO:

- (a) UNESCO should provide legal advice to the Nepalese Government to secure the rapid enactment of a Sixth Amendment to the Ancient Monument Preservation Act, as well as to amend the Constitution to allow for the placing of restrictions on the right to build on one's own property, essential for the preservation of rural areas.
- (b) UNESCO should continue to extend its support to the Nepalese authorities, including seeking extrabudgetary resources, to ensure progress is made with documentation etc.
- (c) A typology of the architecture of the Kathmandu Valley should be prepared with assistance from UNESCO.
- (d) Strategies for providing training in architectural conservation, conservation engineering and the use of traditional craft skills should be developed by UNESCO in conjunction

with the Nepalese authorities, the Institute of Engineering at Tribhuvan University and other educational institutions.

- (e) An analysis of the heritage dividend should be carried out in order to allow for the development of a coordinated strategy for generating income for the conservation and environmental enhancement of historic sites.
- (f) UNESCO should support the development of project proposals for monuments at risk and for the conservation of historic areas in order to attract funding from national and international donors.
- (g) The establishment of an International Working Group to support and guide future conservation efforts by the Nepalese Government in cooperation with the relevant national and international institutions.

Actions being taken/to be taken by the Director-General

47. The Director-General would be pleased to consider any request for technical assistance from UNESCO recommended in the Evaluation Report that his Majesty's Government of Nepal deems appropriate. At present no such requests have been received. However, negotiations are currently under way for undertaking a major restoration project at the Sundari Chowk Palace in Patan, to be implemented by the Division of Cultural Heritage with the support of the Japanese Funds-in-Trust for the Preservation of the World Cultural Heritage. This is perhaps the most concrete illustration of UNESCO's ongoing support for the Kathmandu Valley World Heritage Site.

PART II – CONCLUDING REMARKS OF THE DIRECTOR-GENERAL

48. Whilst in general the quality of the evaluations has improved, some of the evaluation reports did not reach the standard required by the Director-General and the Executive Board. There is thus still a need to improve further the terms of reference for evaluations, their methodology and the analyses undertaken. Of particular importance is the need for evaluations to be evidence based and to provide concrete and implementable recommendations.

49. The Director-General has already taken steps to improve the quality of evaluations by proposing a new UNESCO Evaluation Strategy and a Medium-Term Evaluation Work Plan for consideration at this session of the Executive Board (165 EX/19). The Director-General is confident that implementation of this strategy will considerably strengthen the quality of the evaluation processes within UNESCO.

50. In light of the above comments, the Executive Board may wish to adopt a decision on the following lines:

The Executive Board,

1. Having examined document 165 EX/44 and appreciative of the evaluations that have been presented,
2. Taking note of the recommendations made by the evaluators as well as the report of the Director-General on the implementation of these recommendations,
3. Bearing in mind the Director-General's concern about the quality of evaluation reports highlighted in the Director-General's concluding remarks,

4. Invites the Director-General to implement in the appropriate manner those recommendations that he judges necessary to improve the programmes to which they relate and to improve the quality of evaluations by implementing the new UNESCO Evaluation Strategy (165 EX/19);
5. Requests the Director-General to continue to report to the Executive Board on evaluations that are carried out on the Organization's programme activities and on the progress made in the follow-up to evaluation recommendations.