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External Evaluation of UNESCO's Strategic Programme Objectives 9 and 10

9: "Strengthening the contribution of culture to sustainable development"

and

10: "Demonstrating the importance of exchange and dialogue among cultures to social cohesion and reconciliation in order to develop a culture of peace"

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List of Acronyms

AHPADA	ASEAN Handicraft Promotion and Development Association
ALECSO	Arab League Educational Cultural and Scientific Organization
AoC	Alliance of Civilizations
ASEAN	Association of Southeast Asian Nations
BSP	Bureau of Strategic Planning
C/4	UNESCO Medium-Term Strategy (6 years)
C/5	UNESCO Programme and Budget (2 years)
CCA	UN Common Country Assessment
CEI	Division of Cultural Expressions and Creative Industries
CDPL	Cultural Diversity Programming Lens
CI	UNESCO Communications and Information sector
CID	Section of Creative Industries for Development
CLT	UNESCO Culture sector
CPD	Division of Cultural Policies and Intercultural Dialogue
CO	UNESCO Cluster office
CPO	Section of Policies for Culture
DAR	Dar es Salaam, Tanzania
DCE	Section for the Diversity of Cultural Expressions
DESD	Decade of Education for Sustainable Development (2005-14)
DIA	Section of Intercultural Dialogue
ED	UNESCO Education sector
ENCATC	European Network of Cultural Administration Training Centres
EO	Executive Office Culture sector
ESD	Education for sustainable development
EXB	Extrabudgetary funds or programme
EU	European Union
FO	UNESCO Field office
GIS	Geographic Information Systems
ICT	Information and Communication Technologies
IFCD	International Fund for Cultural Diversity
ILO	International Labour Organization
IMPACT	The effects of tourism on culture and the environment (publications series, UNESCO Bangkok)
IOS	UNESCO Internal Oversight Service
ISESCO	Islamic States Educational, Scientific and Cultural Organization
ISP	Inter-sectoral Platform
MDG	Millennium Development Goals
MDG-F	MDG Achievement Fund
MLA	Main Line of Action
MONDIACULT	The World Conference on Cultural Policies

MS	UNESCO Member States
MOU	Memorandum of Understanding
NatCom	UNESCO National Commission
NGO	Non-governmental organization
NPO	National Professional Officer
OECD	Organization for Economic Cooperation and Development
OIF	Organisation Internationale de la Francophonie
PRSP	PRSP Poverty Reduction Strategy Papers
RO	Regional office
RP	Regular Programme (funds)
SADC	Southern African Development Community
SC	UNESCO Natural Sciences sector
SHS	UNESCO Social and Human Sciences sector
SPO	Strategic Programme Objective
UCPD	UNESCO Country Programming Document
UIS	UNESCO Institute of Statistics
UN	United Nations
UNCTAD	UN Conference on Trade and Development
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDRIP	Declaration on the Rights of Indigenous Peoples
UNIFEM	United Nations Development Fund For Women
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNITWIN	UNESCO University Twinning Network
USD	United States' dollars
WCC APR	World Crafts Council Asia-Pacific Region
WHC	World Heritage Centre
WTO	World Tourism Organization

Executive Summary

The purpose of this evaluation, in common with all Strategic Programme Objective (SPO) evaluations, was to assess achievements against the expected results of the 2008-09 biennial programme (34 C/5), assess progress in the 2008-09 biennium towards achieving the expected outcomes of SPOs 9 and 10 in the Medium-term Strategy 2008-2013 (34 C/4), and to examine how progress might be enhanced through improving programme policy, design and delivery.

In particular, the evaluation was expected to explore comparative advantage and UNESCO's contribution to the UN (United Nations) system; effectiveness; inter-sectorality; sustainability; and priorities Africa and gender.

Activities under Main Lines of Action (MLAs) 4, 5 and 6 (in 34 C/5) were covered as well as the work of inter-sectoral platforms on languages and multilingualism, the dialogue among civilizations and cultures and a culture of peace, education for sustainable development (ESD), and HIV and AIDS. Activities in the Regular Programme (RP) of funding and projects funded by extrabudgetary funding (EXB) that contributed to the SPO objectives and outcomes were covered by the evaluation.

Evidence gathering and analysis focused on a sample of activities and projects implemented during the biennium 2008-09, and managed by Headquarters (HQ) and/or Field Offices (FOs) in ten countries (including some regional activities implemented in country). The methodology included: desk and document review (where substantive documents were available relating to the sample of activities); consultation interviews with Culture sector and other staff in HQ and ten field, cluster and regional offices, two of which were visited in field missions (Bangkok and Rabat); consultation interviews with a range of external stakeholders, in the field or international; and a short online survey eliciting responses from 12 out of 46 named contacts in UNESCO partner organizations in the field.

A summary of main conclusions

These conclusions are based on the findings of the evaluation (see section 3 of the report).

The concept and meaning of 'development'

In UNESCO Culture Sector (CLT) publications and outputs the word 'development' is used to cover both 'economic growth and/or improvements in social and personal well-being' and 'international development' (i.e. national development through international aid and assistance). The term 'development' is a loaded one and needs to be deployed in a more nuanced way.

Promoting cultural and other policy change outside the development context

From the evidence reviewed it would appear that 'international development' has rather hi-jacked CLT work. The key messages of the normative instruments (especially the 2005 Convention on the Protection and Promotion of the Diversity of Cultural Expressions) are extremely relevant outside an international development context, in highly 'developed' and, indeed, affluent countries, as well as those that are described variously as middle income and latterly as transitional economies. It is significant that the EU and other international players are also pursing these agendas.

Greater clarity on culture and development

UNESCO's internal debate and resulting outputs, as noted in 3.3.3, use one of two approaches to culture and development: the first driven by culture as the '4th pillar of development' and the second by the need to embed key messages about cultural diversity within other development sectors to

improve development outcomes. Sometimes these two approaches are unhelpfully conflated or mixed up in the same document. There is a need for greater clarity.

Evidence base

Whichever approach to culture and development is taken, building an evidence base to support lesson learning and advocacy is a high priority, but these two approaches demand very different indicators of progress and outcomes.

Cultural expressions and information and communications technologies (ICT)

The 2008-09 programmes in CLT reflect little of the impact of information and communication technologies (ICT) on cultural expression, cultural diversity, and intercultural dialogue, and references to the economic or developmental impact of creative and cultural industries CLT largely neglects ICT-based innovation or industries and digital technologies.

The increasing focus at field level during the biennium on cultural tourism as a key area that can contribute to development is not echoed by a coherent response and support from CLT HQ. Coverage of tourism issues in HQ has been very limited and uncertain in both aims and commitment of resources.

Improving internal relationships

CLT needs to acknowledge that other sectors (in UNESCO as well as external actors in other sectors) are aware of and are *de facto* addressing cultural diversity issues. CLT can and should be able to assist other UNESCO sectors in much more concrete terms with tools that will help planners to make choices based on understanding and awareness of cultural diversity issues. A significant and positive result would be if other sectors turned to CLT to assist them in improving and strengthening their messages.

Expanding external relationships

UNESCO CLT needs to invite more external voices into its internal debate about how best to promote and facilitate cultural contributions to development etc., and to engage more proactively with other big players in culture, becoming more open and effective in taking its arguments to the international development discourse.

A wider and more diverse pool of external experts and centers of research expertise would benefit CLT's support and guidance outputs. CLT also needs, at international, regional and MS levels, to engage with new partnerships, particularly in addressing cultural and creative industries, in order both to further developmental aims as well as to embed the principles of cultural diversity and intercultural dialogue more effectively into practice. In cultural tourism, this may mean engaging with the private sector and seeking new and innovative ways in which UNESCO's traditional functions can be utilized.

Working more effectively across divisional structures

The cross-cutting and holistic nature of the work relevant to MLAs 4, 5 and 6 indicates the need for more effective cross-divisional and cross-sectoral working practices (including the EO).

Culture and development cuts across the two CLT divisions, Cultural Policies and Intercultural Dialogue (CPD) and Cultural Expressions and Creative Industries (CEI), that have been the main focus of this evaluation; it is also strongly linked to cultural heritage and tourism. As such, it may require a stronger, more coherent organizational response.

Efforts to develop effective statistical frameworks and indicators that would capture evidence of culture as a development sector would also benefit from more effective working within and across CLT divisions.

What is best practice?

FOs and external stakeholders engaged in cultural policy work, and promoting the normative instruments etc., would benefit from more coherent and practical guidance, which would be likely to include case studies and examples of 'best practice'. Those examples currently available are of greatly varying standards, quality and usefulness. One of the problems is defining exactly what might be best practice in contentious and difficult areas of activity such as intercultural dialogue or culturally inclusive planning and decision making at policy levels.

Results-based planning and prioritizing resource deployment

The lack of a culture of results-based planning and management has allowed legacy programmes and activities to continue without serious review; other activities have been added to the CLT portfolio with a 'doing more with less' attitude, rather than the sector prioritizing how it spends its modest RP and which EXB opportunities it takes up on the basis of a thorough review of efficacy against agreed strategic programme results. CLT needs to stop doing some things that have very limited impact or because they would be better done by other bodies, freeing UNESCO to take up more innovative and forward-looking initiatives.

Gender

The concepts of gender and culture are closely entwined. UNESCO has a critical role to play in articulating the complexities of the cultural diversity and gender equality agendas, and of how gender, culture and development interplay with each other. However, the evaluation found no strong evidence of UNESCO CLT leading or influencing the international, UN or development discourses on these issues. This is a critical gap.

Overall progress in the biennium towards achieving SPOs 9 and 10

MLA-expected results have broadly been achieved, in terms of activities implemented and completed, though some delays to planned activities were incurred during the biennium.

Overall progress towards achievement of the SPOs in the biennium has been limited, though with some significant regional successes. Five broad factors can be identified as constraints on progress:

- Dependence on relatively weak government and other partners within culture;
- Lack of clarity and consensus within UNESCO around approaches to culture and development, resulting in mixed messages and ineffectively targeted initiatives;
- Lack of experience among CLT staff in international development mechanisms and discourse; and
- Ineffectiveness of the inter-sectoral mechanisms available within UNESCO, exacerbated by broad lack of understanding and knowledge about other sectoral and professional contexts among CLT staff.
- Staff work towards the expected results of the C/5 and the MLAs and the SPOs are rarely, if ever, used as a point of reference. Since the link between biennial MLAs and SPOs has not been clearly defined anywhere, they have little force as indicators of progress, and no monitoring or measurement takes place.

Recommendations

1. Address ambiguity and mixed messages

1.1   Discrete target audiences should be tightly defined before an activity or an output is planned and developed, and materials written specifically for those target audiences.

1.2   CLT should stop the practice of using the same paper, set of guidelines or tool etc. when working with completely different target audiences.

1.3   CLT should review all its current publications, tools and outputs (including the website) with a view to achieving greater clarity in two key areas: the contextual meaning of the term 'development'; and the interpretation of culture and development. The aim should be to ensure that it is always completely clear and unambiguous which context and interpretation is being used in every document, publication, tool or activity.

1.4   The review of CLT outputs to achieve this clarity should be done using external assistance.

2. Work more effectively with other sectors

2.1   CLT should include among its staff people with professional backgrounds in key non-cultural sectors, able to understand and articulate the requirements of the target sectors and advise other CLT staff on how best to shape and deliver key cultural diversity messages within different contexts.

2.2   CLT should consider setting up or filling vacant posts within the Divisions as focal points specifically for work with other sectors (not necessarily work under the Inter-sectoral Platforms) – particularly and in the first instance with ED, CI and SC.

2.3   Among the priority tasks of these posts would be the development of new tools and guidance for UNESCO staff that have clear and consistent messages tailored to meet the concerns and professional priorities of other sectors.

3. Set new priorities for resource allocation

The following areas are recommended as new priorities for allocation of budgetary and other resources in CLT:

3.1   ICT, cultural diversity, intercultural dialogue;

3.2   Cultural tourism in support of development goals;

3.3   CLT should curtail its role as the implementing body for the Award of Excellence in Handicrafts and withdraw completely from any administrative engagement in running the Awards;

3.4   CLT should investigate the further development and promotion of the Award evaluation criteria as certified international standards, working with, for example, the International Standards Organization and the Fairtrade Foundation.

4. Lead on gender, culture and development

4.1   UNESCO CLT should acknowledge and articulate the complexities arising from cultural diversity, gender equality and gender, culture and development. This should be used as a basis to develop frameworks, approaches and tools for gender situation analyses, training materials, gender mainstreaming and programming across the sector in HQ and FOs.

4.2   UNESCO should appoint HQ and/or FO staff to lead on questions of gender, culture and development, to disseminate knowledge and to influence development practices within and outside UNESCO.

5. Improve knowledge management

5.1   CLT should commission specialist knowledge management expertise to assist in the urgent task of defining what knowledge and information is to be collected and why; to establish proper consensus around what is needed for lesson learning within UNESCO and what criteria are needed to identify best practice. Knowledge management frameworks and tools should then be developed to meet the needs and working practices of CLT and other UNESCO staff.

6. Better coordination between HQ and field

6.1   CLT should consider establishing regional focal points among Divisional staff in HQ: these posts would have specific responsibilities for coordinating, understanding and keeping abreast of the CLT work undertaken in the field, and act as focal points for field staff in answering enquiries, providing support and information and expediting requests for assistance from the field.

1   Evaluation Purpose and Methodology

1   This evaluation took place within a broad monitoring and evaluation framework enabling the systematic evaluation of all strategic programme objectives (SPOs) within the C/4 cycle. UNESCO's 2008-2013 Medium-term Strategy is framed around fourteen SPOs that capture the entire programme of UNESCO through articulating overarching objectives and expected outcomes.

2   The outcomes of SPO 9 - Strengthening the contribution of culture to sustainable development - and SPO 10 - Demonstrating the importance of exchange and dialogue among cultures to social cohesion and reconciliation in order to develop a culture of peace - contribute to the Overarching Objective 4: Fostering cultural diversity, intercultural dialogue and a culture of peace. While we recognize that all UNESCO sectors and the Bureau of Strategic Planning (BSP) contribute to the achievement of both SPOs, the Culture sector (CLT) was the focus of this evaluation.

3   Activities to achieve these two SPOs are mainly implemented by two Divisions within the Culture sector (Cultural Policies and Intercultural Dialogue (CPD) and Cultural Expressions and Creative Industries (CEI)) with some responsibilities falling to the Executive Office of the Culture Sector (EO).

1.1   Purpose

4   The purpose of this evaluation, in common with all SPO evaluations, was to assess achievements against the expected results of 2008-09 biennial programme (34 C/5), assess progress in the 2008-09 biennium towards achieving the expected outcomes of SPOs 9 and 10 in the Medium-term Strategy 2008-2013 (34 C/4), and to examine how progress might be enhanced through improving programme policy, design and delivery.

5   The expected outcomes of SPO 9 are as follows:

- Principles of cultural diversity integrated into policies, mechanisms and practices at national and regional levels.
- Cultural development reflected in national development plans and legislation.
- The role of culture in development and principles of cultural diversity reflected in South-South cooperation mechanisms.
- Awareness about the cultural contribution of indigenous peoples to sustainable development enhanced.
- New cooperative mechanisms, including public-private partnerships, based on the principles of cultural diversity, developed for cultural industries and best practices in this area collected and recognized by UNESCO.

6   The expected outcomes for SPO 10 are as follows:

- Emerging challenges and obstacles to a sustained dialogue among civilizations and cultures identified.
- Methodologies, procedures and networks promoting dialogue among professionals developed.
- Mutual understanding strengthened in several regions and sub-regions through dialogue-related activities.
- Intercultural dialogue integrated as part of quality education in curricula and learning materials.
- Lisbon Roadmap on Arts Education implemented together with other partners.

7   In particular, the evaluation was expected to reach findings and draw lessons learned on UNESCO's comparative advantage with regard to SPOs 9 and 10, the degree of inter-sectoral and interdisciplinary work, and the two global priorities of Africa and gender equality.

8   The Terms of Reference (Annex 1) provided by UNESCO Internal Oversight Service (IOS) outlined the scope of the present evaluation and a list of key evaluation questions referring to comparative advantage and UNESCO's contribution to the UN system, effectiveness, inter-sectorality, sustainability and priorities Africa and gender.

1.2   Scope

9   The evaluation period was 2008-09 though work encompassed some programme activities planned and carried out in the previous biennium, if not earlier, in order to capture the key events in the evolution of the programmes in focus. Reference is also made to work continued in the following biennium, 2010-11.

10   Activities under Main Lines of Action (MLAs) 4, 5 and 6 (in 34 C/4) were covered, namely:

- MLA 4: Protecting and promoting the diversity of cultural expressions through the implementation of the 2005 Convention and development of cultural and creative industries
- MLA 5: Promoting the understanding and development of intercultural dialogue and peace
- MLA 6: Mainstreaming within national policies of the links between cultural diversity, intercultural dialogue and sustainable development

11   During 2008-09, UNESCO undertook initiatives through the following Inter-sectoral Platforms (ISPs) of particular relevance to CLT; their work is covered by this evaluation, along with other evidence of inter-sectoral work.

- HIV and AIDS
- Education for sustainable development (ESD)
- Languages and multilingualism
- Contributing to the dialogue among civilizations and cultures and a culture of peace

12   Activities in the Regular Programme (RP) of funding and projects funded by extrabudgetary funding (EXB) that contributed to the SPO objectives and outcomes are covered by the evaluation.

13   Evidence gathering and analysis focused on a sample of activities and projects implemented during the biennium 2008-09, and managed by Headquarters (HQ) and/or Field Offices (FOs) in ten countries (including some regional activities implemented in-country).

1.3   Methodology

1.3.1 Sample activities and countries

14   Two HQ divisions within the Culture sector - CPD and CEI – and the activities of the following FOs, Cluster Offices (COs) and Regional Offices (ROs) were selected by IOS as the sample:

- Bamako, Mali (BAM)
- Bangkok, Thailand (BGK) – field mission
- Dar es Salaam, Tanzania (DAR)
- Havana, Cuba (HAV)
- Maputo, Mozambique (MAP)
- Rabat, Morocco (RAB) – field mission

- San José, Costa Rica (SJO)
- Amman, Jordan (AMN)
- Quito, Ecuador (QUI)
- Moscow, Russia (MOS)

1.3.2 Research methods

Desk and document review

15   A desk review was undertaken of strategic, planning, and programme reporting documentation and data obtained from UNESCO HQ and downloaded from the CLT website (both internal, procedural documentation and UNESCO CLT publications).

16   Documentation on RP and EXB projects was requested by IOS from the sample HQ divisions and offices in the field and included in the review and analysis. The full list of projects and activities for which documentation was requested is in Annex 2, although informative documentation (something other than a workshop or conference programme, for example) was not available or forthcoming for a significant percentage.

Consultation

17   Evidence from the document review was augmented and validated through in-depth, semi-structured interviews, conducted by telephone and face-to-face (during field missions or in Paris HQ) with:

- 30 CLT staff and UNESCO National Commission (NatCom) representatives in the field, including field missions;
- 28 staff in HQ CLT including the EO of CLT;
- 10 HQ staff in the BSP and other HQ sectors;
- 20 individuals representing external stakeholder and partner organizations in the field;
- 4 individuals representing international external stakeholder organizations.

18   In addition, 12 contacts (out of 46 invited) in national and local partner organizations, whose names and contact details were provided by some of the sample FOs, completed an online questionnaire survey about working with UNESCO in culture.

1.4   Strengths and Limitations

19   The evaluation used an activity-based methodology, but getting relevant documentation was challenging. Incompleteness of documentation (usually lacking were activity plans, outputs or summative reports) did not facilitate a comprehensive understanding of the objectives, expected results and effects of the interventions.

20   Focusing on three MLAs inevitably provides a limited framework through which to interrogate the progress made towards SPOs 9 and 10. Few FOs or HQ sections structure their work or reporting of activities explicitly around the MLAs: in the words of one field officer "the MLAs cross over. They're very artificial and we never use them. The projects have to do with all of them".

21   Staff changes, particularly in the field, meant that it was not always possible to discuss 2008-09 biennium activities in any detail in the FO interviews. Intelligence handed down is often little more than generic, and properly documented project histories and handovers appear to be rare.

22   Discussions and meetings with CLT staff in HQ and during the two field missions, however, were generally full, frank and detailed giving the evaluation anecdotal and impressionistic evidence.

2 Overview of work relevant to SPOs 9 & 10

2.1 Resources available in the Culture sector

2.1.1 Budgetary resources

23   Budgetary resources for MLAs 4, 5 and 6 for the biennium are summarized in Table 1.

Table 1: Summary of 2008-09 budget for MLAs 4, 5 and 6

MLA	Regular Programme in United States' dollars (USD)			Extrabudgetary (USD)
	Activities	Staff	Total	
MLA 4 Protecting and promoting the diversity of cultural expressions through the implementation of the 2005 Convention and development of cultural and creative industries	3,300,800	5,525,200	8,826,000	2,960,500
MLA 5 Promoting the understanding and development of intercultural dialogue and peace	1,550,300	4,208,000	5,758,400	957,100
MLA 6 Mainstreaming within national policies of the links between cultural diversity, intercultural dialogue and sustainable development	1,960,400	5,366,800	7,267,200	2,300,500
Total	**6 751 500**	**15 100 100**	**21 851 600**	**6 218 100**

Source: 34 C/5

2.1.2 Staff resources

24   The CLT staff establishment during the biennium was 164 posts, including 115 professionals, 13 of which are National Professional Officers (NPOs) located in field offices. Of the total CLT sector professional posts (excluding NPOs), 40 (34%) were located in the field.

2.2 Flagship CLT activities and projects

2.2.1 The normative instruments

25   The work of UNESCO CLT is underpinned by a large number of normative instruments of which seven are Conventions. These normative instruments constitute "the political response" to the "broadening of the dimensions of culture and the recognition of culture as a pillar of development and factor of social cohesion"[1]. CLT's secretariat work associated with the maintenance of this large body of normative instruments represents a significant proportion of the HQ RP budget.

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[1] Underpinning development in the 21st century: UNESCO's normative instruments in the field of culture [paper 2008]

26   In the context of this evaluation, the 2005 Convention on the Protection and Promotion of the Diversity of Cultural Expressions is of principal interest: "for the first time an international standard-setting instrument explicitly states that 'culture is one of the mainsprings of development, the cultural aspects of development are as important as its economic aspects, which individuals and peoples have the fundamental right to participate in and enjoy"[2]. The 2008-09 biennium was a critical period for the promotion of this Convention, which entered into force in 2007, during which the Parties to the Convention increased from 77 to 104[3].

2.2.2 The World Report: Investing in cultural diversity and intercultural dialogue

27   Work on preparing the 2nd UNESCO World Report began in 2004 under the direction of Assistant Director General Culture with contributions from across all UNESCO sectors and a research team managed from within the EO. It was finally published in 2009. The Report itself presents a cogent argument for 'investing in cultural diversity and intercultural dialogue' and the useful concept of 'key vectors of cultural diversity':

"While virtually all human activities are shaped by and in turn help to shape cultural diversity, the prospects for the continued vitality of diversity are crucially bound up with the future of languages, education, the communication of cultural content, and the complex interface between creativity and the marketplace"[4]

2.2.3 Celebrations and campaigns

28   The CLT sector oversees preparation and activities for a number of UNESCO and UN celebrations: those relevant to this evaluation during the period under review are:

- World Day for Cultural Diversity for Dialogue and Development 21 May
- International Mother Language Day 21 February
- World Book and Copyright Day 23 April
- International Day for the World's Indigenous People 9 August
- International Day for Remembrance of the Slave Trade and its Abolition 23 August
- International Year of Languages 2008
- International Year for the Rapprochement of Cultures 2010
- Second International Decade of the World's Indigenous People 2005-2014

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[2] *Ibid.*
[3] Source: 184 EX/4 Draft 36 C/3
[4] World Report: Investing in cultural diversity and intercultural dialogue. UNESCO 2009 p 65.

3 Main findings of the evaluation

29   In this narrative the numbered Boxes present examples or provide background, illustrative material, and the shaded text provides direct quotations from individuals consulted, indicative of more generally held views, and from documents reviewed.

3.1 Cultural policy and principles: embedding the normative instruments

3.1.1 Systematic monitoring of integration of the normative instruments by Member States

30   CLT is able to say how many Member States (MS) have ratified the 2005 Convention. The 2005 Convention requires parties to "provide appropriate information in their reports to UNESCO every four years on measures taken to protect and promote the diversity of cultural expressions...", which also includes reporting on the integration of the provisions of the Convention into national policies and legislation. As the Convention only came into force in 2007, and reports are expected after four years, we understand that the first reports can only be expected in 2012. We are, therefore, unable to say to what extent CLT's work in the biennium has been successful so far in supporting MS to integrate the provisions of the Convention into national policies etc.

31   The provisions of the Convention are particularly difficult to track into national policies and legislation since they may form essential parts (though seldom the whole) of policy statements and legislation in several sectors. These may include, for example, elements of language policy in education, media, broadcasting policy or legislation. They may also include other sectors that fall outside the remit and capacity of CLT staff in FOs (see 3.1.2).

3.1.2 Articulating UNESCO's principles of cultural diversity and intercultural dialogue

32   The normative instruments, in particular the 2001 Universal Declaration on Cultural Diversity and the 2005 Convention, embody the principles of cultural diversity and intercultural dialogue. Other publications that refer to these principles include:

- Several versions of the Cultural Diversity Programming Lens (CDPL);
- The information toolkit for the 2005 Convention;
- Contributions to and the final World Report and its Executive Summary document;
- The contributing regional studies and various manifestations of the new cultural policy agenda paper;
- Published proceedings of global or regional symposia and conferences (e.g. Culture and Development: a response to the challenges of the future? Paris, October 2009);
- The early concept notes and papers contributing to the material prepared for the Millennium Development Goals (MDG) Summit in New York in 2010: including the brochure 'The Power of Culture for Development'

33   These outputs, written by different in-house and external contributors for different audiences and purposes, express diverse views and perspectives on cultural diversity issues and broader development concepts. They may refer back to, expand upon or restate in slightly different ways, the principles enshrined in the normative instruments.

34   Anecdotal evidence suggests that all CLT staff have a fundamental grasp of the key messages enshrined in the normative instruments, which guides their activity planning. Although we

were shown no evidence of this, it was reported that these messages were further disseminated in CLT meetings and used in the terms of reference of studies commissioned to develop a new cultural policy agenda. Furthermore, the ADG at the time requested the elaboration of brochures on key issues for internal use, notably one on the Conventions and another on "culture and development."

35   However, the different articulations of policy and principles available are not necessarily of practical value for either CLT staff or external stakeholders. Moreover, the diversity of views and formats contributes to confusion as to the exact principles of cultural diversity and inter-cultural dialogue espoused by UNESCO.

They tend to use Euro-speak for communications, which is very hard to understand. For example, 'inter-cultural dialogue'. Is it a goal or a process? If it's a goal, they never explain why; if it's a process it presumably has to be around particular functions or projects – not just for its own sake. It's as though they've never applied any intellectual rigour in exploring what it might mean. The term just doesn't stand up to close interrogation. (External partner)

36   While some field staff interviewed found CLT policy outputs helpful, as in:

[I] have been working for 16 years. These documents really help me. The 2005 Convention used to help member states' reports. When arguing that culture plays a role in development e.g. they really help and are especially good to have in Africa. Very good for convincing potential partners.

others felt the lack of any authoritative strategic guidance to staff on how to embed the normative instruments, policy and principles into practice and expressed frustration at what they saw as the relative failure of HQ to provide any back up or support; for example

… states and institutions may not be particularly familiar with UNESCO's normative instruments. They need to know what we are trying to do – this is often conveyed in an ad hoc way. The only way to improve at FO level is that officers must have a specialized knowledge of conventions. It's no good if you just look to the international staff per se. People in HQ aren't aware of this. It always needs to be explained at the beginning [of projects]. It's really not very efficient.

37   It has been reported that in 2008/9 senior CLT management strongly advocated for, and supported the use of, the Cultural Diversity Programming Lens (CDPL); FOs were encouraged to use it, notably by integrating work on it into their work plans. EO provided financial support for the use of the Lens in one UN context and in CLT meetings made it clear that the Lens was a key instrument with which to explain the links between cultural diversity principles and development. The then ADG/CLT also advocated for the use of the Lens in the World Report *Investing in Cultural Diversity and Intercultural Dialogue*. If nothing else, these different stories from the field suggest a failure of focus, if not of communication.

38   Within HQ, where staff should benefit more from discussion, debate and circulation of these various outputs, a coherent approach appears to be somewhat constrained because of the organizational structure, in which sections within CLT can sometimes work in silos and do not communicate very often across the divisions.

3.1.3 Mainstreaming cultural diversity in other UNESCO sectors

39   The comparative weakness of internal UNESCO partnerships has also constrained the spread and explicit uptake of the principles in other UNESCO sectors. The CLT divisions CPD and CEI are seen as focused outwards on culture organizations and culture decision-makers within MS, and have been less effective in working with other UNESCO sectors.

40   Despite this, the 'permeability' of UNESCO sectors, their ability to absorb and integrate ideas, concepts and principles espoused by UNESCO and other UN agencies, means that sensitivity to and awareness of cultural diversity and intercultural dialogue issues can be found evidenced in the documented outputs of all sectors – especially in Social and Human Sciences (SHS), Education (ED)

and Communications and Information (CI), where cross-sectoral working on EXB activities in the field is not uncommon, and increasingly in Natural Sciences (SC).

41   While UNESCO is already "mainstreaming" cultural diversity in these sectors (see Boxes 1 and 2), it is very difficult to assess the extent to which the push and expertise has been coming from CLT or whether such mainstreaming is simply driven by UNESCO's mandate and its key normative instruments. For example, CLT has been a partner in several cross-sectoral initiatives during the biennium, though seldom as the lead sector, but the evaluators were told on more than one occasion that the results of such initiatives (for instance, from the ISP ESD) were not viewed as entirely satisfactory within CLT. However, although the mainstreamed messages in the activities and outputs from other sectors or inter-sectoral initiatives may not be as explicit or as 'on message' as CLT would wish them to be, they are, nonetheless, there.

Box 1: Education, Diversity and Social Cohesion

In Morocco, the ED sector led a two-year project on Education, Diversity and Social Cohesion in the Western Mediterranean (2007-2009). SHS and CLT were involved at planning stages but ED led the project.

The project brought together research panels in Algeria, France, Italy, Morocco, Spain and Tunisia to examine the role of public schooling in citizenship, political and civic socialization and cultural diversity. Organized by the UNESCO Rabat office in partnership with the UNESCO Chair in Human Rights and the Ethics of International Cooperation, University of Bergamo and the Islamic Educational, Scientific and Cultural Organization (ISESCO), the project examined the variety of challenges to social cohesion in the Western Mediterranean. Three international seminars took place in Rabat (2007), Tunis, (2008) and Bergamo (2009). The objectives of the conferences were to present the overall results of the project through six studies, generate debate between experts and researchers on education and social cohesion in the region and identify opportunities for cooperation and networking on issues related to cultural diversity and intercultural education.

Box 2: Water and Cultural Diversity

The programme is led by SC (International Hydraulic Programme) and CLT. The project on Water and Cultural Diversity aimed to contribute (through the ISP "Contributing to the dialogue among civilizations and cultures and a culture of peace") to mainstreaming social and cultural components into water sciences and management to ensure sustainability of water resources and cultures. The project reflects UNESCO's vision of water: sustainable management of water is as much cultural as it is technical. The increasing demand for water and complexity of issues surrounding water require an integrated, transdisciplinary approach to water resource management. Activities included: the set-up of a Database and Community of Practice on water and cultural diversity[5]; an International Symposium "Water, Cultural Diversity and Global Environmental Change: Emerging Trends, Sustainable Futures?" in Kyoto, Japan, 2009, to encourage global recognition of, and respect for, cultural diversity in water resources management, in order to facilitate collaborative actions for sustainability of water and cultures*;* and SC also released policy briefs such as "Mainstreaming Cultural Diversity in Water Resource Management. A policy Brief" (2009)

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42   This need for guidelines on applying its principles within other sectors has been recognized within CLT, particularly in the context of the recent focus on achievement of the Millennium Development Goals (MDGs): for example in the recent paper on cultural diversity and the MDGs produced by the Section of Policies for Culture (CPO), and the brochure on culture and development prepared for the 2010 MDG summit (by EO).

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[5] www.waterandculturaldiversity.org.

3.1.4 Cultural policy support mechanisms and tools

New Cultural Policy Agenda

43   In 2008, CLT reported that "in order to demonstrate more clearly the links between diversity, dialogue and development, a strategic orientation study concerning the identification of principles to guide culture-related policy planning was launched to develop the idea of a "cultural profile" that could help develop the culture sector"[6]. This presumably was, in part, to address the evident need for greater policy support and tools to assist FOs and external stakeholders in operationalizing the normative instruments.

44   The process of developing a new cultural policy profile involved consultation and research activities in the field and HQ, including:

- 'Towards a new cultural policy profile', a concept note, which was widely disseminated with key ideas tested in cultural policy debates and reform in different Sahel countries, Mongolia, Uruguay and Vietnam;
- A paper called "New Cultural Policy Framework/Profile–Conceptual and Operational Guidelines for Integrating Principles of Cultural Diversity and Intercultural Dialogue in the Globalization Era", consolidating findings from 19 regional and thematic studies based on the concept note;
- an Expert Meeting to review and refine the paper and consultation with other sections in CLT and other UNESCO sector staff;
- The "New Cultural Policy Framework" was also used for the Regional Conference of the Commonwealth of Independent States (CIS) on 'Cultural Policy - Policy for Culture: A New Cultural Policy Profile' (November 2009, Yerevan, Armenia) and the International Conference on 'Redesigning Cultural Polity - inter-relations between local, regional, national and European culture policy making' in Stockholm (December 2009)[7]

45   The end result of these activities was the paper "New cultural policy agenda for development and mutual understanding"[8] and a set of accompanying 'tools' including an Aide Memoire of the important messages in the paper, the latest version of the CDPL and a CDPL workshop Facilitator's Guide, targeted primarily at cultural policy and decision makers.

46   Clearly the whole process of developing this cultural policy agenda has been a powerful way of engaging with regional experts, policy and decision makers, which will have had effects (not measured and difficult to measure) on national levels of awareness and understanding about the normative instruments and the impact on policy. CPO feels that the process has helped, together with the intra-sectoral work on revising the CDPL, to build internal consensus and coherence in its message and shared understanding across the sector and between HQ and FOs. We were unable to gather any comments on or responses to the New Cultural Policy Agenda paper from CLT staff since it had not been circulated at the time of our consultation work.

Cultural Diversity Programming Lens (CDPL)

47   The CDPL was first developed in 2004-05 by CLT Bangkok to be used primarily in non-cultural planning forums (e.g. UN Joint Programming) in order to embed sensitivity to and awareness of cultural diversity issues mainly in a human rights context. Its initial efficacy was as a practical

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[6] 180 EX4 Sept 2008

[7] 184 EX4 36 C/3

[8] New cultural policy agenda for development and mutual understanding: key arguments framing the UNESCO commitment to cultural diversity and intercultural dialogue. UNESCO Division for Cultural Policies and Intercultural Dialogue, September 2010

planning and capacity-building tool that could be adapted to suit the requirements of different stakeholder groups and different contexts. HQ picked up the lead (though still in collaboration with Bangkok) on developing the CDPL and the tool has evolved through a series of versions tested in several regional and global workshops (e.g., Vietnam, 2008, Tanzania 2009 – see Box 3).

Box 3: Feedback from workshop participants on further development of the CDPL from the Tanzania Workshop July 2009

The first African Sub-Regional workshop on the Cultural Diversity Programming Lens for Delivering as One pilot country teams (Mozambique, Rwanda and Tanzania) was held in Dar-es-Salaam in February 2009 and brought together 33 participants from three different UN country teams, representing a total of 12 UN agencies. It was organized by UNESCO within the larger context of UN commitments to human-rights-based approaches and the increasing recognition of the role of Culture in development.

Participants provided feedback on the Lens in the context of UN Delivering as One; their main points included:

- Explore further the articulation between the Lens and other tools developed by UN agencies related to integrating culture in development, such as, for example, United Nations Population Fund (UNFPA's) publication on "cultural sensitivity and programming" in 2008 or UNICEF's (United Nations Children's Fund) work on using arts and culture for disseminating information on HIV/AIDS, and to cross-reference them.
- Elaborate short information notes to explain in a concise manner the different thematic areas, especially the areas and the related concepts less known outside culture circles, such as "tangible and intangible heritage", "intercultural dialogue", "creative industries" or "linguistic diversity and multilingualism".
- Revise as much as possible some of the formulations used in the Lens so that they are more easily accessible to an audience of programmers who do not have a background in either anthropology or related fields.
- Revise some of the thematic area questions so that rather than being concerned with the protection of culture *per se*, they demonstrate the importance of culture in all areas of development.

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48   The latest version (May 2010) "has been designed to be used by policy-makers, programme managers, and community leaders who work in both non-culture and culture-related sectors...its use has been expanded and adapted to a broad range of users" (see Figure 1) – a rather broad and diverse range of potential target audiences for one single tool. However, as noted above, in its current version it also forms a key part of the suite of tools accompanying the New Cultural Policy Agenda paper aimed specifically at cultural policy and decision-makers.

49   The now strong association of the Lens with HQ and with cultural policy-making marks a shift away from its original intended purpose (by the Bangkok RO) as a project and programme planning tool intended to raise and help embed the principles of cultural diversity into non-cultural sector planning forums. CPO see it as having broadened the possibilities of using the Lens, this time for policy design, implementation and evaluation in the context of national policies for development (and not only for programming concrete development projects/programmes related to culture or other areas). However, we raise the question whether one single version of the CDPL can be entirely effective within very different policy, decision-making and planning contexts without significant modification.

Figure 1: Range of users for CDPL: from CDPL version May 2010
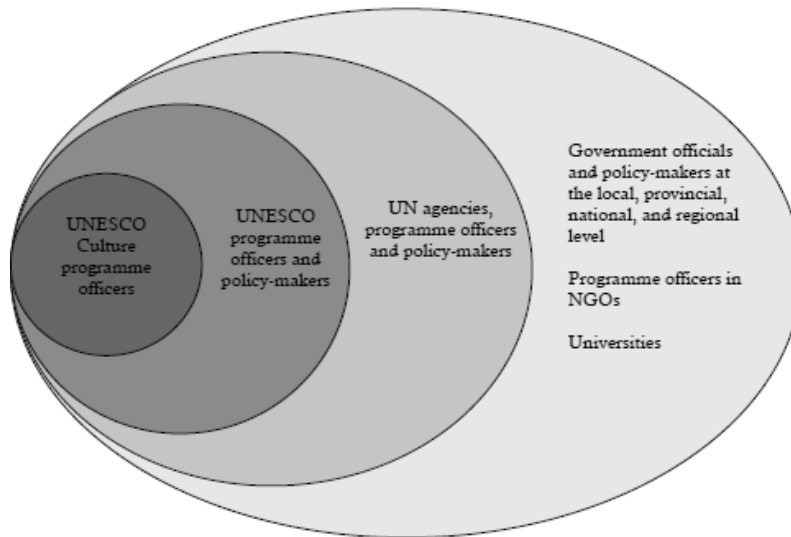
Cultural data, statistics and indicators

50   Over the course of the biennium, a major concern was the production of evidence to underpin UNESCO's principles, policies and programmes, particularly in relation to creative industries and culture and development. Since 2008, the Section of Creative Industries for Development (CID) has piloted projects designed to address:

- an effective strategy to ensure the use of existing cultural data and statistics by CLT and FO staff; harmonizing approaches in FOs and creating standards, and contributing to the repositioning of CLT in the UN;

- the creation of tools and methodologies to collect and use cultural data and information for policy, and to build institutional knowledge;

- the exploration of new areas that require to be measured where there is currently no research agenda: in particular, positioning UNESCO as a leader in culture and development indicators, in diversity and in developing policies for creative industries.

Data mapping activities

51   CLT maintains some activities and outputs to compile data collection and render it usable, such as, "Cultural Industries around the world[9], web pages that allow easy access to mappings of the culture and creative sector, and country profiles and fact sheets, which are intended primarily for UNESCO staff and which summarize information from existing public and private secondary sources (e.g., Screen Digest, UN Conference on Trade and Development (UNCTAD)) about creative industries and cultural sectors and their contribution to economic development[10]. The first draft of country fact sheets was distributed for testing in September 2010. The 'Cultural industries around the world' web hub was launched in November 2010 outside the time period of this evaluation, and with insufficient time to allow assessment of their use by or impact on FO and external partners.

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[9] http://portal.unesco.org/culture/en/ev.php-URL_ID=37630&URL_DO=DO_TOPIC&URL_SECTION=201.html
[10] Developing Country Profiles on Creative Industries and the Cultural Sector (15.10.10)

UNESCO Framework for Cultural Statistics

52   The Framework for Cultural Statistics[11] was developed by UNESCO Institute for Statistics (UIS), in close collaboration with CLT, and is the result of a comprehensive four-year global consultation[12], involving scholars, statisticians and experts in the field, including representatives from several ministries of culture, national statistical offices and international partner agencies. It represents an important step forward for UNESCO and one intended to underpin much future work.

53   The Framework comprises a generic, conceptual basis for data collection to enable international comparison of a full range of activities in the production, circulation and use of culture. It was not intended to be specifically 'international development' oriented, but can legitimately be applied in that context. It also supports UNESCO's standard-setting function. However, the Framework has at least three possible limitations:

- Its value may be undermined if its use is restricted to ministries of culture alone. Can CLT embed its use in national statistical services, ministries of finance and economics etc?

- It has been suggested that there is a need to harmonize UNESCO's definition of the cultural sector with that of other international organizations in order to achieve international consensus. A 2006 study prepared for the European Commission entitled *The Economy of Culture in Europe*, for example, uses a definition of the cultural sector that is at variance with UNESCO's[13]; at the very least, lack of such harmonization will serve to confuse and may undermine the rate of take-up of the Framework;

- Evidence of gender sensitivity is hard to find in the Framework. One example will suffice: the narrative on 'Measuring cultural employment' covers various categories of cultural work and 'cottage industries' with no mention whatsoever of gender disaggregation or its importance as an axis of analysis.

Towards a UNESCO Culture and Development Indicators suite

54   This initiative, funded by Spanish Funds-in-Trust, is a "research and action project that seeks to measure the contribution of culture to development processes". It is "aimed at informing and influencing decisions taken by development actors at the national level" and seeks to enable "colleagues to reflect on and advocate for country programming and priorities", and to position UNESCO as an authoritative reference in this area. Although the project was launched in January 2009 and was due to be completed in 2010, it is taking significantly longer than anticipated.

55   The draft (October 2010) available to us at the time of our evaluation was intended to bring together 12-14 culture and development indicators, built around seven dimensions including the economic, social, political, heritage, gender, educative and media aspects of culture and development work, but the indicators had not been clearly articulated. We appreciate, however, that work on the suite has progressed significantly since our research was completed. It is proposed to test the final suite in 14 countries.

56   It is as yet unclear how these indicators will sit in relation to the recently produced 'Thematic Indicators for the Culture and Development Window', developed by the UN Development Programme (UNDP) MDG Achievement Fund (MDG-F) Secretariat for use by the MDG-F joint programmes in the framework of its monitoring and evaluation strategy[14].

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[11] http://www.uis.unesco.org/template/pdf/cscl/framework/FCS_2009_EN.pdf

[12] UNESCO Framework for Cultural Statistics Status of the Global Consultation Process (Paris 31 March 2009)

[13] Usero, B and del Brío, JA (forthcoming) "Review of the 2009 UNESCO framework for cultural statistics", *Cultural Trends*

[14] Monitoring and evaluation system: Learning to improve: making evidence work for development http://www.mdgfund.org/content/monitoringandevaluation

Other CLT initiatives in data and evidence collection

57   Other initiatives in this standard-setting area include:

- The Draft UNESCO Guide to Mapping the Cultural Sector of Evidence Based Policy Making in Developing Countries (2009) intended to help MS to identify key aspects regarding the dynamics of the creative industries and analysis that will improve the design and implementation of policies. This was based on the Jodhpur Initiative in Asia and the Asian Framework for Cultural Industries Statistics[15], and addresses the challenges that have been expressed by some of the countries undertaking culture and development projects supported by the MDG-F. Further work on this draft has, to a significant extent, been superseded by the UIS Framework.

- The Tool kit on cultural data collection[16] is also explicitly linked to cultural policy making. An online guideline to creative industries' mapping, it is aimed at, and uses, FOs coordinating or partners in the 18 MDG-F joint programmes as test cases.

- Por una económica creativa: Guía para directores de Industrias Culturales (Policy guide to develop cultural and creative industries): a 120-page guide and capacity building project (to be published in February 2011) that addresses policy making in the creative sector, published in Argentina. Based on the last 10 years of policy experience in Latin America, this is conceived for middle-income countries with a relatively uncomplicated cultural and creative industries environment. The Guide targets government officials responsible for cultural and creative industries, development practitioners and UN agencies working on country level programming instruments. It is currently being adapted for Francophone and Anglophone Africa and the Caribbean.

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[15] Asia-Pacific creative communities: promoting cultural industries for local economic development
http://portal.unesco.org/culture/en/ev.php-URL_ID=31551&URL_DO=DO_TOPIC&URL_SECTION=201.html
[16] *UNESCO Guide on Mapping the Creative Sector in Developing Countries Date Collection Tool Kit* (May 2009)

3.2 Promoting diversity in creative expressions and industries

3.2.1 Overview of activities

58   The Secretariat for the 2005 Convention is located within the Section for the Diversity of Cultural Expressions (DCE), and was established in 2007 after the Convention entered into force. During the biennium in question, DCE began planning the redesign of its operational projects and establishment of new activities to contribute to achieving the aims of the Convention. Major activities and programmes include:

- Global Alliance for Cultural Diversity, an initiative to strengthen creative industries and enterprises in developing countries; examined in more detail below (3.2.2);
- UNESCO-Aschberg Bursaries for Artists programme offering residencies to young artists worldwide;
- World Observatory on the Status of the Artist online database on key social issues for artists;
- World Anti-Piracy Observatory online database on anti-piracy measures and remedies.

59   All of these activities and initiatives existed long before the 2005 Convention was adopted. It could be argued that the promotion and application of the Convention has been taken as an opportunity to breathe new life and sustainability into them. The 35 C/5 (2010-11) indicates that the only new mechanism to add to the armory for promotion of the Convention through creative industries is the International Fund for Cultural Diversity (IFCD). However, other programmes have been initiated by FOs, such as: Strengthening Creative industries through Employment and Trade in five African, Caribbean and Pacific countries (2008 - 2011), with activities in Fiji, Mozambique, Senegal, Trinidad and Tobago and Zambia. It is intended to cultivate a joint methodology to develop public policies for the creative and cultural industries. The project is implemented in partnership with the ILO and UNCTAD.

60   While the alignment of the overall objectives of the pre-existing initiatives with the provisions of the 2005 Convention is not in doubt, there is no documented evidence that might indicate how far they have been effective in promoting uptake of the Convention's provisions within creative industries. It could be argued that the Convention needed implementation programmes, and these programmes were 'reinvented' to fit the bill, rather than rethinking what was needed and designing new or different programmes.

3.2.2 The Global Alliance

61   Launched in 2002, the Global Alliance is a UNESCO initiative which was designed to strengthen local cultural industries and promote the diversity of cultural expressions, by creating partnerships between private, public and civil society sectors. It does not have a grant-making function, but constitutes a platform of exchange and information for stakeholders working to promote the diversity of cultural expressions through innovative partnerships in the creative industries. It particularly intended to promote the opportunities and added value offered by partnerships to foster the emergence of dynamic cultural sectors and strengthen the links between culture and development, in response to the specific needs of developing countries. What constitutes innovation in that context is, by definition, relative.

62   By 2009, 50 project partnerships had been set up with funding from Spain, Finland and the Ford Foundation. UNESCO promotes two of these partnerships in particular:

- Promoting West African Music in Regional and International Markets. A partnership that brings together civil society and professional organizations from four West African countries as well as international cooperation in order to: i) strengthen the African Music Export Office (BEMA) – a first of its kind; ii) build capacities at the local level; iii) foster the emergence of viable local markets and, iv) facilitate access to international markets[17].

- Nzassa, House of Music and Dance (Treichville, Côte d'Ivoire). This is the result of a partnership linking international cooperation, local policy makers, civil society and private operators in order to build a regional hub for cultural and economic activities in Côte d'Ivoire in an effort to support the creation, production and diffusion of local cultural expressions as well as long-term training for artists and cultural entrepreneurs.[18]

63   The Global Alliance's website was intended to help potential partners find each other and commence collaboration. Two reports undertaken during the 2008/9 biennium suggest something of its effectiveness and of the target beneficiaries' levels of dependence on UNESCO's resourcing. The first report observed that appropriate matches with the potential to create sustainable partnerships were not happening online. Hands-on assistance from UNESCO offices was required to help provide background understanding about partnering and help partners get the most from partnerships[19]. A new direction for the Global Alliance was needed to encourage use of the website without offering the opportunity to broker partnerships between organizations directly. Proposals for a new and improved Global Alliance platform to deliver more and better cross-sector development partnerships in the cultural industries with a specifically developmental aim were outlined in the second report[20]. It identified challenges in working with other sectors in the cultural industries and the possible benefits of awarding a UNESCO badge of recognition of exemplary partnerships. The new Internet platform was anticipated at the time of writing.

64   Two factors, therefore, appear to have limited the effectiveness of the Global Alliance:

- The website as the main mechanism for partnership brokering was not as effective as anticipated; and

- Resources dedicated to the Global Alliance in HQ and in the field were not adequate for the more hands-on role that was required to mitigate the weaknesses.

3.2.3 ICT and cultural expression and industries

65   The European Commission's recent Green Paper observes

ICT has a huge impact in all sectors on the whole value chain, from creation to production, distribution and consumption of cultural goods and services….. Providing that ICTs are used to the full by cultural content providers and traditional patterns of production and distribution are reviewed, this offers potentially larger audiences and markets for creators and a more diverse cultural offer for citizens…... However, this new environment substantially changes traditional production and consumption models, challenging the system through which the creative community has up to now drawn value from content……. Economic value is being displaced towards the end of the chain, which in certain sectors affects the effective reward for creation. Moreover, parts of the content industries, particularly the

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[17] Global Alliance for Cultural Diversity *Promoting West African Music in Regional and International Markets* http://portal.unesco.org/culture/es/files/40911/12735838909BEMA_factsheet__eng.pdf/BEMA%2Bfactsheet_%2Beng.pdf

[18] Global Alliance for Cultural Diversity (undated) Nzassa, House of Music and Dance (Treichville, Côte d'Ivoire) http://portal.unesco.org/culture/en/files/40911/127358389011Nzassa_factsheet__eng.pdf/Nzassa%2Bfactsheet_%2Beng.pdf

[19] The Partnering Initiative (2009) UNESCO Global Alliance. Final Report and recommendations for the future

[20] Cultural data collection/statistics, policies for creative industries and implementation of pilot projects

recorded content industries, have been severely hit by piracy and losses in sales of physical supports (e.g. CD, DVD)…[21]

66   These are all key concerns in promoting diversity in cultural expression and the development of cultural and creative industries, and yet we were unable to find evidence of any significant efforts to address these issues during the biennium. The topic could be found included in a number of national and international workshops and conferences during the biennium (e.g. one of the focus areas of UNESCO's International Conference and Exhibition on Knowledge Parks in Kuala Lumpur, 2008), but not directly addressed, either from policy perspectives or through facilitating initiatives.

67   We recognize that in this cross-cutting and wide-ranging area, CLT works, or should work with other sectors such as CI and ED and with other international and UN responsible bodies (e.g. the World Intellectual Property Organization, UNCTAD). Nonetheless, it is a noted omission.

3.2.4 Partnerships to strengthen creative industries in MS

68   UNESCO's own partnerships to strengthen creative industries in MS, forged or sustained during the biennium, included those

- to prepare and deliver international events and conferences, e.g., the World Forum on Culture and Creative Industries in Monza, Italy in 2009;
- with national and other agencies to deliver an MDG-F joint programme, e.g., Strengthening cultural and creative industries and inclusive policies in Mozambique;
- to manage and deliver the Awards of Excellence in Handicrafts, at national and regional levels.

Awards of Excellence in Handicrafts

69   CLT Bangkok pioneered new partnerships focusing on strengthening cultural industries through the establishment of the Awards of Excellence for Handicrafts in 2000. Their key partner was the ASEAN Handicraft Promotion and Development Association (AHPADA) and other craft associations in the region, based on nominal membership fees to support activities to further members' interests in trade and marketing etc.   The Awards have proved to be a labor-intensive programme for the Bangkok office, despite its low direct costs. Part of the problem appears to be the relative weakness of partners such as APHADA.

70   After being associated with UNESCO and these Awards for almost a decade, AHPADA has never developed the capacity to run what it regards as its flagship programme for itself. It has operated principally as a channel of communication to the artisan and craft community in Thailand and to its partner associations in other ASEAN countries. AHPADA has no effective capacity (staff, facilities or funding) to take a sustained role in managing, evaluating or promoting the Awards. As an Association, it offers its members no other benefits, such as training courses in improving craft quality to meet the Award standards (UNESCO Bangkok does this), marketing and promotion of products etc, although it is now working on craft promotion with funding from the Thai Government.

3.2.5 Cultural tourism partnerships

71   Although tourism *per se* is not formally in UNESCO's mandate, the Organization supports four UNESCO Chairs of Cultural Tourism under the University Twinning and Networking Programme (UNITWIN), managed by the ED sector. Through the World Heritage Centre (WHC), and in partnership with UN agencies, international organizations and MS, UNESCO is active in the field of sustainable tourism management (not least in several of the MDG-F Thematic Window on Culture and

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[21] European Commission. Unlocking the potential of cultural and creative industries. Brussels, 2010

Development join UN programmes). Cultural tourism is a significant element in the dialogue and focus of the Creative Cities network supported by CLT. From a policy perspective, tourism would seem to be an important area for CLT to deploy its standard-setting and capacity-building resources, perhaps aiming for a better integration of the principles of the normative instruments and of the concepts of cultural diversity and intercultural dialogue, and culture for development in cultural tourism policies.

72   In the field, particularly, FOs have established a range of new partnerships with private sector, community and government organizations to build capacity in sustainable tourism management and heritage site management and guiding (e.g. in the Asia-Pacific region). An internal cross-cutting task force exists within HQ, including CLT staff within the DCE, CPO and the Section of Intercultural Dialogue (DIA).

73   External cooperation includes initiatives such as the so called "Marrakech Process" involving six UN agencies, 15 MS and NGO partners, which became the Global Partnership on Sustainable Tourism in 2009 and 2010 on the initiative of the UN Environment Programme (UNEP); and, of course, cooperation with the World Tourism Organization (WTO).

74   However, during the biennium and under MLAs 4, 5 and 6 tourism issues seem to have been largely sidelined within CEI. The 'focal point' post (to which no RP budget was attached) was located within the Section but has since been re-located (with the same responsibilities) in the Division of Cultural Objects and Intangible Heritage. The remit of this evaluation excluded direct consideration of the work of this Division and of the WHC and we tried to focus on tourism issues as they related to the promotion of the normative instruments, cultural diversity and culture and development. Cultural tourism and sustainable heritage management are increasingly seen by governments as vectors for economic development[22]. However, these links do not appear to have translated into HQ activity streams or policy support.

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[22] See, for example, the World Report: Investing in cultural diversity and intercultural dialogue, p 170 – 171.

3.3   Culture and development

3.3.1 CLT and the international discourse on culture and development

75   Culture and development has always been an important theme for CLT and the centrality of culture and power of cultural diversity within development is explicit in the normative instruments relevant to SPOs 9 and 10. As international and national approaches to development have evolved, the debate on culture and development has continued over several decades. Important milestones in the international debate in which UNESCO played a key role include[23]:

- International recognition of 'the idea of "endogenous" or "diversified" development' during the 1970s and 1980s, implying that development is more than externally driven economic progress;

- The World Conference on Cultural Policies (MONDIACULT) held in Mexico in July-August 1982, which laid great stress on strengthening links between culture and development;

- The establishment, during the World Decade on Culture and Development, by UNESCO and the UN of an independent World Commission on Culture and Development, composed of eminent economists, social scientists, artists and philosophers, to explore the interactions between culture and development and to prepare practical proposals designed to help the international community improve its handling of these issues. The Commission's report 'Our creative diversity' published in 1996 continues to be influential – e.g., CLT's current work on the UNESCO Culture for Development Indicator Suite is based on seven dimensions taken from the report.

76   Meanwhile, other international and regional organizations have also been concerned with and stimulated debate on culture and development issues – for instance, the EU, the Council of Europe and, latterly, the World Bank – often taking a more pragmatic, economic and social development driven approach than UNESCO CLT's, based as that has been on a 'culture-first' perspective and the principles enshrined in the normative instruments.

77   A review of external and internal documentation from the biennium suggests that cross-fertilization of ideas between the different centers of debate seems to have been achieved through organizations drawing upon a similar pool of experts and key informants, many of whom are or have been associated with UNESCO programmes as staff, members of NatComs, special advisers etc., rather than any formal collaborations or forums between UNESCO and other high-level organizations. For example, many of the contributors to the recent publication from the ARCADE - Awareness Raising on Culture and Development in Europe - project partner organizations of the EU[24] on 'Culture as a tool for development' are or have been closely associated with UNESCO and the contributions draw heavily on UNESCO's normative instruments. In this way, if indirectly, UNESCO could be said to have made a significant contribution to debate and discourse.

78   The same review of documentation also suggests that UNESCO CLT's contribution to the international discourse in development, which has broadly and consistently advocated the adoption of a cultural values-driven model of development in contrast to the dominant economic-social development model, has so far not been very influential in persuading the key players (World Bank, Organization for Economic Cooperation and Development (OECD), UN programme organizations

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[23] From UNESCO and the question of cultural diversity 1946-2007: Review and strategies. A study based on a selection of official documents; edited by Katerina Stenou. (Cultural diversity series no. 3) UNESCO, 2007
[24] 'Culture as a tool for development: challenges for analysis and action; edited by Florent le Duc. European Commission, [2008]

etc.) in international development discourse to change direction or adopt new perspectives (*vis* the original omission of culture from the MDGs).

79   At the same time, there is no evidence to conclude that UNESCO CLT's culture and development perspectives have provided a persuasive alternative to the Northern-dominated discourse, for those MS wishing to challenge the current international development orthodoxies. For example:

Despite the best intentions of UNESCO and its instruments, and its evolving and expanding definition of culture, the desire for "people-centred" and "culture-based" development, the models of development it touts are conditioned by systems and processes that remain North-oriented[25].

3.3.2   UNESCO's outputs on culture and development

80   This evaluation has recognized mixed messages (if not a certain level of confusion) in CLT's outputs on culture and development during the biennium and more recently. This may be the result of the provenance and authority of the outputs not being made clear (such as workshop or symposium proceedings, concept papers commissioned by CLT, but not necessarily representing CLT views). Culture and development is clearly an important cross-cutting issue, which is addressed in some respect in virtually every output from both Divisions in CLT under scrutiny in this evaluation. However, they often present the key arguments about the centrality of cultural diversity and intercultural dialogue to sustainable development in slightly or substantially different ways, and with different emphases.

81   There is, of course, an argument in favor of not having an internal UNESCO 'party line' on such complex and wide-ranging issues. However, in terms of supporting CLT staff in the field, and persuading MS decision makers who may not be well-versed in cultural issues, clearer, simpler and more consistent messages may have been more effective.

3.3.3   Two approaches to culture and development

82   More importantly, perhaps, the documentation from CLT Divisions, EO and BSP, reveals two fundamental approaches to culture and development that are sometimes unhelpfully conflated:

- The first could be characterized as 'achieving sustainable development through raising the profile and reach of cultural policies, making culture the 'driving force of development, and leading to investment in cultural industries and cultural expressions as a contribution to development' (addressing culture as a development sector in its own right, 'culture as one of 4 pillars of development', or sometimes 'culture-based development'):

  ...culture in its rich diversity is a source, asset and inspiration for development. In other words, it is the fourth 'dimension' or 'pillar' of development alongside social, economic and environmental considerations… [Key objectives and strategies may include]

  - *Support local, regional and global policies to [sic] the development for well-being linking cultural, social, economic and environmental considerations (four-pillar/dimensions approach to development: cross sector policies and regional development programmes).*

  - *Improve international cooperation for cultural policy by supporting developing countries to consolidate their cultural institutions and train cultural professionals...by increasing*

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[25] Dr Kris Rampersad. 'Trini Lime Time' Challenges to policy-making in rebel cultures: A View from Trinidad & Tobago. IN Culture as a tool for development *ibid*

consultation and coordination among ministries of culture as well as with other relevant ministries at the regional and international levels)[26]

- The second may be summed up as 'embedding sensitivity to and awareness of cultural diversity and the importance / efficacy of intercultural dialogue into all development sectors (which could include culture) and/or the development process':

By treating culture not as a superficial component of development but as a conceptual and programmatic foundation, development processes can become more relevant and sustainable… Not only must cultural diversity be taken into account in any development policy and strategy as a guarantee and resource for the sustainability of economic, social and environmental development, but a diversified and mainstreamed cultural approach can help better to respond to contemporary challenges, from poverty eradication to issues like resource management, the safeguarding of biodiversity and climate change. Only culturally-sensitive action can successfully address societal issues and problems (HIV/AIDS, family planning, gender-based violence, social inequalities, etc.).[27]

83   The first sees culture itself as the main lever of power and a sector that can contribute to economic and social development; while the second recognizes the centrality of the current international development discourse (from which culture is generally absent as a specific sector of development) and advocates mainstreaming culture and cultural awareness to achieve better development outcomes.

84   The first approach is targeted primarily at culture ministries, related government agencies and cultural players and decision-makers, although, in most MS, these target audiences are seldom powerful or involved in national strategic development planning exercises (e.g. Poverty Reduction Strategy Papers (PRSPs)). The second approach, ideally, should address those sitting at the international and national development planning tables: namely, policy-makers and decision-makers in other 'development' sectors such as education, health, water and sanitation, and in the international development organizations which currently drive development discourse.

85   CPO considers the two approaches to be actually interconnected and two necessary sides of the same coin. We do not question the validity of the different approaches, but we do see that clarity (for non-UNESCO audiences particularly) can be compromised when CLT conflates these two approaches and arguments (as in the New Cultural Policy Agenda paper and the brochure for the MDG 2010 conference 'The power of culture for development') and attempts to use the same tools, mixing aspects of both approaches for different target audiences (e.g., the CDPL in its latest version and the latest draft of the 'Culture for Development Indicator Suite). This weakens the force of the key messages for audiences and can lead to misunderstanding.

3.3.4   CLT and the international discourse on indigenous issues

86   A range of CLT activities around indigenous issues are recorded for the biennium in internal and UN reporting documents, such as:

- A 2008 concept note commissioned by CLT and developed through a consultative series of workshops on the "Concept of indigenous peoples' self-determined development or development with identity and culture: challenges and trajectories".

- A reflection paper prepared by CPD for the April 2010 meeting of the Inter-Agency Support Group on Indigenous Issues (IASG), entitled "Indigenous peoples: development with

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[26] A new cultural policy agenda for development and mutual understanding. *ibid*

[27] From d'Orville, Hans. Investing in culture for development: UNESCO's perspective. Address by UNESCO Deputy Director-General a.i. and Assistant Director-General for Strategic Planning. International Seminar-Culture and Development by the Spanish Presidency of the EU (Girona, Spain, 4-5 May 2010).

culture and identity in the light of the United Nations Declaration on the Rights of Indigenous Peoples".

87   While it is not possible to make any kind of assessment of the effectiveness of these activities and outputs as follow-up or impact is not documented anywhere, indigenous issues are treated effectively as areas for inter-sectoral collaboration. The mid-term report on the Second Decade of the World's Indigenous People (UN Declaration on the Rights of Indigenous Peoples (UNDRIP)) [28] notes that

different inter-sectoral programmes at UNESCO are of great relevance to the promotion of the UNDRIP, such as:

- *the platform on linking cultural and biological diversity, in which indigenous knowledge systems about nature and the universe play an important role...;*
- *the programme on education for sustainable development, ...*
- *the platform on languages, which has identified indigenous languages as a key area, because it represents a vehicle for indigenous knowledge and practices;*
- *the platform on dialogue among civilizations and cultures, which includes dialogue with indigenous peoples and components related to media and intercultural education.*

88   In 2008, CPD coordinated a sub-regional EXB project in Africa (Central African Republic, Kenya, Niger) on 'Heritage Education for Sustainable Development: Fostering Dialogue with and among Indigenous Communities', based on cultural mapping and capacity-building implementation plans drawn up by local partners under the ESD ISP and in partnership with ED. The internal terminal report concluded that the project objectives had been largely fulfilled and that

it is likely that they will make an important contribution to the longer term development objective of mainstreaming principles of cultural diversity in ESD as a vector of development and a guarantee for sustainability. However, this will only happen, if all stakeholders involved in the project process will make sure to disseminate information about the process, results and learning of this project.

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[28] Mid-term assessment of the achievement of the goal and objectives of the Second International Decade of the World's Indigenous People (2005-2014). Report of the United Nations Educational, Scientific and Cultural Organization (UNESCO) September 2009

3.4 Priority Africa and Gender

3.4.1 Africa

Geographical coverage

89 A rough analysis by the three largest regions (in terms of UNESCO activity) of available budget data for the biennium shows clearly how Africa has been prioritized in spending through FO-managed activities and through activities managed by HQ but with a focus on location of delivery in Africa (Table 2).

Table 2: 2008-09: expenditure of RP and EXB for MLAs 4, 5 and 6 by region

Region	RP managed by FOs	EXB managed by FOs	EXB managed by HQ
Africa	$ 1, 302, 162	$ 5,176, 792	$ 967,411
Latin America and the Caribbean	$ 484,740	$ 2,152,026	$ 69,716
Asia and the Pacific	$ 672,996	$ 1,712,363	$ 351, 345

Source: FABS

90 It is difficult to assess the results and outcomes of such investment in the absence of any documented evidence. The disproportionate spending (see Table 2) between the regions makes comparisons of overall programme results questionable, even if it was possible. Only comparisons between the same kinds of activities and the same themes delivered in different regions could be meaningful. It is at precisely this level we lack evidence of results.

91 The eventual comparison of the outcomes of the MDG-F joint programmes may provide important evidence and lessons learned about regional differences and priorities.

Apparent trends in Africa

92 There appear to have been four main trends in the work in Africa during the biennium, which together may distinguish it from other regions:

- A strong theme, as one would expect, of culture and development, with considerable efforts put into supporting joint UN planning (e.g., in the use of CDPL and policy dialogue on development themes); a clear emphasis on the need for capacity building for government policy and decision makers emerges;
- Significant EXB investment under the HIV and AIDS ISP, mostly led by HQ and involving COs in sub-regional activities, which has shaped current and future interventions;
- A focus on safeguarding languages and multilingualism (e.g., workshop on national languages in education in Democratic Republic of Congo);
- A range of activities engaging culture and education inter-sectorally (e.g., through the pedagogical use of Slave Routes material, development of pedagogical modules of the General History, policy making in ESD, etc).

3.4.2 Gender

93 We recognize, after consultation with CLT staff, that applying a gender equality approach within CLT can be challenging. Concepts of cultural diversity, identity and sensitivity to different cultural and social practices and expressions lie at the heart of the sector's work and complicate the more straightforward messages. Nonetheless, UNESCO commits both to gender mainstreaming and gender-specific programming across sectors.

Gender mainstreaming

94 There is no evidence of the use of a gender-sensitive framework for programming in CLT or of systematic gender analysis at the programming stage for the RP, e.g.:

- the Concept Paper on Cultural Mapping (2007) does not touch upon how gender analysis could significantly contribute to the cultural mapping approach and enrich it;

- the formulation of the objectives of the UNESCO Award of Excellence for Handicrafts programme[29] does not reflect any potential outcomes of a gender analysis.

95 Some, but not all, EXB projects benefit from a gender analysis (or components of it). But, the situation analysis of the MDG-F Culture in Morocco, for instance, acknowledges the lack of this in heritage management, as well as the absence of sex-disaggregated data in heritage management, preservation and promotion. The project proposal for the Pedagogical use of the General History of Africa includes no specific elements relating to gender, men or women. Potential gender gaps in access to publications, CD-ROMs or websites were not mentioned in discussions about a possible dissemination strategy.

- Gender seems not to be a requirement in CLT's commissioning of studies. Thus, the terms of reference for the commissioning of the intercultural competences regional studies did not include looking at the interplay between intercultural competences and gender.

- The Rabat Office commissioned two national studies on cultural diversity in Algeria and Tunisia, neither of which explores how men and women access culture differently, or experience cultural diversity differently.

96 The CDPL encourages the use of sex-disaggregated data for contextualization and the need for confrontation of disaggregated data on socio-economic characteristics within the cultural fabric of a designated programme area. While it encourages planners to investigate their local population's perspectives, attitudes and behavior, gender is not included as a specific dimension in, for instance, the "sensitive use of cultural references and languages", "perspective of population on heritage elements", "mapping of existing and potential revenue-making activities for the population based on local cultural resources".

97 Overall, activities led by the FOs tend to take gender mainstreaming into account better than those led by HQ, in particular where EXB is concerned. Interesting and positive work is happening through joint programming within the MDG-F Thematic Window, though CLT does not lead on gender specifically. The example in Box 4 demonstrates that the quality of a project can be significantly improved when gender is mainstreamed and when contribution to greater gender equality is a stated project goal. It also illustrates how, through UN cooperation, gender issues can be further reflected in policy debates.

Box 4: Gender mainstreaming, gender equality and MDG-F in Morocco

The MDG-F joint programme in Morocco has mainstreamed gender in all activities whilst also articulating gender

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[29] http://portal.unesco.org/culture/en/ev.php-URL_ID=37649&URL_DO=DO_TOPIC&URL_SECTION=201.html

specific results. Gender is explicit in one out of the four expected results of the programme ("traditions and cultural values which favour the inclusion of women and young people and which ensure the achievement of the MDGs are emphasised"), and critical in pilot projects for poverty reduction. Although UNIFEM (United Nations Development Fund For Women) is the lead partner on gender in the programme, UNESCO provides a contribution as team leader of the UN team for the MDG-F joint programme.

Gender related programme activities include:

- Study of the impact of gender dimensions on the economy of Moroccan heritage and its potential for exploitation
- Gender sensitive situation analysis of the management, preservation and valorisation of Moroccan cultural heritage
- Gender sensitive study on knowledge, perceptions and attitudes of the population *vis-à-vis* heritage
- Technical support to ensure gender integration and mainstreaming in the development of the strategic vision for the preservation and promotion of cultural heritage
- Gender sensitive situation analysis of the cultural heritage sector
- Gender sensitive training needs analysis for heritage management professionals
- Development of gender sensitive training modules
- Technical support to integrate and mainstream gender in the development process of Commune Development Plans
- Development of a gender specific training guide
- Gender sensitive advocacy strategy and tools development

Most programme logframe indicators (output indicators) are gender sensitive; e.g., integration of the cultural dimension and of the gender dimension in community development plans, gender-sensitive training-needs analysis, gender-sensitive data on people's perceptions of culture and heritage.

Sex disaggregated data

100   Sex disaggregated data are rarely used by CLT, in particular for diagnostic analysis of RP activities. Sex-disaggregated data are more common in terms of reporting outputs (number of men and women participating in workshops, benefiting from awards or training or the gender balance on boards). There is rarely evidence of sex-disaggregated data in presentation or analysis of outcomes.

Gender equality, culture and sustainable development

101   The MDGs reaffirmed the importance of women's empowerment and gender equality. Gender equality is both a goal in itself (MDG 3) and a condition for the achievement of the other goals. This means that gender issues underpin development across sectors. Gender is, by definition, a social concept, tightly linked to value systems, traditions and beliefs. Social norms are shaping gender relations and power dynamics between men and women. Community traditions reinforce gender identities and roles and impact on education, health, income generation, and on the social, political and economic participation of men and women. An anthropological reading of culture and gender is therefore critical to understand and tackle questions of cultural identity and diversity, culture and development.

102   However, there is no real evidence of CLT's commitment to gender equality guiding its strategy to strengthen the contribution of culture to sustainable development. It is unclear who, within the sector, takes strategic leadership on issues of gender, culture and development. We have not heard or read debates in HQ on these issues, and we have not seen tools (apart from the CDPL), in HQ or in the field, that would support staff, development practitioners and government in articulating the relationship between gender, culture and development.

103   Interviewees were generally aware that addressing issues around gender and the promotion of women were two different things. They raised the lack of guidelines and support in addressing gender in the creative industries:

"We've not gone any further than targeting women – we lack tools for connecting gender issues and culture and need to hear from HQ as regards best practice work on these interfaces" (FO staff)

104   Nonetheless, there are good project-based examples from the field that address gender, culture and sustainable development. In Bangkok, for instance, the interface of culture, gender, HIV/AIDS and development is explored in a range of projects, targeting vulnerable ethnic minority women or men having sex with men. In Morocco, the MDG-F specifically addresses how heritage and cultural industries can contribute to poverty eradication for women, while also ensuring the preservation of practices or of a given aspect of culture where women play a lead role (e.g. knowledge of medicinal plants).

Gender equality, social cohesion and reconciliation

105   There were very few activities targeting gender or women and social cohesion/peace during the biennium. During 2008-09, for example, Objective 3 of the ISP on Intercultural Dialogue aimed to engage new voices in interfaith dialogue, specifically those of male and female youth, with a stated effort to explore gender issues. It is not clear how this was put into practice beyond trying to ensure participation by male and female young people in forums. The 2009 Melbourne workshop report "Reinforcing Youth Contribution to Interreligious Dialogue" does not cover any aspect of gender or of how male and female young people either participate in, or contribute to, interfaith dialogue differently. Similarly, while the concept note of the sub-regional seminar on interfaith dialogue and spiritual traditions (Dakar 2009) clearly states that the workshop will contribute to taking stock of initiatives from young people and women for the promotion of multi-religious society, the programme itself lacks any specific presentation on women's initiatives[30].

106   These findings reveal the absence of a UNESCO framework to investigate and engage with issues of gender and intercultural dialogue for the promotion of social cohesion and a culture of peace. They also demonstrate that when gender or women's issues are merged with other themes (as with youth in the 2008-09 biennium) they have tended to become a secondary priority.

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[30]

http://www.unescobreda.org/dakar/sitebreda/pdf/Culture/Seminaire%20Dialogue%20Interreligieux/Progamme_Dilogue_interreligieux.pdf

3.5   Comparative advantage

107   Taking a lead from the Independent External Evaluation (IEE) of UNESCO[31] we characterize comparative advantage in terms of strengths and weaknesses, specialization, complementarity and competition.

3.5.1   CLT strengths and weaknesses

108   Though other international organizations work in the culture sector (e.g., the Commonwealth Foundation, the Organisation Internationale de la Francophonie (OIF) and the Arab League Educational, Cultural and Scientific Organization (ALECSO) have significant programmes in culture and cultural diversity), UNESCO is acknowledged by them and other external stakeholders as the lead agency, larger in size, scope and range than others and with longer experience in the culture sector.

They can't be bettered in terms of their conventions. These are unique instruments and where UNESCO is at its most effective, not least because of their global reach. (External Partner)

109   However, external stakeholders and local partners have expressed some reservations about UNESCO's leadership style:

They are probably most effective in terms of the governments who pay attention to them, which tend to be developing countries. They assume that knowledge transfer is a one way process, but don't see that it has potential in working both ways. They assume that countries have nothing to teach them. They often ignore the knowledge generated elsewhere… (External partner)

110   UNESCO's perceived neutrality (or non-alignment) is a clear advantage for facilitating intercultural and interreligious dialogue: e.g., UNESCO Bangkok used its position as an 'honest broker' working for several years with the Thai government to establish a platform for exchange and extramural activities in one Thai university and one Malaysian university in an area of cross-border conflict, to promote peace and conciliation. The activities have resulted in the imminent establishment of two UNESCO Peace Chairs.

111   External stakeholders and interested bodies perceive as a strength UNESCO's potential ability to mobilize inter-disciplinary or cross-sectoral teams or expertise and to 'take a global approach': Examples include the experts' meeting in Monaco in 2009, which led to the publication of a book under the auspices of UNESCO Action to address climate change, "Climate Change and Arctic Sustainable Development: scientific, social, cultural and educational challenges". However, evidence from the ISPs suggests that this potential strength is not always effectively or fully realized either in HQ- or FO-led programmes.

112   From an internal perspective, UNESCO's position as the lead agency in the field of culture generally, and the promotion of cultural diversity and intercultural dialogue specifically, is considered by some to be in jeopardy because of the paucity of RP (and EXB) funds, especially when compared to other international agency programmes, such as in the EU.

We never have more than $300,000, when what we need is more like $3m or $30m. We should be rolling out 60 projects and involving ten times more people. Funds clearly exist for development. What we want is UNDP–scale funding to keep our comparative advantage and utilize it. ((HQ staff member)

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[31] 185 EX/18 Add. Report on the Independent External Evaluation of UNESCO: full evaluation report. September 2010, UNESCO

3.5.2 Expertise in culture and in development

113   CLT staff members in HQ and the field have different and particular areas of expertise – tourism and creative industries, heritage, cultural policy approaches, etc. This gives CLT a significant advantage in facilitating cultural exchanges and promoting ideas and action with MS, with governments and with other international and national stakeholders.

114   However, few staff in CLT HQ or FOs are specialized or experienced in the business of international development, interpreted here in a multi-disciplinary way to encompass foreign aid, governance, economics, human rights, environment etc., and including, crucially, the international aid infrastructure of institutions and changing policies focusing on alleviating poverty and improving living conditions.

115   Since the discourse on cultural diversity and intercultural dialogue is increasingly couched in terms of culture and development, CLT's lack of development expertise could be said to have been a distinct disadvantage, particularly in promoting its principles relating to cultural diversity and intercultural dialogue (as enshrined in the normative instruments) and their relevance to development around the UN joint programming table.

3.5.3 Complementarity and competition

116   Though UNESCO has the UN mandate for culture *per se*, several other UN agencies (both specialist and programme organizations) are directly or indirectly involved in addressing issues of cultural diversity, cultural expressions and the creative industries (e.g., UNICEF through its work in education and in support of the Convention on the Rights of the Child; UNCTAD and its mandate on creative economies). Several of these agencies have more funds to call upon than has UNESCO and, again, UNESCO staff are concerned that CLT could become sidelined in a field (cultural diversity) in which interventions by other UN agencies are thought to be increasing.

117   At FO or CO level UNESCO also works with many of these agencies on a regular basis and with considerable success, particularly under the MDG-F Thematic Window on Culture and Development. There can, however, be tensions between partners. These are often put down to different ways of organizational working and relative power balance within the partnerships. There is little evidence from the biennium to suggest a close working relationship between CLT HQ and other UN agencies, although it is not clear exactly what form that evidence might take. It may be that there are ongoing informal collaborations and consultations between CLT HQ staff and other UN agencies that are not documented. However, it appears that much of its partnership working is more rhetorical than actual:

"Some aspects of cooperation are longstanding, but this has been very much personality driven… It's standard to exchange documents, and to observe each others' conferences… But, in practice, there's considerable potential for closer partnership working. We don't necessarily always attend each others' meetings. While we theoretically work together, the relationship is not systematic. We don't really engage… In many respects, the two organizations work along parallel tracks". (External partner)

118   We have looked for evidence of cross-agency consultation on key initiatives, and at citations and quotations in other UN documented outputs and websites that indicate the use of UNESCO materials. It does not seem, for example, that CLT consulted UN or other development organizations or invited them to participate in the Expert Meeting to develop 'A new cultural policy agenda for development and mutual understanding' though we understand that the paper and accompanying 'tools' have been, and are being, tested in field-level workshops involving local representatives of other UN agencies.

119   A brief review of documentary and policy outputs from key UN agencies such as UNFPA, UNICEF, UNAIDS (a Joint UN Programme) from the period 2008-2010 suggests that most of these

agencies are sensitive to cultural and cultural diversity issues and implications. However, there is little evidence of explicit UNESCO principles of cultural diversity and intercultural dialogue being integrated into UN discourse, other UN agency programmes, publications or outputs.

120   Some examples illustrate the point:

- The 2009 updated (United Nations Development Assistance Framework) UNDAF Guidelines from UNDP[32] provide "an introduction to the five inter-related principles which must be applied at country level" which include:

    o   A human rights-based approach (HRBA) based on the nine core international human rights treaties;

    o   Gender equality and the elimination of discrimination on the basis of sex;

    o   Environmental sustainability;

    but do not specifically mention principles of cultural diversity and intercultural dialogue as expounded by UNESCO.

- The UNAIDS Guidance Note on HIV and Sex Work[33], produced after extensive consultation between 2006-08, contains no references to culture or cultural diversity issues in HIV/AIDS approaches, nor to UNESCO publications.

121   The indications are that, at the HQ level at least, CLT has few entry points for dialogue or forums for collaboration with other UN agencies within which it may influence and contribute to organizational and sectoral policies and operational guidelines.

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[32]Common Country Assessment and United Nations Development Assistance Framework: Guidelines for UN Country Teams on preparing a CCA and UNDAF. UNDP Updated February 2009
[33] Guidance Note on HIV and Sex Work. UNAIDS/09.09E / JC1696E. UNAIDS, 2009

3.6   Relationships – internal and external

3.6.1   Inter-sectorality

Efficacy of Inter-sectoral Platforms (ISPs)

122   The ISPs were established during the 2008-09 biennium as a response to the evident need for UNESCO sectors to collaborate more explicitly across sectors to achieve the SPOs. All UNESCO sectors (ED, SC, SHS, CLT and CI) are involved in the ISPs.

123   CLT led on Languages and multilingualism and Contributing to the dialogue among civilizations and cultures and a culture of peace, and ED led on HIV and AIDS and Education for sustainable development (ESD).

124   According to HQ staff, various features of all these ISPs, as they were structured during the biennium 2008-09[34], constrained their effectiveness:

- No RP funds were allocated to the ISPs. Activities had either to be supported from individual sectors' RP budgets or funded by EXB:

  The rationale for the distribution of what support existed was opaque:

  > *The ADG decides who gets the money. We have no idea on what basis. We need greater transparency about the funding and how decisions are made to distribute what there is. (ISP member from CLT)*

- Staff contributions to ISPs were in addition to their job descriptions. Resources and time dedicated to ISP activities did not count towards individual staff appraisals. Consequently, investing in ISP work has minimal appeal;

- Staff who regularly engaged in ISP activities tended not to be at the senior level and had no decision-making powers;

- ISPs operated, in effect, as HQ forums. Although they had little direct reach into the field, their activities might, nevertheless, be implemented there.

125   In short, the organization and management of ISPs was regarded as running counter to UNESCO's own infrastructure:

> *The fundamental rhetoric of UNESCO suggests inter-sectoral working. But its infrastructure and evaluations militate against it…You need to understand the silos… (HQ staff member)*
>
> *If platforms are identified with one particular sector, it puts the others off… And whatever is decided together has to go back to the verticality. It's a basic structural problem. (HQ staff member)*

126   There have been reported tensions within the ISP work. Certain sectors have found it difficult to work with CLT (e.g. on the ISP's project The Power of Peace Network[35]) because of their limited budgetary and resource commitment to the work. On the other hand, CLT staff working on the General Histories noted that it was continuously difficult to engage ED staff in the pedagogical development of these publications.

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[34] We understand that some structural changes and improvements are already in hand for the current biennium including a reduction in the overall number of ISPs.

[35] UNESCO inter-sectoral platform "Contributing to the Dialogue among Civilizations and Cultures and a Culture of Peace". September 2008. Action Plan http://portal.unesco.org/culture/en/files/37852/12217302905INTERSECTORAL_PLATFORM_120908__3_.pdf/INTERSECTORAL%2BPLATFORM%2B120908%2B_3_.pdf

Languages and multilingualism

127   Despite the limitations set out above, the two ISPs on languages and intercultural dialogue, and CLT's role within them, made a significant contribution to enhancing the inter-sectoral nature of the SPOs 9 and 10.

128   Total RP expenditure during the biennium on the Languages and Multilingualism ISP was $1,048,820, of which CLT contributed $547,597[36]. The platform, therefore, represented a significant proportion of the sector's creative industries' activity. Indeed, much language and book industry related work was undertaken through the ISP, including coordination and support to celebrations for International Mother Language Day in HQ and the field. Additional initiatives included:

- The third edition of the Atlas of the World's Languages in Danger (1st edition, 1996) was published in 2010 with the support of EXB funding, accompanied by a new interactive statistics atlas, intended to provides additional information on numbers of speakers, relevant policies and projects, sources, ISO codes and geographic coordinates. This is intended to permit increased accessibility and allow for interactivity and timely updating of information, based on feedback provided by users[37.] As yet, it is unclear how widely the Atlas is being used online, by whom, or to what effect.

- The Index Translationum, an international bibliography of translations, was created in 1932. The current online database contains cumulative bibliographical information on books translated and published in about one hundred MS since 1979 and totals more than 2,000,000 entries across all disciplines. No data on current levels of access and use of the Index appeared to be available (e.g., the number of hits on the webpage, number of searches by different categories, profiles of most frequent users of the data).

129   This ISP was expected to achieve the following results (C/5) by the end of the biennium:

- Local and endangered languages integrated into national linguistic policies;

- Multilingualism promoted in Member States through capacity building for multilingual education in the context of lifelong learning;

- Vernacular languages promoted as vehicles for an enhanced transmission of local and indigenous knowledge;

- Multilingualism in cyberspace enhanced and cultural diversity and pluralism fostered through local language media;

- Observatory on multilingualism established providing information on and analysis of policies, strategies, good practices and research related to languages and multilingualism.

130   This evaluation was unable to obtain any evidence that would allow a reasonable assessment to be made as to whether or not the ISP had indeed achieved these results, though ISP sectors were active in all these areas in HQ and in the field.

131   Informal communications are regarded as vital to the sustainability of the Platform and the relationships formally fostered through it. This ISP appears to have been particularly successful:

…you can, of course, always consult colleagues [without having to go to formal meetings]. We're in continuous dialogue... There's no way that we can't talk to each other now... The Platform is just a name for telephoning and e-mailing colleagues... The Platform is more a form of colleagues sharing collegial and mutual support for each other. (HQ staff views)

132   The platform has had other evident strengths:

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[36] 184 EX/INF.14 Budgetary information on the nine thematic ISPs implemented in 2008-09. April 2010
[37] http://www.unesco.org/culture/languages-atlas/index.php

When the Platform took over, we got high visibility - all the delegations were invited; we had several meetings with delegates and a public meeting on the role of language within sustainable development (in 2008). The work was bigger; it had more impact; the importance of language was strengthened in all Member States. More and more countries are talking about diversity, even if they're lacking implementation. In the last three years, languages have blossomed. (HQ staff member)

Contributing to the dialogue among civilizations and a culture of peace

133   The four objectives of this platform were: (a) the promotion and exploitation of the regional Histories; (b) the development of intercultural skills; (c) engaging new voices in interfaith dialogue and other spiritual traditions; and (d) the media and dialogue"[38]. These highlight the difficulties that may arise if expected results in the C/5 (intended as a two-year action plan) are set too high to be achieved within real resource constraints.

134   From CLT's perspective, the ISP (which is chaired by BSP) has had mixed results. Some staff felt that it functioned well because it focused mainly on concrete projects funded by EXB. However, the platform is also seen as very hierarchical and its project implementation impeded by bureaucratic processes and a lack of collaboration between sectors.

135   With $2 million from Libya (2008-12) for the pedagogical exploitation of the "General History of Africa", CLT's activities during the biennium included:

- Convening the first meeting of the Scientific Committee (March 2009) and drawing up a conceptual framework with a view to clarifying the different issues, dimensions and lines of emphasis of the project, particularly as it relates to African integration. This analysed the main challenges involved in developing and implementing the various project components, set out the issues involved and proposed some possible approaches to address them.

- Surveying history teaching in all 53 African countries.

136   In pursuit of the second objective, development of intercultural skills, CLT implemented a stakeholder mapping exercise and concluded that a range of professionals (doctors, lawyers, journalists, entrepreneurs etc.) are interested in the issue of intercultural competences. A survey and five regional studies commissioned during the biennium[39] explored intercultural competences, of which a synthesis is being prepared. This is expected to lay the groundwork for developing an intercultural competence framework - one of several planned tools to support intercultural dialogue.

137   The platform has also provided the context for CLT's work to engage new voices in intercultural and interreligious dialogue. This work which used workshops as modalities to explore issues, has had mixed success so far. It is not clear how far this work has yet contributed to the stated aim of the ISP to produce an analysis of the present interreligious dialogue practices among youth worldwide.

138   More generally, it is almost impossible to say what the outcomes of the activities of CLT under ISPs have been, and therefore what contribution they have made to UNESCO's objectives. With the ISP structure only three years old, the expectation of significant outcomes may be premature – most of the activities undertaken were elements in much longer-term initiatives, and viewing them from the perspective of a two-year programme is not helpful.

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[38] 181 EX4 Part 1 March 2009

[39] For instance, Intercultural competence: Asia-Pacific region: concepts, methods and tools for intercultural competence and mediation. Prepared by Dr Prue Holmes for CLT/CPD. November 2009. Also 'Intercultural competencies in Southern Africa: the African philosophy of Ubuntu. Prepared by Melissa Steyn. November 2009.

ISPs as a mechanism in culture and development

139   CLT also played a role in two ISPs with particular relevance to the culture and development theme: ESD and HIV/AIDS, both of which were underpinned with significant EXB support. These required CLT to address development within the discourse of other sectors. Its efforts were directed at embedding sensitivity to and awareness of cultural diversity and the importance / efficacy of intercultural dialogue within other sectors and the development process itself.

Education for Sustainable Development

140   UNESCO is the UN lead agency for the Decade of Education for Sustainable Development (2005-14) (DESD). The expected results for the development of public policies, plans and programmes for DESD undertaken during the biennium were as follows[40]:

- Capacities of MS and stakeholders enhanced to integrate sustainable development issues and practices into all types and levels of education, with a view to improving its quality;
- Knowledge on ESD enhanced through the exchange of innovative experiences, the documentation and dissemination of lessons learned;
- Awareness of sustainable development among all types of stakeholders raised through ESD and their contribution to the DESD heightened.

141   During the biennium, CPD focused its efforts on linking the CDPL with the ESD Lens (which is still in development by the ISP) with an ambition to merge the two (see Box 5)

Box 5: Two workshops in Southern Africa linking cultural diversity and the ESD Lens

The UNESCO/Southern African Development Community (SADC)-REEP workshop on "Mainstreaming of Culture in Education for Sustainable Development and for Piloting the draft Education for Sustainable Development (ESD) Lens for Reviewing and Improving Educational Policies and Practices towards ESD" was held in Mbabane, Swaziland, May 2009. The workshop was to pilot the draft "ESD Lens" with a group of multi-disciplinary policy makers and practitioners (including teacher trainers, curriculum developers, staff from ministries of education, culture and science) from seven Southern African countries (Botswana, Lesotho, Namibia, South Africa, Swaziland, Zambia and Zimbabwe) and to consider its relevance, and usability as a tool for assessing and monitoring ESD policies and practices in four key areas: culture, curriculum, environment, and teacher education. Main recommendations, included:

Participants cautioned against a narrow perspective of culture, and argued that our culture is defined by the spirit of Ubuntu which denotes tolerance and respect for differences and diversity. They recommended that culture be integrated into mainstream education rather than be taught separately as a standalone subject. It should not be considered as an extra-curricular activity.

It was noteworthy to participants that the representation of elements and dimensions of the ESD were not consistent with the original view of three pillars (economy, environment, society) and one underlying dimension (culture). This can be misleading, especially with respect to interpreting the importance of culture as the lens through which everything, including sustainable development, is seen, viewed, understood, and practiced.[41]

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[40] Report by the Director-General on the execution of the programme (34 C/5) (01 January 2008 - 30 June 2009) Extracts addressing the implementation and management of Intersectoral Platforms 182 EX4 MAF

[41] The ESD Lens: Results of a review process by seven southern Africa countries. Report by Prof. Overson Shumba & Dr. Muchaiteyi Togo**.** UNESCO and the SADC Regional Environmental Education Programme (REEP). June 2009

142   A preparatory review of ESD activities and policies commissioned by CLT from a cultural diversity perspective, and a concurrent research study to "assess to what extent 'culture' has been integrated in national and regional ESD policies, and propose how it can be more effectively strengthened" [42] found that the literature linking culture and ESD originated mainly from UNESCO itself and that, globally, culture and cultural diversity issues are rarely understood or represented within ESD policies and planning. This is perhaps indicative of how far UNESCO has yet to go in getting its key cultural diversity messages embedded in other development sectors.

HIV and AIDS

143   This ISP benefited from four regional HIV and AIDS advisers – Johannesburg, Bangkok, Moscow and Santiago – who contributed to ISP strategy and planning. CLT's role was defined as advocating and supporting the consideration of socio-cultural issues and the use of arts and creativity in HIV and AIDS responses.

144   Significant funding for ISP activities was available from UNAIDS UBW ($9 million, of which CLT's allocation was $1 million) and from Spanish funds.

145   The 34 C/5 expected results for the ISP included:
  • Capacities of Member States, particularly in the education sector, enhanced to implement comprehensive and scaled-up responses to HIV and AIDS grounded on evidence-informed good policies and practices;
  • Multidisciplinary responses by Member States to the HIV and AIDS pandemic in UNESCO's domains developed and supported, especially emphasizing gender-sensitive, culturally-appropriate and non-discriminatory approaches and methods;
  • Media-induced awareness of the risks of HIV/AIDS infection increased among young people and youth organizations.

146   CLT's contribution during the biennium appears to have been aimed principally at achieving the second of these expected results. Two streams of activity were initiated during the 2008-09 biennium. The first focused on strengthening national policies (see Box 6); the second focused on 'Facilitating Knowledge Transfer at the Country Level: Developing socio-cultural training modules to enhance capacity and scale-up responses', and involved a range of needs assessment and capacity-building activities for journalists, UN and UNESCO professionals and the collation and dissemination of best practice cases and examples.

Box 6: Strengthening national policies in support of cultural approaches to HIV and AIDS prevention and education among Ministries in Sub-Saharan Africa - CLT contributions to the UNAIDS funded programme

An Interdisciplinary Working Group (IWG) organised by UNESCO's Culture, HIV and AIDS programme and UNESCO Harare office met in Harare, November 2009. It brought together 10 multidisciplinary experts with the aim of collecting experiences and identifying challenges and opportunities in preparation for future activities to be conducted within the framework of the project in 2010. UNESCO's Culture, HIV and AIDS programme advocates for the use of more culturally appropriate approaches in response to HIV and AIDS.

With the current project, UNESCO's Culture, HIV and AIDS programme is working directly at the country level with the overarching goal of enhancing the ability and resources of policy makers in Botswana, Lesotho, Mozambique, and Zambia to formulate, implement, monitor and evaluate policies addressing HIV and AIDS that

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[42] Tilbury, D.; Mulà, I. (2009). Review of Education for Sustainable Development Policies from a Cultural Diversity and Intercultural Dialogue: Gaps and Opportunities for Future Action. Paris, UNESCO. ISBN: 978-1-86174-200-1

are more culturally appropriate.

The overarching objective of the meeting was to solicit feedback from the project's Interdisciplinary Working Group to outline priorities and recommendations for each of the project's three key action areas:

- Strengthening National Research Capacity.
- Stimulating public dialogue and participation in HIV and AIDS policy formation.
- Increasing uptake of evidence-based information at the policy level through improved communication between researchers and policy makers.

The conclusions and ideas that emerged during the discussions will constitute the basis for the formulation of the next project component, which will include a technical meeting to be held in 2010 in Mozambique.

Two key IWG recommendations were identified regarding cross-national networks: 1) given the impact of cross-border mobility on HIV-transmission in the region, cross-national cooperation in response to the epidemic must be strengthened; 2) reinforced cross-national collaboration must build on existing mechanisms. As a result, the Southern African Development Community's (SADC) newly established cooperation with UNESCO on Culture, HIV and AIDS shall be the focus in coming biennium.

147   A more tangible output of the work coordinated by CPD was the development of a toolkit on "using art and creative approaches with young people to tackle HIV-related stigma"[43]. The materials were reviewed in a workshop in Zambia by a group of teachers and young people. The publication (2010) will be disseminated to schools and civil society organizations by the International HIV/AIDS Alliance, and there are plans for translation into other languages. There was significant interest by SADC HIV/AIDS office in the toolkit and a recommendation to Spain from CLT that dissemination, reach and take-up of the publication be formally assessed within the current biennium.

148   These two ISPs – ESD and HIV and AIDS – have clearly been effective from CLT's perspective in providing opportunities and resources to research the gaps in cultural awareness and recognition of cultural diversity issues within non-cultural development sectors; and in going some way to testing methods and modalities for addressing those gaps.

Other inter-disciplinary mechanisms

The World Report on Cultural Diversity

149   The internal reporting on the biennium noted

A challenge for the completion of the World Report on Cultural Diversity has been the lack of human and budgetary resources in the different phases of the drafting process. Compared to other United Nations reports which are endowed with an average budget of $4 million and considerable human resources (an average of 20 people), the resources allocated to the UNESCO World Report amount to some $2 million including temporary staff (two to seven people). This has resulted in delays in the production of the Report. Early completion as set out in the expected result has consequently not been possible.

Once a shared understanding and common ownership can be established among colleagues from relevant sectors, it is expected that the World Report on Cultural Diversity has the potential to become a common tool for all UNESCO sectors (and not limited to CLT activities). [44]

150   The inter-sectoral effort, ending in 2009, to develop, draft and validate the World Report and its recommendations was significant.. EO coordinated the writing and preparation of the Report, with, as far as we can tell, relatively limited content or administrative input from CLT Divisions.

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[43] We are all in the same boat! Developed in partnership with the International HIV/AIDS Alliance.
[44] 182 EX4 August 2009

151   The World Report will undoubtedly have an impact upon UNESCO's achievement of SPOs 9 and 10: it places considerable emphasis on culture and development, makes cogent arguments in favor of raising awareness of and promoting cultural diversity in all sectors, and makes recommendations that speak to the principles espoused in the normative instruments and in UNESCO's own Medium-term Strategy. Its impact is likely to be felt among external stakeholders and key decision makers, assuming it reaches them. We have not investigated UNESCO's publication and dissemination strategy for the Report, however, and much depends upon its effectiveness in this respect.

152   More to the point on programming, we have found no evidence, documented or in consultation with the sector, that the content of the World Report has had any impact on programme delivery in CLT. Despite being available in draft within all programme sectors by mid 2009, we have not seen any references to the Report in CLT formal and informal outputs or new policy guidelines; no repurposing of the Report's content for use in different contexts etc., and no evidence of CLT promoting and recommending the Report or its Executive Summary as a key tool for external stakeholders.

153   The preparation of the Report seems to have been an entirely parallel exercise to the activities of CPD and CEI, not apparently intersecting with the concurrent development of, among other things, the New Cultural Policy Agenda guidelines emerging from CPO.

Arts Education

154   UNESCO's work on arts education spans several biennia, and activities supported by EXB from Korea in particular show CLT's potential to reach the goals of the Lisbon Road Map within MS. They include:

- Between 2006 and 2010, UNESCO's Arts Education Programme promoted the Road Map, created the UNESCO Chair in Arts and Learning (Queen's University, Canada 2007) and established the Asia Pacific Network of Arts Education Observatories.

- In preparation for the Second Wold Conference (held in Seoul in May 2010) and to ensure the follow-up of the First World Conference, UNESCO surveyed the implementation of the Road Map for Arts Education in 2009. A questionnaire was submitted to all MS via the respective countries' NatComs: 49% of MS responded[45].

- A central goal of the Second World Conference on Arts Education was to reassess and encourage further implementation of the Road Map. The Seoul Agenda is intended to serve as a concrete plan of action that integrates the substance of the Road Map within a structure of three broad goals, accompanied by a number of practical strategies and specific action items.

155   Despite the obviously inter-sectoral nature of the issues and content of arts education, we were told by several informants within HQ and in the field that there had been very little commitment or input to these activities from the ED sector, for instance in relation to the development of arts education policies in general and the promotion of the Road Map in particular. This failure in inter-sectoral working, attributed to ED's view that Arts Education is a tangential issue and not among its current preoccupations (such as Education for All (EFA), the MDGs and ICT and education), has presumably limited the effectiveness of UNESCO's dialogue with MS policy makers and the ability of FOs to take forward practical actions in the field of arts education.

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[45] http://portal.unesco.org/culture/en/ev.php-URL_ID=39998&URL_DO=DO_TOPIC&URL_SECTION=201.html

3.6.2   Working with other UN agencies

One UN and the MDG-F Thematic Window

156   In 2007, BSP noted that "the approach of 'One UN at the country level' offers a window of opportunity to advance towards the goal of bringing culture to the heart of the development agenda."[46] During the biennium CLT made some progress in this by getting the CDPL adopted by the UN Country Team as a planning tool in Vietnam, a One UN pilot country.

157   However, the MDG-F Thematic Window on Culture and Development, in particular, has provided an unrivalled opportunity to get culture on the development agenda, because it has the potential to

- be a critical opportunity for UNESCO to demonstrate the irrefutable relevance of culture as a sector for development;
- address the key problem also identified by BSP that "progress in producing evidence-based hard data on the linkages [between culture and development] is extremely complex: the gap between public discourse and actual practice is still considerable"; and
- demonstrate the effectiveness of CLT as a full partner in UN joint programming.

158   The MDG-F Thematic Window provides for 18 joint UN programmes[47] to contribute as one to the priorities and national strategies of development, and to UNDAF plans. Among the 18 selected countries, three (Albania, Mozambique, Uruguay) are also involved in the One UN pilot initiative. UNESCO is active in all 18 joint programmes and is the recognized technical lead agency for 14 of them.

159   The planning and joint proposal submission for these MDG-F projects happened during the 2008-09 biennium. They are all two- or three-year projects with start dates in 2009. Evidence from the field mission and interviews suggest that all the UN agencies involved are finding these large MDG-F projects challenging in terms of resources and commitment; CLT in particular is unused to taking a lead role in joint projects (see Box 7).

Box 7: Políticas Interculturales para la Inclusión y Generación de Oportunidades: Costa Rica

From the Mid-term evaluation (September 2010) "Evaluación de Medio-Termino1 "Políticas Interculturales para la Inclusión y Generación de Oportunidades":

"The project focuses on three areas: public policy, promoting interculturalism and creative industries, and the redefinition of traditional practices. Work is supported by components that promote sustainability, such as training, communication and the promotion of information systems.

Geographically, the programme covers multiple target populations, from the urban population in the immediate vicinity of Freedom Park to rural groups (cultural entrepreneurs), indigenous people, students and staff. These have been identified as vulnerable communities either because of geographical location, their demographics, their limited access to cultural life.

However, it is difficult to find a connection between the thematic and geographical aspects of the project. The initial proposal did not include a real analysis of the situation, and estimated costs for activities in many cases did not correspond with reality. Nor did it reflect general support costs and the initial proposal did not include all the actors necessary for implementation of the programme.

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[46] In 'Advocating for Culture towards a One UN at country level', UNESCO July 2007.

[47] In Albania, Bosnia and Herzegovina, Cambodia, China, Costa Rica, Ecuador, Egypt, Ethiopia, Honduras, Mauritania, Morocco, Mozambique, Namibia, Nicaragua, Palestinian Territories, Senegal, Turkey, Uruguay

The diversity in both content and geographical coverage makes it difficult to operationalize the programme, and it is difficult to track and measure the results and impact.

Given the large number of activities and agencies involved, considerable time was required to establish a management structure. It was agreed to operate according to a thematic structure of eleven clusters, each with representation from both the United Nations System and the Government of Costa Rica. In practice, the clusters work independently, but there needs to be a way to unify them, and identify synergies.

The programme has undergone many changes since the initial proposal. Under the current operational structure, a gap currently exists because there is nobody responsible for making technical decisions operationally. We identified the need to strengthen the role of unification, through a unified communication strategy, and recommended that this role is assigned to the lead agency."

160   The UNDP mid-term review (March 2010)[48] that synthesized findings from individual project reviews of which several CLT FO and HQ staff were critical, noted the following issues in relation to the capacity of CLT to lead:

- *"Uneven understanding on the part of UNESCO of the role and responsibilities of the lead agency, especially where the joint programme does not foresee a Coordination Unit;*

- *Some UNESCO staff on the ground without decision-making capacity to fulfil the role of lead agency and in some instances coordinate the joint programme;*

- *Some countries where UNESCO has limited country capacity and / or experience to manage development programmes with large amounts of resources and partners;*

- *Less experienced with joint implementation and management (i.e. sharing terms of reference for comments, establishing interagency review panels, preparing a work plan and a report jointly);*

- *85% of the joint programmes in the culture and development window are lagging behind and the results are uneven".*

3.6.3   Other external organizations

161   There are several other international players and partners operating at the same policy levels as UNESCO.

Alliance of Civilizations (AoC)

162   The UN AoC was established in 2008 and UNESCO signed a Memorandum of Understanding (MOU) with it in 2008 and 2010 confirming their commitment to collaborate on intercultural dialogue. Because of the inter-sectoral and overarching nature of the joint UNESCO/AoC goals, the lead on activities with AoC was been taken by BSP during the biennium 2008-2009.

163   CLT was involved in the collaboration with AoC, the Organization of the Islamic Conference (OIC), ISESCO, ALECSO, and Anna Lindh Euro-Mediterranean Foundation for the Dialogue between Cultures in organizing the Copenhagen Conference on Education for Intercultural Understanding and Dialogue (October 2008) as a follow-up to the first Dialogue among Civilizations Conference in 2005 in Rabat, aiming at "the development of a concrete and practical approach to intercultural dialogue" in the 'Copenhagen Agenda'. The cooperation with the AoC has served to identify joint main lines of action aimed at areas of formal and non-formal education, the media and youth, which have been pursued by CLT during the biennium under the ISP 'Contributing to the dialogue among civilizations and cultures and a culture of peace'.

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[48] Of which we were shown only a summary

European Union

164   The EU has developed and maintains a strong culture focus both in its European and its development programmes. Over the period 2008-2013, the European Commission is financing projects in practically all regions of the world through its thematic programme, Investing in People, which has an element called 'Access to local culture, protection and promotion of cultural diversity' and a budget of some €50 million. Indeed, Investing in People awarded the 2005 Convention Secretariat €1 million for its Governance of Culture project to design and implement a technical assistance programme helping developing countries implement the Convention into their national laws and policies.

Commonwealth Foundation

165   Both the inter-governmental organizations, the Commonwealth Foundation and the OIF, have substantial culture and creativity programmes. From 2007-09, the Commonwealth Foundation undertook an extensive research and consultation exercise on 'culture and development' within its member states, resulting in a publication, 'Putting culture first' and the setting up of a Culture and Development Group that published a statement of principles in 2009[49]. The Foundation's approach and principles on culture and development clearly echo and complement those of CLT, and build on UNESCO work– notably the global meetings held during the 1980s and 1990s, and the 2003 and 2005 Conventions. Its first Statement on Culture and Development integrates many of the ideas embedded in the 2005 Convention on creativity, cultural industries, the use of cultural resources and cultural expressions to advance development objectives etc. Its publications draw on the work of experts also used by CLT (e.g., David Throsby, Mike van Graan). Representatives from UNESCO NatComs have been involved in some of the Commonwealth member state meetings.

Other international, regional and sub-regional organizations

166   At a regional level UNESCO collaborates with and complements the ALECSO and the larger ISESCO – see Box 8.

Box 8: Working with ISESCO in Rabat CO

Rabat CO has worked with ISESCO since 2006 on developing a programme aimed at strengthening cultural policies to include elements from the 2005 Convention (and the 2004 Islamic declaration) and to advocate for ratification of the Convention. A validation workshop was organised in 2009 for a study (begun earlier in the decade and produced in 2007) on 'Protection and promotion of cultural diversity in Maghreb and Western francophone Africa'. The countries involved included Benin, Burkina Faso, Côte d'Ivoire, Mali, Morocco, Mauritania, Senegal and Tunisia. The inclusion of West African countries is perceived as an interesting add-on in terms of discussing cultural diversity and South-South networks and cooperation for cultural diversity.

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167   UNESCO CLT also works regularly with international specialist agencies in culture and intercultural dialogue, such as the Anna Lindh Euro-Mediterranean Foundation and the European Network of Cultural Administration Training Centres (ENCATC), drawing on their expertise and networks, co-financing and sponsoring events etc.

3.6.4   Using South-South cooperation

168   South-South cooperation is generally understood as activities and the exchange of resources, technology or knowledge between developing countries. There is little evidence of such activities

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[49] Commonwealth Foundation. 2010. Commonwealth Statement on Culture and Development. Prepared by the Commonwealth Group on Culture and Development. 33pp.

initiated by either CLT HQ or FOs. More typical of the biennium are regional and sub-regional capacity-building and consultative workshops, organized in collaboration by FOs or COs and HQ, which benefited from the use of regional or sub-regional experts; or expert meetings that drew upon regional and sub-regional expertise.

169   In the maintenance and expansion of the Award of Excellence for Handicrafts CLT Bangkok has made effective use of South-South cooperation to encourage take-up, management and promotion of the Awards. The RO also hopes to make greater use of regional expertise and experience (especially from Thailand) in its other programmes, building upon the experience gained by many regional partner organizations through collaboration in, for instance, cultural mapping, heritage conservation and guiding projects during the biennium 2008-09 and before.

170   Other than these, there are few activity examples from the biennium that were not led, initiated or facilitated by CLT staff and / or experts from the North.

3.7 Organization and structure

3.7.1 Connection between HQ and the field

171   We found evidence from both field consultations, missions and documentation that the connection between those working in FOs, COs and ROs and CLT staff in HQ is generally weak: HQ and the field appear often to be working on parallel, possibly complementary, tracks, but rarely meeting. We got the impression that HQ staff know relatively little about what is happening in the field and the realities of working in CLT at the field level; and we were told by numerous field officers that they feel unsupported by HQ and isolated from other FOs.

172   The exception in this would appear to be the Coordination Unit set up in the EO CLT for the MDG-F joint programmes. These programmes have been planned and implemented in a highly decentralized way, with the main responsibilities falling on FOs, and COs with their UN partners in the field. The Coordination Unit represents a dedicated effort to overcome the split between HQ and the field in these instances, with the Unit coordinating and providing technical support by drawing on CLT HQ and field expertise as appropriate, providing a responsive advisory function as necessary, and facilitating the sharing and exchange of views and information between FOs involved in the MDG-F joint programmes. This could provide some kind of a model for the rest of the sector.

3.7.2 Programming and planning

Stakeholder consultation

173   Other than the formal processes of programme development, in which, for instance, FOs consult NatComs and MS key stakeholders to inform and validate the biennial programming, CLT consults stakeholders through the many different forums it organizes. For instance, the results of workshops and capacity-building initiatives related to HIV/AIDS in the ISP action 'Strengthening national policies in support of cultural approaches to HIV and AIDS prevention and education among Ministries in Sub-Saharan Africa' (see Box 6) will have contributed directly and indirectly to programme planning for the current and next biennia.

174   The majority of the stakeholders in specific programmed activities that were consulted in the context of this evaluation stated that either they took the idea for the activity to UNESCO themselves or were closely involved in the planning and programming process.

Strategic thinking and planning

175   The 34 C/4 mid-term strategy and 34 C/5 programming cycle provide staff in HQ and in the field with a framework within which they are largely only required to do activity planning. It does not facilitate or encourage staff to take a strategic view of priorities within key areas, nor to assess activities from a more strategic perspective covering more than one biennium.

176   The introduction in 2007 of the UNESCO Country Programming Documents (UCPD), with guidelines on how to prepare these from BSP, have gone someway to addressing this gap in the field, where FOs are increasingly also engaged in joint UN planning:

A UCPD is a new programming tool to highlight UNESCO's contribution to a country's development efforts in a comprehensive manner. A UCPD shall capture all of UNESCO's activities in a particular country, whether funded from regular or extrabudgetary resources, in a single results-based document not exceeding 10 pages, covering the duration of one particular C/5 programme and budget.

This document will be of particular value as point of departure for articulating development deliverables in new CCA[Common Country Assessments]/UNDAFs or One UN Plan/Programmes, and for revisions of existing common country programming documents, as envisaged under the new February 2007 CCA/UNDAF Guidelines issued by UNDG. [50]

177   However, the UCPD is still intended to cover only the C/5 biennium. We note that some FOs and COs/ROs (e.g. Phnom Penh, Dar-es-Salaam) have chosen to develop UCPDs that extend beyond bienniums for three years, and that the IEE has placed considerable emphasis on UNESCO as a whole improving both capacity and procedures for strategic planning at MS, sub-regional and regional levels. The IEE has also recommended that UNESCO's planning cycle be adapted to the UN four-year cycle.

178   Strategic thinking and planning competences are not very much in evidence in CLT HQ or in the field, where the majority of staff are fully occupied with operational matters, and such competences are difficult to acquire and apply under the pressures of a two-year planning and implementation cycle.

3.7.3   Staff capacities

179   Other staff capacity and competence gaps have emerged in the course of this evaluation. They can be briefly summarised as follows:

- Within CLT few staff have direct experience and understanding of the international development discourse, programming and planning conventions and aid architecture that underpins all national planning in developing countries.

- Many staff, increasingly required to work within One UN frameworks, lack capacity and skills in planning and problem solving and project planning (using project planning matrices, such as logframes, etc.), including an understanding of results-based management (setting and using indicators, monitoring and evaluation systems and processes, etc.)

- Project management skills gaps are also evident in CLT, particularly for large, complex, multi-partner projects such as the joint programmes in the MDG-F Thematic Window.

3.7.4   Knowledge management

180   UNESCO in general is not good at sharing knowledge and exchanging good practice and lessons learned within the sector, either through working practices or through knowledge management and knowledge sharing, and CLT is no exception.

181   The MDG-F joint programmes in culture and development are accompanied by EXB to enable CLT to set up effective knowledge management systems that will capture more than just the activity data from the 18 programmes, but also the lessons learned from each programme. This system is being set up in the current biennium, so we were not able to assess its efficacy or what transferable lessons may exist for the rest of CLT. The first phase of the knowledge management project is about consulting with the FOs on system purpose, content and data requirements. The intention is to focus on gathering comparable data, using coherent culture and development indicators, and showcasing best practice cases.

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[50] Guidelines for the preparation of UNESCO *Country Programming Document.* Note by the Bureau of Strategic Planning. April 2007.

3.8 Sustainability

182   Many of the activities in which CLT engages under the 2008-09 MLAs, led by HQ or by FOs, have been running for several biennia, if not several decades (e.g., Index Translationum; Award of Excellence). Many of them are sustained only because UNESCO continues to contribute resources (staff and funding) to them, even though they may have managed to attract project-based EXB contributions (e.g., Global Alliance, Atlas of Endangered Languages). The question of whether to continue funding each of these long-running activities must have arisen from time to time within management and operational planning discussions, and judgments to do so are likely to be based not upon evidence of direct benefits to numbers or kinds of target groups or users (because very little such evidence exists or is sought), but perhaps on indirect measures of benefit such as the views of MS about specific activities, or the contribution of activities to UNESCO's 'visibility' in a particular field, or perceived strategic benefits of alliances with particular partners in the activity; or even on the basis of default to habit.

183   What is clear is that the direct benefits of some of these activities would diminish over time when and if UNESCO CLT withdraws current levels of support: the usefulness of the Atlas of Endangered Languages, the Index Translationum or the Observatory of the Status of the Artist would decline if data was not gathered year on year, collated and updated. It is questionable whether networks such as the Creative Cities network would sustain for long as fora for "cities who want to share experiences, ideas and best practices for cultural, social and economic development" without UNESCO's modest and continued support.

3.8.1   Sustainable partnerships

184   The key to sustainability lies in sustainable partnerships and enduring community relationships. Cumulative evidence from 2008-09 suggests that partnerships constitute an area of weakness. Key partners for activities under MLAs 4, 5, and 6 have been:

- Other UN agencies, providing funding, expertise and other resources but usually on a project by project basis, and usually with clear objectives and required results;

- MS government ministries and agencies and public sector cultural institutions: subject to changing political priorities and (in the case of the culture sector) usually under-funded relative to other sectors;

- International, regional and national NGOs and civil society organizations: frequently lacking capacity and funds and dependent on short term project funding;

- Trade, professional or private sector membership organizations at national and sub-regional levels and some small- and medium-sized enterprises.

185   Aiming for self sufficiency, supporting these partner organizations to build their own capacity, resources and expertise so they can sustain activity or maintain and support outputs such as networks and observatories with reduced or absent external support, has not evidently been a high priority for UNESCO: either the right kind of planning has not been encouraged or support has not been given or has not been done effectively enough to make potential sustainability gains.

186   NGO and civil society partners appear to be mostly enthusiastic in their collaboration and association with UNESCO and content to be dependent upon UNESCO funds or leveraging of funds. They provide UNESCO with access to local, national and regional target groups and space to deliver CLT activities within specific social and cultural contexts. When they produce and disseminate the project outputs, they are usually closer to the target audience or beneficiary groups than UNESCO and more able to make use of the outputs to achieve positive outcomes and impact (see Box 9 for

example). These partners consider sustainability mainly in terms of continued funding for next phases of the project or building new activities with UNESCO on the basis of the successful partnership. Some feel empowered by the experience to prepare their own project proposals and seek funding elsewhere.

3.8.2 Dissemination and use of CLT outputs

187   Dissemination of outputs (not only formal publications) is a big challenge for UNESCO generally and for CLT specifically. The issue, in terms of sustainability, is not only one of effective dissemination; it is a more complex issue involving planning and decision making around what kind of outputs are most appropriate and effective in particular circumstances, and how those outputs are best disseminated.

Box 9: Best dissemination practice: We are all in the same boat!

This toolkit publication (2010), produced under the HIV and AIDS ISP by CLT in partnership with the International HIV/AIDS Alliance, will be disseminated to schools and civil society organizations by the Alliance. There are plans to translate it into Portuguese, and the South African Development Community (SADC) HIV/AIDS office has expressed interest in using the toolkit in its own activities. CLT has recommended to the project funder that dissemination, reach and take-up of the publication should be formally assessed within the current biennium.

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188   We have found few examples from HQ or the field where early (or even any) consideration was given to the following factors:

- Who are the target audiences? (definition and size)

- What is known about those audiences' needs? (how much information they might need, at what levels of complexity, for what purpose etc.)

- What is the most appropriate channel of communication (broadcast TV or radio, printed material, electronic distribution, online or offline etc.) and what would then be the most appropriate formats for delivery? (printed books, brochures, newspapers, advertisements, feature programmes, CDs, DVDs, web page etc.)

- What is the dissemination plan? (quantity of outputs, produced and distributed from where, through what channels, when etc).

189   CLT relies heavily on the printed word and frequently publishes in traditional formats (full color books and printed brochures) available in Portable Document Format (PDF) for dissemination on the website in data files that are frequently extremely large, too large to be easily downloaded in countries where broadband provision and access is challenging. As a means of dissemination this preference for hard copy has obvious shortcomings quite apart from the unsustainable financial and environmental implications.

190   A major and underlying difficulty is that outputs are erroneously associated with outcomes and often constitute the effective end of activity, unless they are part of a rolling programme of activities that build on each other. Dissemination is sometimes interpreted as indicative of the sustainability of projects and yet is rarely planned: the recently published Mayangna Knowledge of the Interdependence of People and Nature: Fish and Turtles, e.g., was the output of a six-year project working with Mayangnans, supported by CLT RP and produced under the Languages ISP. EXB funding made publication possible after CLT produced a 'prototype' of the book and the project ended at this point.

3.8.3 The multiplier effect

191   Sustainability of activity or project outcomes (or benefits) can clearly be associated with examples in which CLT has managed to achieve a 'multiplier effect' with its stream of associated activities and programmes. The Bangkok RO provides a good example of this (see Box 10).

Box 10: IMPACT; The Plain of Jars and Heritage Guides

The CLT team in the Bangkok RO began over a decade ago to plan and initiate EXB projects focusing on 'pro-poor tourism', to preserve heritage sites by identifying local industries and empowering local communities to manage and protect sites, which revealed the potential of tourism to contribute to development.

Within five years, with Norwegian funding, a series of eight pilot projects based on heritage sites across the region were implemented as the Cultural Heritage Management and Tourism Project, which included regional capacity-building workshops for site managers to develop action plans for their site development, developing models of cooperation with local stakeholders and capturing and retaining revenue for the local community, and finally mainstreaming these models into best practice.

The work of these pilot projects formed the basis for what became known as the IMPACT reports[51] about 'the effects of tourism on culture and the environment in Asia and the Pacific'. These IMPACT models were shared with other donor and development organizations and there are clear indications that the Asian Development Bank's investment in tourism has been influenced by them.

The work of these different initiatives and projects also underpinned planning and local capacity building for the 4th Phase of the Fighting Poverty in the Plain of Jars project in Laos, supported by New Zealand, which focused on promoting sustainable livelihoods, particularly in the development of heritage management plans involving local communities.

The experience and expertise built up by UNESCO and regional and local stakeholders through these initiatives, as well as some of the IMPACT models, have also fed into the Heritage Guides Training Programme, initially focusing on capacity building for guides at World Heritage Sites in the region, enabling local people to convey the importance of the sites. The training programme for this was developed in Laos at the Plain of Jars.

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192   The multiplier effect is achieved through programmes framed by a more strategic vision than is allowed in two-year planning and implementation cycles, and in which

- Project partners work on more than one activity together, developing effective relationships, building capacity and experience across different projects, re-using expertise, knowledge and outputs;

- Project results and outcomes provide lessons learned that feed into planning subsequent phases or elements of other concurrent activities;

- Project funders recognize benefits produced by outputs and agree to fund additional work; or new funders are found on the basis of previous projects;

- Published outputs are re-purposed / used as the basis for new activities and disseminated through new channels, taken up by target groups in other countries etc.;

- The effects and benefits of activities are thus sustained in some way or another over a long period of time and embedded into practice through continual re-use, review in different contexts and with different groups.

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[51] E.g. IMPACT: The Effects of Tourism on Culture and the Environment in Asia and the Pacific: Sustainable Tourism and the Preservation of the World Heritage Site of the Ifugao Rice Terraces, Philippines by Save the Ifugao Terraces Movement (SITMo) Bangkok: UNESCO Bangkok, 2008, viii + 90 p. ISBN 978-92-9223-224-5 (Print version) ISBN 978-92-9223-225-2 (Electronic version)

4 Conclusions

4.1 The concept and meaning of 'development'

193   Many CLT normative instruments, publications and outputs stress the importance of understanding cultural diversity in a 'development' or 'sustainable development' context. The word 'development' is variously used to cover both 'economic growth and/or improvements in social and personal well-being' and 'international development' (i.e. national development through international aid and assistance).

194   The first of these meanings is relevant and applicable to any country in the world dedicated to bettering the lot of its citizens through cultural and other means; the second is relevant only to those low income and 'least developed' countries dependent in part upon international assistance.

195   The term 'development' is a loaded one and needs to be deployed in a more nuanced way: it is unlikely, for instance, that policy makers in a middle income country, such as Thailand or Brazil, would wish to engage in a dialogue with UNESCO about national planning or address cultural policy issues if the discourse is couched in terms of 'development'.

196   Indiscriminate conflation of the term's context-specific meanings is unhelpful and confusing, and is likely to make the CLT tools and outputs less useful for supporting the integration of the normative instruments into national policies and legislation in those MS that are NOT engaged in internationally assisted development.

4.2 Promoting cultural and other policy change outside the development context

197   The need for such integration is not less urgent and necessary because a country happens to be relatively rich and relatively 'developed'. From the evidence reviewed it appears that 'international development' has rather hi-jacked CLT work. The key messages of the normative instruments (especially the 2005 Convention) are extremely relevant outside an international development context, in highly 'developed' and indeed affluent countries, as well as those that are described variously as middle income and latterly transitional economies. Issues of cultural diversity, freedom of cultural expression, public support for creative industries, tourism respectful of communities etc, are or should be equally central to cultural, social, legal and economic policy-making and legislation in Europe as well as in Africa. UNESCO CLT seems to have passed this baton over to the EU and other international players, either as a result of a determined policy shift or simply 'mission drift'.

4.3 Greater clarity on culture and development

198   UNESCO's internal debate and resulting outputs, as noted in 3.3.3, use one of two approaches to culture and development: the first driven by culture as the '4th pillar of development' and the second by the need to embed key messages about cultural diversity within other development sectors to improve development outcomes, or culture as the 'underlying dimension' of development in other sectors. Sometimes these two approaches are unhelpfully conflated or mixed up in the same document.

199   Although both approaches are perfectly legitimate for CLT to address, it is arguable that UNESCO's impact on MS and international development discourse might be more powerful if they adopted only one and argued it with increased clarity. It is our view that culture as a sector can only ever make a relatively limited contribution to national development, particularly in the less developed countries. CLT could be a more powerful influence on the achievement of sustainable development

outcomes if it focused more on working with other sectors (internal and external) to improve their understanding of the impact of culture in development initiatives and in ensuring that cultural issues are properly taken into account and recognized in national and international development planning, procedures, debate and discourse.

200   The MDG-F joint UN programmes appeared to be an opportunity to engage culture in such discourse with other sectors. In reality, however, most of the projects focus on using culture directly to achieve development aims related to the MDGs, and engage principally with cultural sector partners.

201   If, however, CLT is determined to pursue both approaches as 'two sides of the same coin' it must be recognized that they each target different audiences and need different tools, expertise and partners to be effective.

4.4 Evidence base

202   Whichever approach to culture and development is taken, building an evidence base to support lesson learning and advocacy is a high priority. The culture and development indicator suite as it stands is another example of CLT mixing up the two approaches to culture and development in one document: on the one hand it infers that the culture sector should and could be a pillar of development in its own right, while on the other it attempts to propose indicators to measure the integration of cultural diversity into other sectors such as education. These two approaches to culture and development demand very different indicators.

203   The first approach needs data about cultural and creative industries, sustainable tourism and heritage management, many of which areas are mapped out in the UIS Framework and identified in the UNDP MDG-F 'Thematic Indicators for the Culture and Development Window.

204   In the second approach, indicators must be sought outside the cultural sector, and must have meaning and force within the specific sectors where development results are sought (see Box 11 for an example).

Box 11: Example of possible indicators of improved awareness of and sensitivity to cultural diversity within education development

Taking a lead from relatively common proxy indicators of gender dynamics within education development programmes, we might articulate an example based on, for example, awareness of cultural dynamics in planning and implementing education interventions within communities made up of diverse cultural and ethnic groups.

If the education programme planners (the ministry of education, national education stakeholders, donor organizations etc.) had integrated UNESCO's principles of cultural diversity and understood the local, regional and national cultural dynamics and diversity issues that would or could impact upon education development outcomes, what kinds of indicators might be set to measure those outcomes?

They could consider proxy indicators such as:

- School attendance and retention of pupils from different cultural and ethnic groups, disaggregated by gender, age, class etc;
- Educational achievement through tests and exam results among pupils from different cultural and ethnic groups, also disaggregated by gender, age, subject etc.,

In other words, these are educational indicators that tell us about cultural diversity issues in education.

4.5   Cultural expressions and ICT

205   Although the 2001 Universal Declaration has some definite things to say about cultural diversity, ICT and the digital divide (e.g., Article 6 Towards access for all to cultural diversity), and the 'New Cultural Policy Agenda' notes the power of the 'new information and communication revolutions', the 2008-09 programmes in CLT reflected little of the impact of ICT on cultural expression, cultural diversity, and intercultural dialogue.

206   In references to the economic or developmental impact of creative and cultural industries, CLT largely neglects ICT-based innovation or the relationship of the copyright industries and digital technologies to the economy and are largely restricted to contributions that culture might make to tourism and social regeneration.

4.6   Addressing tourism as a vector for development

207   The increasing focus at field level during the biennium on cultural tourism as a key area that can contribute to national development is not echoed by a coherent response and support from all CLT HQ divisions. Coverage of tourism and development issues in HQ has been very limited and uncertain in both aims and commitment of resources.

4.7   Improving internal relationships

208   CLT needs to acknowledge that other sectors (in UNESCO as well as external actors in other sectors) e.g. education, water and sanitation, environment, are aware of and are *de facto* addressing cultural diversity issues. These sectors tend to work within the international development discourse and have much to offer CLT in terms of building capacity and engaging CLT in development planning at the UN table. Conversely, CLT can and should be able to assist other UNESCO sectors in much more concrete terms with tools like CDPL that will help planners to make choices based on understanding and awareness of cultural diversity issues. A significant and positive result would be if other sectors turned to CLT to assist them in improving and strengthening their messages about cultural diversity, and CLT could respond by developing more context-specific tools for embedding the principles of cultural diversity etc., in non-culture sector programmes and the work of other sectors.

4.8   Expanding external relationships

209   UNESCO CLT needs to invite more external voices into its internal debate about how best to promote and facilitate cultural contributions to development, the most effective ways of embedding cultural diversity awareness into MS practice and what might be best practice in such areas as intercultural dialogue. In reviewing the work of the last biennium, one gets the impression that UNESCO is mostly talking to itself, although this no longer appears to be the case as new partnerships have begun, for example with the World Bank and others in the context of the 2010 MDG Summit. CLT needs to engage more proactively with other big players (in culture and development, for instance) and become more open and effective in taking its arguments about culture to the international development players. The gains may not be hearts and minds won over to a completely different approach to development, but small and incremental changes in the ways in which national and international planners consult on, prepare and evaluate their development plans etc.

Dialogue only works when they ask us things. Otherwise, we don't have a voice. They could consult more, and more effectively. They tend to send out long, time consuming and often irrelevant surveys or very brief phone conversations. Neither is satisfactory. (External partner)

210   A wider and more diverse pool of external experts and centers of research expertise would benefit CLT's support and guidance outputs. It should, for example, benefit from bringing in external expertise to prepare tools for use within the international development context. Some current tools as

they stand rather lack legitimacy as contributions to the development debate (e.g. New Cultural Policy Agenda paper, culture and development indicators suite) because they so evidently have been written by people who are not themselves familiar with or knowledgeable about the trends, discourse and key drivers of international development.

211   CLT also needs, at international, regional and MS levels, to engage with new partnerships itself (as well as fostering new creative partnerships), particularly in addressing cultural and creative industries, in order both to further developmental aims as well as to embed the principles of cultural diversity and intercultural dialogue more effectively into practice. This will mean being much more strategic about which new partnerships to prioritize and the nature of partnership roles: cultural tourism, for instance, means engaging with the private sector at local and international levels and seeking new and innovative ways in which UNESCO's traditional functions can be utilized.

I'm not sure that they really want any partnerships, or even understand what partnership working might imply. There seem to be no mechanisms to discuss what could be mutually beneficial partnerships with them. (External partner)

4.9   Working more effectively across divisional structures

212   We appreciate the difficulties that lie in achieving an organizational structure within CLT that adequately reflects the holistic and cross-cutting nature of MLAs 4, 5 and 6 – that is, work substantially driven by the promotion of the principles of the 2005 Convention. However, the nature of the work indicates the need for more effective cross-divisional and cross-sectional working practices (including the EO), for example, perhaps regular themed cross-divisional meetings to update and cohere around particular approaches or actions.

213   Two specific issues have also emerged from consultations and review of documents:

- Culture and development cuts right across the two CLT divisions, CPD and CEI, that have been the main focus of this evaluation; it is also strongly linked to cultural heritage and tourism. As such, it may require a stronger, more coherent organizational response.

- The activities to develop effective statistical frameworks and indicators that would capture evidence of culture as a development sector depend on working with UIS, and, more importantly, intersectional working within CLT divisions, in particular CID, DCE and CPO. Although work around cultural statistics and indicators is explicitly related to cultural policy development, cross-divisional work in this area appears not to have been effective; while work has progressed on the suite of indicators for culture and development in CID, CPO has concurrently been developing 'A New Cultural Policy Agenda', but the latter makes little or no reference to either the UIS Framework or the work on the indicator suite.

214   The division of responsibilities between EO and the CLT professional divisions during the biennium appear to be somewhat arbitrary, and given that intra-sectional working has not been very effective, there is a risk that key initiatives such as the coordination of the MDG-F projects and the lessons learned from that, may not penetrate and influence the work of the whole sector.

4.10 What is best practice?

215   FOs and external stakeholders engaged in cultural policy and legislative work, in promoting the normative instruments and intercultural dialogue, would benefit from more coherent and practical guidance. This would be likely to include case studies and examples of 'best practice'. Those examples currently available are of greatly varying standards, quality and usefulness. The term 'best practice' is used extremely loosely, to mean almost anything that actually happened (see, for

example, some of the entries in the online Database of Good Practices for the Promotion of Intercultural Dialogue[52].

216   One of the problems is defining exactly what might be best practice in contentious and difficult areas of activity such as intercultural dialogue or culturally inclusive planning and decision making at policy levels. What good lessons that may exist within UNESCO are not currently transferred and shared effectively and are rarely documented in any coherent way. Best practice is not simply running a workshop or reinterpreting the 2005 Convention in a leaflet. Best practice is about content and organizational issues and activity outcomes. It may be that some best practices are not transferable into other contexts.

217   Other international and national stakeholder organizations clearly face similar problems of understanding best practice, but UNESCO CLT is uniquely well placed to lead on this issue and set some standards for others to follow.

4.11 Results-based planning and prioritizing resource deployment

218   CLT needs to stop doing some things that have very limited impact (in terms of numbers of beneficiaries within target populations) or because they would be better done by other bodies, freeing UNESCO to take up more innovative and forward-looking initiatives. This implies developing better partnerships with more robust and sustainable organizations and doing only the 'upstream' work in key areas, rather than implementing or running things. It also implies questioning (perhaps on a case by case basis) the assumption that maintaining UNESCO's 'visibility' is a legitimate reason to do something or continuing to do it.

219   In common with other UNESCO sectors, however, CLT has made little attempt to identify, monitor and understand the results or outcomes of its activities in order to support such a prioritization process; indeed, a marked tendency to evade evaluation was notable on the assumption that it is impossible to evaluate cultural things or impossible to monitor FO activities.

220   This lack of a culture of results-based planning and management has allowed legacy programmes and activities to continue without serious review, and other activities to be added to the CLT portfolio with a 'doing more with less' attitude, rather than the sector prioritizing how it spends its modest RP and which EXB opportunities it takes up on the basis of thorough review of efficacy against agreed strategic programme results.

4.12 Gender

221   The concepts of gender and culture are closely entwined. Respect for and promotion of cultural diversity impact on how policies and programmes (including development programmes) address gender, and, conversely, gender equality and gender mainstreaming influence issues of cultural diversity, culture and development.

222   CLT has a critical role to play in articulating the complexities of the cultural diversity and gender equality agendas, and of how gender, culture and development interplay with each other. However, the evaluation found no strong evidence of CLT leading or influencing the international, UN or development discourses on these issues. This is a critical gap.

223   Similarly, CLT in HQ lacks frameworks and tools to mainstream gender in programming and implementation. The situation in FOs varies, depending on staff personal interests, background and

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[52] http://unesco.internotron.net/dialog/public/index.php?action=select&lng=en

expertise. There are good examples of mainstreaming gender at field level that often fail to be shared and disseminated across FOs and from FOs to HQ.

4.13 Overall progress in the biennium towards achieving SPOs 9 and 10

224   MLA-expected results have broadly been achieved, in terms of activities implemented and completed, though some delays to planned activities were incurred during the biennium (see summary in Annex 4). There is, generally speaking, too little evidence available to assess results in terms of the outcomes of those activities (e.g. whether linguistic diversity has been 'enhanced', or the role of cultural activities in regional integration 'strengthened').

225   Overall progress towards achievement of the SPOs in the biennium has been limited; though with some significant regional successes (see Table 3). Five broad factors can be identified as constraints on progress:

- Dependence on relatively weak government and other partners within culture;
- Lack of clarity and consensus within UNESCO around approaches to culture and development, resulting in mixed messages and ineffectively targeted initiatives;
- Lack of experience among CLT staff in international development mechanisms and discourse;
- Ineffectiveness of the inter-sectoral mechanisms available within UNESCO, exacerbated by broad lack of understanding and knowledge about other sectoral and professional contexts among CLT staff;
- Staff work towards the expected results of the C/5 and the MLAs and the SPOs are rarely, if ever, used as a point of reference. Since the link between biennial MLAs and SPOs has not been clearly defined anywhere, they have little force as indicators or progress, and no monitoring or measurement takes place.

Table 3: Summary of progress towards achieving SPO expected outcomes 2008-09

SPO expected outcomes	Summary assessment of progress
9: Strengthening the contribution of culture to sustainable development	
Principles of cultural diversity integrated into policies, mechanisms and practices at national and regional levels.	Good progress on ratification of 2005 Convention. Limited progress by UNESCO on development and effective use of tools and support to MS in this area. Reporting from MS on levels and kind of integration into policies not yet started and therefore not known.
Cultural development reflected in national development plans and legislation.	UNESCO working with a weak governmental sector; culture rarely explicit in national development plans in developing or least developed countries. Some regional progress under MDG-F.
The role of culture in development and principles of cultural diversity reflected in South-South cooperation initiatives.	Limited progress in stimulating South-South cooperation where government and civil society partners are relatively weak and best practice models not established. Some progress evident in inter-sectoral work (e.g. water, ESD) and under MDG-F joint programmes.
Awareness about the cultural contribution of indigenous peoples to sustainable development enhanced.	Some progress during Decade of the World's Indigenous People through international stakeholder collaboration.

SPO expected outcomes	Summary assessment of progress
New cooperative mechanisms, including public-private partnerships, based on the principles of cultural diversity, developed for cultural industries and best practices in this area collected and recognized by UNESCO.	Limited progress in stimulating new mechanisms and partnerships because of limited resources and lack of clarity around UNESCO aims and objectives in cultural tourism, for example; and lack of CLT experience in dealing with private sector.
10: Demonstrating the importance of exchange and dialogue among cultures to social cohesion and reconciliation in order to develop a culture of peace	
Emerging challenges and obstacles to a sustained dialogue among civilizations and cultures identified.	Limited regional progress in collaboration with AoC.
Methodologies, procedures and networks promoting dialogue among professionals developed.	Very limited progress; best practice models not clearly established and mechanisms not yet effective or in place.
Mutual understanding strengthened in several regions and sub-regions through dialogue-related activities.	Limited progress using existing tools (e.g. General Histories) and collaboration with AoC. Need for review and updating of UNESCO approaches, methods and mechanisms.
Intercultural dialogue integrated as part of quality education in curricula and learning materials.	No discernable progress.
Lisbon Roadmap on Arts Education implemented together with other partners.	Some regional progress in promoting and embedding Roadmap (e.g. in SE Asia).

5 Recommendations

Based on the findings and conclusions outlined in the preceding sections the evaluation makes the following recommendations.

Recommendation 1: Address ambiguity and mixed messages

1.1   Discrete target audiences should be more tightly defined (and their information needs and preferences researched if necessary) before an activity or an output is planned and developed.

1.2   CLT should stop the practice of using the same paper, set of guidelines or tool etc., when working with completely different target audiences: professional communities, groups of decision-makers or beneficiaries in cultural and non-cultural sectors, UNESCO and other UN staff all come with different contextual and knowledge backgrounds.

1.3   CLT should review all its current publications, tools and outputs (including the web pages and documents accessible via the website) with a view to achieving greater clarity in two key areas:

- The contextual meaning of the term 'development'
- The interpretation of culture and development, as being either culture as a sector contributing to national development in itself or culture as an underlying dimension in all key national development sectors

The aim should be to ensure that it is always completely clear and unambiguous which context and interpretation is being used in every document, publication, tool or activity. Those documents that lack the required standard of clarity should be withdrawn from circulation and archived.

1.4   This recommended review of CLT outputs to achieve clarity should be done using external assistance.

Recommendation 2: Work more effectively with other sectors

2.1   CLT should include among its staff people with professional backgrounds in key non-cultural sectors, able to understand and articulate the requirements of the target sectors and advise other CLT staff on how best to shape and deliver key cultural diversity messages within different contexts (in much the same way as museums employ education specialist staff to develop and manage education outreach programmes).

2.2   CLT should consider setting up or filling vacant posts with these specialist staff as focal points for work with other sectors (not necessarily work under the ISPs) – particularly and in the first instance with ED, CI and SC.

2.3   Among the priority tasks of these posts should be the development of new tools and guidance for UNESCO staff that have clear and consistent messages tailored to meet the concerns and professional priorities of other sectors.

Recommendation 3: Set new priorities for resource allocation

3.1   ICT, cultural diversity and intercultural dialogue: collaborating where appropriate with CI, CLT should begin to commission serious external research and catalytic work focusing on the impact of ICT: how the use of ICT is changing cultural discourses and intercultural dialogue; how to use technology to facilitate new ways of promoting intercultural dialogue and sensitivity to and awareness of cultural diversity, etc. This research will help to identify and map trends and opportunities for UNESCO and other partners to lead on new programmes.

3.2   Cultural tourism is a key area of work in which culture can contribute to development goals. It is currently under-resourced and not well supported by UNESCO as standard setter, catalyst and facilitator. CLT should place much higher priority on this area for resource commitment, and take up in particular the standard-setting role mapped out in the recent draft paper on heritage conservation and sustainable tourism[53].

3.3   CLT should curtail its role as the implementing body for the Award of Excellence in Handicrafts and withdraw completely from any administrative engagement in running the Awards. CLT's legitimate impact is surely to be found 'upstream' in getting national governments and international bodies to endorse, promote and monitor the Awards themselves, for example; and in empowering and building the capacity and sustainability of its national and regional partners so that they may administer and manage the Awards to the advantage of their members etc.

3.4   CLT should investigate the further development and promotion of the Award evaluation criteria as certified international standards, working with bodies such as the International Standards Organization and the Fairtrade Foundation.

Recommendation 4: Lead on gender, culture and development

4.1   UNESCO CLT should acknowledge and articulate the complexities arising from cultural diversity, gender equality and gender, culture and development. This should be used as a basis to develop frameworks, approaches and tools for gender situation analyses, training materials, gender mainstreaming and programming across the sector in HQ and FOs.

4.2   UNESCO should appoint HQ and/or FO staff to lead on questions of gender, culture and development, to disseminate knowledge and to influence development practices within and outside UNESCO.

Recommendation 5: Improve knowledge management

5.1   CLT should commission specialist knowledge management expertise to assist in the urgent task of defining what knowledge and information is to be collected and why; to establish proper consensus around what is needed for lesson learning within UNESCO and what criteria are needed to identify best practice. Knowledge management frameworks and tools should then be developed to meet the needs and working practices of CLT and other UNESCO staff.

Recommendation 6: Improve coordination between HQ and field

6.1   CLT should consider establishing regional focal points among Divisional staff in HQ. These posts would have specific responsibilities for coordinating, understanding and keeping abreast of the CLT work undertaken in the field within each region and sub-region, and would act as focal points for field staff in answering enquiries, providing support and information and expediting requests for assistance from the field.

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[53] Document to the 186th session of the Executive Board. Preliminary study on the technical and legal aspects relating to the desirability of a standard – setting instrument concerning heritage conservation and sustainable tourism. Hervé Barré 27/10/2010 ADGDOCTourism(5)

Annex 1: Evaluation Terms of Reference

Evaluation of UNESCO's Strategic Programme Objectives (SPOs) 9 and 10:

9: Strengthening the contribution of culture to sustainable development
and
10: Demonstrating the importance of exchange and dialogue among cultures to social cohesion and reconciliation in order to develop a culture of peace

Summary

Strategic Programme Objectives (SPOs) were adopted in the UNESCO Medium-Term Strategy for 2008–2013 (34 C/4). SPOs 9 and 10 are implemented mainly, but not exclusively, by UNESCO's Culture Sector and cover the breadth of the sector's work on cultural diversity, intercultural dialogue, and culture and sustainable development. Evaluations at the level of the SPO were decided upon as a vehicle to respond to Executive Board decision 175 EX/Decision 26: "ensure provision for systematic evaluation of all programmes within the C/4 cycle".

Background

1. UNESCO's 2008–2013 Medium-Term Strategy is framed around fourteen strategic programme objectives (SPOs) that capture the entire programme of UNESCO through articulating overarching objectives. SPOs 9 and 10 are implemented mainly, but not exclusively, by the Culture Sector (by the Division Cultural Policies and Intercultural Dialogue and the Division of Cultural Expressions and Creative Industries) with the SPOs covering the breadth of the sector's work on cultural diversity, intercultural dialogue, and culture and sustainable development. Other sectors and Bureaus, such as for example the Education and Communication and Information Sectors and the Bureau of Strategic Planning, also contribute to the two SPOs. The Medium-Term Strategy is delivered through three consecutive biannual programme and budget documents (C5), which contain expected results, performance indicators and benchmarks.

2. The expected outcomes for SPO 9 are as follows:

- Principles of cultural diversity integrated into policies, mechanisms and practices at national and regional levels.

- Cultural development reflected in national development plans and legislation.

- The role of culture in development and principles of cultural diversity reflected in South-South cooperation mechanisms.

- Awareness about the cultural contribution of indigenous peoples to sustainable development enhanced.

- New cooperative mechanisms, including public-private partnerships, based on the principles of cultural diversity, developed for cultural industries and best practices in this area collected and recognized by UNESCO.

3. The expected outcomes for SPO 10 are as follows:

- Emerging challenges and obstacles to a sustained dialogue among civilizations and cultures identified.

- Methodologies, procedures and networks promoting dialogue among professionals developed.

- Mutual understanding strengthened in several regions and subregions through dialogue-related activities.

- Intercultural dialogue integrated as part of quality education in curricula and learning materials.

- Lisbon Roadmap on Arts Education implemented together with other partners.

4.   Programmatic activities are delivered from both Headquarters and UNESCO Field Offices. In the 2008-2009 programme period, the work pertaining to SPOs 9 and 10 was mostly captured under the following 34 C/5 Main Lines of Action (MLAs) of the Culture Programme.

- MLA 4: Protecting and promoting the diversity of cultural expressions through the implementation of the 2005 Convention and development of cultural creative industries;

- MLA 5: Promoting the understanding and development of intercultural dialogue and peace; and,

- MLA 6: Mainstreaming within national policies of the links between cultural diversity, intercultural dialogue and sustainable development.

It should be noted, however, that given the cross-cutting nature of the issues addressed under SPOs 9 and 10, other MLAs of the Culture Programme, as well as MLAs of other sectoral programmes are also expected to contribute to SPOs 9 and 10.

5.   The Regular Programme funds allocated in 2008-2009 for these three MLAs totaled $ 21,851,600. Regular Programme staff costs were $15,100,100 for 2008-2009. The total Regular Program funds allocated therefore were $6,751,500 for 2008-2009. Extrabudgetary funds, including both staff and activity costs were estimated at $6,218,100 in 2008-2009.

CLT MLA N°	Regular Programme ($)			Extrabudgetary ($)
	Activities	Staff	Total 34 C/5 Approved	Funds already received or firmly committed
4	3 300 800	5 525 200	8 826 000	2 960 500
5	1 550 300	4 208 100	5 758 400	957 100
6	1 900 400	5 366 800	7 267 200	2 300 500
Total:	**6 751 500**	**15 100 100**	**21 851 600**	**6 218 100**

Source: 34 C/5

Purpose

6.   The evaluation of SPOs 9 and 10 is expected to assist UNESCO's Governing Bodies, Senior Management, the Culture and to a lesser extent also the other Sectors, in decision-making by providing evidence-based recommendations. These will be based on an assessment of progress

made towards achieving the expected outcomes of the SPOs and an examination of how progress might be enhanced through improving programme policy, design and delivery.

7. The evaluation is furthermore expected to inform the Independent External Evaluation (IEE) of UNESCO, which is currently ongoing.

Scope

8. The evaluation is expected to reach findings and draw lessons learnt[54] on UNESCO's comparative advantage with regard to SPOs 9 and 10 on progress made towards achieving the expected outcomes of the SPOs, the degree of inter-sectoral and interdisciplinary work, and the two global priorities Africa and gender equality. Focus will also be put on the relevance, effectiveness and sustainability of a sample of activities, projects and programmes that fall under SPOs 9 and 10.

9. The evaluation will focus on programmatic activity of the previous 2008-2009 biennium, taking into consideration the programme for the current biennium. It may be necessary to go back to even earlier biennia in order to set the context, in particular for capturing the key events in the evolution of the programme under study. The evaluation will cover Regular Programme funding and extrabudgetary funding that was expected to contribute to the two SPOs.

10. The evaluation will take into account the following aspects for defining the samples of activities to be assessed:

- high representation of programmatic activities that have not recently been subject to external evaluation;

- priority areas identified by the Sector/Evaluation Reference Group;

- wide geographical coverage based on the financial allocations, with special consideration given to Africa;

- balance between programmes and projects managed by Headquarters and Field Offices;

- joint initiatives with other UN agencies such as the Culture and Development Thematic Window of the MDG Achievement Fund (MDG-F) in the context of the Delivering as One as well as other joint programming frameworks such as UNDAFs; and,

- potential for relevant assessment of gender sensitivity.

The evaluation will provide guidance for the future strategic direction. Insight gained from this evaluation is expected to complement the findings of the evaluation of SPO 11 "Sustainably Protecting and Enhancing Cultural Heritage", which was conducted in 2009. The evaluation of SPOs 9 and 10 will also take into consideration any project evaluations and reviews that have already been undertaken.

<u>Evaluation Questions</u>

11. An indicative list of questions to be answered by the evaluation is presented below. The evaluator/s are expected to deepen and, if necessary, further focus these evaluation questions. A

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[54] Lessons learnt are generalizations based on evaluation experiences with projects, programmes, or policies that abstract from the specific circumstances to broader situations.

short inception note including the final list of questions and a detailed evaluation design matrix will be prepared during the inception phase of the evaluation.

Comparative Advantage and UNESCO's contribution within the UN system

- Where do UNESCO's comparative advantages with regard to strengthening the contribution of culture to sustainable development (SPO 9) and demonstrating the importance of exchange and dialogue among cultures to social cohesion and reconciliation (SPO 10) currently lie (and where could they potentially lie)?

- How and in what ways has UNESCO been successful in introducing the principles of cultural diversity and intercultural dialogue in the UN discourse, policies and operational programmes on culture and development?

- How has UNESCO positioned itself with regard to the international discourse on culture and sustainable development?

- What role has UNESCO played in terms of introducing cultural diversity as an element in attaining the MDGs and other internationally agreed development goals?

- What specifically has the organization's contribution been in the framework of the UN's Delivering as ONE, notably through the Culture and Development Thematic Window of the MDG Achievement Fund?

- What role has UNESCO played in the international discourse on indigenous issues related to culture and development?

- Which UN and other international players are also active in the fields of culture and development, cultural diversity and intercultural dialogue? To what extent does UNESCO complement or is complemented by their work?

- Which relationships, both inside and outside UNESCO and the UN, need to be strengthened to effectively meet the expected outcomes of SPOs 9 & 10?

- To what extent has UNESCO's commitment to gender equality guided its strategy to strengthen the contribution of culture to sustainable development?

Effectiveness

- To what extent has progress been made towards the achievement of the expected outcomes of the 34C/4 Medium-Term Strategy and the expected results of the 34 C5?

- Do the programmes foreseen in UNESCO's C5 represent the best way to achieve the expected outcomes related to SPOs 9 and 10 as outlined in the C4 Medium-Term Strategy?

- To what extent is there coherence between the work done under SPO 9 and that under SPO 10?

- To what extent have principles of cultural diversity and intercultural dialogue been applied to UNESCO's overall work in the Culture Sector as well as to initiatives undertaken by other sectors? Do the various stakeholders in UNESCO receive enough strategic guidance as to how these principles are expected to complement each other and how they are to be applied?

- To what extent are the current tools and delivery mechanisms (e.g. the Cultural Programming Lens, cultural mapping, publications, meetings, workshops etc.) effective in facilitating policy

dialogue on issues related to culture and sustainable development, cultural diversity and intercultural dialogue?

- To what extent do the 18 MDG-F Joint Programmes on Culture and Development contribute to the operational demonstration and integration of the role of culture in and for sustainable development in national programmes and policies as well as in UN joint programming frameworks such as UNDAF?

- To what extent has UNESCO been successful in supporting Member States in their efforts to integrate the provisions of the 2005 Convention on the Promotion and Protection of the Diversity of Cultural Expressions into national policies, legislation and development plans? To what extent have they been able to implement these policies?

- To what extent has UNESCO been successful in supporting Member States in their efforts to integrate the provisions of the 1952/1971 Universal Copyright Convention into national policies and legislation and to implement these?

- To what extent does UNESCO's work under SPOs 9 and 10, especially the initiatives funded through the International Fund for Cultural Diversity, contribute to the implementation of the 2005 Convention by Member States?

- How are the various online culture tools and observatories (Index Translationum, Antipiracy Observatory, Observatory on the Status of the Artist, the Atlas of Endangered Languages, the Online Histories) used and by whom?

- In what ways have the concept of culture in development and principles of cultural diversity been integrated in South-South cooperation initiatives supported by UNESCO?

- What kind of new partnerships have been established to strengthen creative industries in Member States? How successful have they been?

- How effective has the Global Alliance for Cultural Diversity been in promoting public-private (and other) partnerships and in facilitating policy dialogue for the promotion of cultural industries?

- How relevant do Member States consider the meetings and conferences undertaken in the context of the Dialogue among Civilizations to be? What has the Dialogue's impact at the policy and at the programmatic levels been?

- To what extent are UNESCO's initiatives to promote creative industries aligned with the provision of the 2005 Convention?

- What progress has been made to advance the field of collecting and using cultural statistics? To what extent are they gender-sensitive?

- In what ways has UNESCO's work on linguistic diversity and multilingualism contributed to enhancing linguistic diversity and strengthening intercultural dialogue?

- To what extent has UNESCO succeeded in developing methodologies, publications and networks that promote intercultural dialogue?

- In what ways has UNESCO contributed to the implementation of the Lisbon Roadmap on Arts Education?

- To what extent have principles of intercultural dialogue been integrated as part of quality education in curricula and learning materials?

- How effective is the network of UNESCO Chairs in the fields of cultural diversity and intercultural (including interreligious) dialogue?

Inter-sectorality

- To what extent do the expected results of the C5 and the expected outcomes of the C4 reflect the intra- and inter-sectoral nature of the two SPOs?

- To what extent have the two inter-sectoral platforms "Languages and Multilingualism" and "Contributing to the Dialogue among Civilizations and a Culture of Peace" contributed to enhancing the inter-sectoral nature of UNESCO's work under SPOs 9 and 10?

- To what extent are inter-sectoral platforms the most appropriate mechanism to enhance inter-sectorality in the field of culture and development?

- What impact, if any, did other inter-sectoral and interdisciplinary actions/modalities have on programme delivery and the achievement of the SPO 9 and 10 expected outcomes? For instance, those applied to the production of the *UNESCO World Report on Investing in Cultural Diversity and Intercultural Dialogue*, or the modalities used in the context of the implementation of the Spanish MDG-Fund? What are the lessons learned?

Sustainability

- What is the likelihood that the benefits from the programme will be maintained for a reasonably long period of time once the programme has ended?

- What mechanisms have been put in place to ensure the dissemination of UNESCO's publications related to culture such as for example the *UNESCO World Report on Investing in Cultural Diversity and Intercultural Dialogue* and the *Histories of Humanity*?

- Is the programme supported by local / national / regional institutions and well integrated with the prevailing social and cultural conditions?

- What are the types of partnerships or mechanisms built into the programme to ensure sustainability of the benefits of the work undertaken?

- Should any changes be made to internal structures and organizational policies/procedures to more effectively meet the expected outcomes of the SPOs and to ensure sustainability of the work?

- How will the sustainability of the MDG-F Joint Programmes on Culture and Development be ensured, including the capitalization of knowledge generated by these programmes?

Priority Africa and Gender

- To what extent does the geographic coverage of activities reflect UNESCO's priority for Africa?

- What are the results achieved in Africa compared those achieved in other regions?

- What progress has been made in terms of gender mainstreaming and how does UNESCO cooperate with other UN agencies to mainstream gender issues in the policy debate?

    i. Was a gender-sensitive framework used in the design of the programme?

      ii.   Were gender-disaggregated data collected during the monitoring process?

      iii.   Were mechanisms in place to ensure that all groups of stakeholders were consulted in defining the policy/programme?

- Have the activities falling under SPOs 9 & 10 contributed to changes in access or use of cultural resources for women? For men?

- Have the activities falling under SPOs 9 & 10 contributed to changes in position or status of disadvantaged groups?

- Has addressing the two priorities in the relevant SPO 9 and 10 programmes proven to be feasible and useful in all cases? What lessons can be drawn for improvements in the future?

Methodology

12. The methodology will include:

a. A desk study comprising: (1) mapping of activities, projects and programmes that fall under the SPOs; (2) summary of findings and recommendations of previous evaluations that relate to the SPOs; (3) a listing of all normative instruments (declarations, recommendations and conventions) that relate to the SPOs; (4) a listing of related evaluations undertaken by other organizations; (5) a review of documentation; and (6) a gender-sensitive stakeholder analysis.

b. Literature review including: Reports of the Director-General on the activities of the Organization (document C/3); Reports by the Director-General on the Execution of the programme (document EX/4); project documents, annual progress reports, final reports and evaluations of extrabudgetary projects; mission reports; internal think pieces; UNESCO Country Programming Documents; UNDAFs; evaluations, studies and research of other UN organizations and stakeholders on the subject being evaluated, UNESCO publications and the UNESCO Website.

c. Analysis of data extracted from SISTER and FABS;

d. Questionnaires and surveys;

e. Interviews, discussions and workshops;

f. A few field missions to selected countries; etc.

Roles and responsibilities

13. The evaluation will be conducted by one (or a team of two) external consultant/s (hereafter referred to as the evaluator/s). IOS is responsible for managing the evaluation and for assuring the quality of the deliverables.

14. A Reference Group may be established for the evaluation comprising of staff from the Culture and other Sectors, the Bureau of Strategic Planning and IOS. The Reference Group will advise on the Terms of Reference, and will provide comments on the draft evaluation report as well as guidance on the appropriate actions to be taken in response to the evaluation recommendations.

Deliverables and Schedule

15. The evaluator/s will be responsible for the following key deliverables to be developed in English or French:

a. Inception Note containing the evaluation questions, the evaluation framework, detailed evaluation methodology, project/programme sample, work plan and logistical arrangements (3-5 pages).

b. Workshop: to present findings and tentative recommendations to the Reference Group.

c. Evaluation report of between 15–30 pages (excluding annexes) to be structured as follows:

- Executive Summary (3–4 pages)
- Description of the SPOs
- Evaluation purpose
- Evaluation methodology
- Main findings
- Lessons learnt
- Recommendations
- Annexes (including interview list, detailed data, details of the data collection instruments, key documents reviewed, Terms of Reference, synthesis report from the review of past evaluations related to the SPO).

16. The evaluation team will provide the deliverables according to the attached indicative timetable, respecting the following :

Deliverables and Schedule	Date
Finalization TOR (by IOS)	June 2010
Start of work of the evaluation team	Late August 2010
Inception note	Mid-September 2010
Data collection/analysis	September / October 2010
Draft evaluation report	October 2010
Workshop	November 2010
Final evaluation report	December2010

Evaluation Team Qualifications

17. The evaluation will ideally be conducted by one evaluation / culture expert with all the qualifications as outlined below. A team of two, comprised of one evaluation expert and one culture expert, will be hired in case no suitable single candidate can be identified. Depending on the evaluation approach developed by this core team, other national consultants, advisers and/or

agencies with specific expertise in the culture field may be asked to contribute to the evaluation process.

18. The team will include two staff members of the Internal Oversight Service who will participate in the data collection process, provide methodological guidance and manage the evaluation process.

19. The evaluator/s should possess the following qualifications:
    a. At least 10 – 15 years of professional experience in programme and project evaluation of relevance to policy making, to include international experience. He/she will also have a strong record of leading and/or conducting evaluations.
    b. Advanced university degree in specialized fields of culture, social sciences, humanities, public policy, or related fields.
    c. Professional experience/expertise in the field of culture and development, cultural diversity, intercultural dialogue, including at the international level.
    d. Strong knowledge of the United Nations, including previous work experience or assignments for the UN.
    e. Experience in gender analysis or gender evaluation methodologies.
    f. Excellent oral communication and report writing skills in English or French.

20. Two samples of previous evaluation work, preferably relevant to the subject of this evaluation, must be submitted as part of the technical proposal.

21. In case a team is hired, preference will be given to teams that are multicultural with appropriate gender balance and geographic representation.

Reference Documents

22. The following is a preliminary listing of relevant hyperlinked documents. The Culture Sector and IOS may add documents to this list as necessary.

    A. UNESCO Medium Term Strategy 2008-2013 - 34 C/4

    B. UNESCO Evaluation Plan 2010-2011 - 35 C/5

    C. UNESCO Approved Programme and Budget, 2010-2011 - 35 C/5

    D. UNESCO Approved Programme and Budget, 2008-2009 - 34 C/5

    E. UNESCO Approved Programme and Budget, 2006-2007 - 33 C/5

    F. UNESCO Approved Programme and Budget, 2004-2005 - 32 C/5

    G. Report by the Director-General on the execution of the programme (34 C/5) (01 January 2008 – 31 December 2009) Major Programme IV - Culture

    H. Report by the Director-General on the execution of the programme (34 C/5) (01 January 2008 - 30 June 2009) Extracts addressing the implementation and management of Intersectoral Platforms

    I. Report by the Director-General on the Implementation of the Programme and Budget (34 C/5) and on Results Achieved in the Previous Biennium (2008-2009) (Draft 36 C/3)

    J. Report of the Director-General on the Activities of the Organization in 2006-2007 – 35 C/3

    K. Detailed Report on the Activities of the Organization in 2006-2007: Major Programme IV – Culture - 35 C/3

    L. Report by the Director-General on the Execution of the Programme adopted by the General Conference Major Programme IV – Culture - 180 EX/4

M. [Report by the Director-General on the Implementation of the Programme and Budget (33 C/5) and on Results Achieved in the previous biennium (2006-2007) Major Programme IV – Culture - 179 EX/4](#)

N. [Report by the Director-General on the Execution of the Programme Adopted by the General Conference Major Programme IV – Culture - 177 EX/4](#)

O. [Report by the Director-General on the Execution of the Programme Adopted by the General Conference Major Programme IV – Culture - 176 EX/4](#)

P. [Report by the Director-General on the Execution of the Programme Adopted by the General Conference Major Programme IV – Culture - 175 EX/4](#)

Q. [Priority Gender Equality Action Plan 2008-2013](#)

Previous Evaluations, Audits and internal progress reports:

R. [Evaluation of the Slave Route Project (2005)](#)

Normative instruments-related documents:

S. [Convention on the Protection and Promotion of the Diversity of Cultural Expressions 2005](#)

T. [Universal Copyright Convention as revised at Paris on 24 July 1971](#)

U. [Convention for the Safeguarding of Intangible Cultural Heritage](#)

V. [Operational Directives for the implementation of the Convention for the Safeguarding of the Intangible Heritage](#)

W. [Convention on the Protection of the Underwater Cultural Heritage](#)

X. [Convention concerning the Protection of the World Cultural and Natural Heritage](#)

Y. [Operational Guidelines for the Implementation of the World Heritage Convention](#)

Z. [Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property](#)

AA. [Convention for the Protection of Cultural Property in the Event of Armed Conflict with Regulations for the Execution of the Convention](#)

Annex 2: The sample of activities

Table 4: Sample HQ CLT activities included in the evaluation

CLT activities included in evaluation sample	Responsible CLT division/sector and brief description of activities (mainly from EX4 reports)
Coordination and implementation of the MDG Achievement Fund projects lead by UNESCO (MDG–F) (EXB)	CLT/EO. 18 Joint UN Programme projects accepted for funding, with 12 being lead by UNESCO at country level. Project proposals developed by joint UN teams in country during biennium and some completed first year in 2009 – mid-term evaluation by UNDP.
Organization of the first UNESCO World Forum on Cultural Industries (at Monza, Italy) (EXB)	CLT EO and CEI/CID September 2009. On the theme of creativity, excellence and innovation. Attended by representatives of the private sector, academia, policy decision-makers and artists.
MLA 4: Protecting and promoting the diversity of cultural expressions through the implementation of the 2005 Convention and the development of cultural and creative industries	
Secretariat of the 2005 Convention on the Protection and Promotion of the Diversity of Cultural Expressions (RP)	CEI/DCE Toolkit for dissemination; increase number of ratifications; raise visibility of convention; convention administration/procedures (draft operational guidelines; road map; conference of parties; committees and chairs; data collection (including Cultural Statistics Framework); proposed framework for parties' periodic reporting (from 2012); manage international fund for cultural diversity and technical assistance programme. (Reference: workplan and expected results, 2010-11)
Promoting the 2005 Convention (EXB)	SEE ABOVE
Global Alliance for Cultural Diversity (EXB)	CEI/DCE Established in 2002 to strengthen local cultural industries and promote the diversity of cultural expressions, by creating partnerships between private, public and civil society sectors. Was supported by Spain and other MS. 8 projects implemented in Africa, Arab States and Latin America.
World Observatory on the Status of the Artist (RP)	CEI/DCE Continued research on the role of women in enhancing the mobility of artists In June 1997, artists and authors from around the world attended the World Congress on the implementation of the Recommendation concerning the Status of the Artist and invited UNESCO to strengthen the dissemination of the 1980 Recommendation by all possible means. They called on the Organization to establish, with the help of international non-governmental organizations (NGOs) representing artists, a periodic review mechanism to monitor the progress achieved in the various States and propose new initiatives to implement the Recommendation. The Observatory gathers all the information sent by UNESCO Member

CLT activities included in evaluation sample	Responsible CLT division/sector and brief description of activities (mainly from EX4 reports)
	States and NGOs concerning key aspects of the life and work of artists, such as: Social Benefits and Taxes, Allowances and Fellowships, Networks and Partners, Copyright and Neighbouring Rights
	The activities implemented under the Recommendation concerning the Status of the Artist are considered in the framework of UNESCO normative instruments in the field of culture, and in particular of the 2005 Convention and the Convention on the Safeguarding of the Intangible Cultural Heritage (2003).
UNESCO-Aschberg Bursaries for Artists	CEI/DCE
	Promote the mobility of young artists (visual arts, creative writing and music) in order to enrich their personal perspectives, to enable them to engage in an intercultural dialogue and expose them to cultural diversity.
	The Programme offers residencies in non-profit, public and private art institutions to artists (between 25 and 35 years old) worldwide. It shares many objectives of the 2005 Convention. It prioritizes artists and institutions in developing countries to encourage South-South and North-South cooperation.
UNESCO Atlas of the World's Endangered Languages (EXB)	CEI/CID
	The Atlas was first published in 1996; became interactive in 2010
Creative Cities network (RP)	CEI/CID
	Born out of the Global Alliance, and established in 2004 to promote social, economic and cultural development of cities in the developing and developed world, though public/private partnerships in particular. Procedures for admission to network were strengthened and network widened from 8 members in 2008 to 25 at the time of writing, plus 20 candidate cities. It cultivates cities as creative hubs; creative cluster for dialogue; and platforms of international cooperation for culture and development. Activities include creative branding of cities; knowledge sharing and practice exchange; collaborative projects; organization of international conferences. Recent initiative includes joint-activity, poster competition to promote and raise awareness of the significance of designation as a UNESCO City of Design.
Statistical data and indicators of culture and development project (EXB)	CEI/CID
	Revision of UNESCO cultural statistics framework carried out with UIS intended to tackle measurement around intangible heritage; drafting of tool kit (currently being printed) country fact sheets; World of Creative Industries website; suite of indicators (due for completion in 2011); undertaking of survey 9 Cinema; newspapers; broadcasting
Inter-sectoral platform: Languages and Multilingualism (RP). Activities include International Mother Language	CEI/CID
	Most efforts were concentrated on the implementation of the International Year of Languages 2008 and on the publication of reports, the first of which was published in February 2009 on the occasion of the International Mother

CLT activities included in evaluation sample	Responsible CLT division/sector and brief description of activities (mainly from EX4 reports)
Day (RP); Mayangna Knowledge of the Interdependence of People and Nature: Fish and Turtles (RP/ EXB)	Language Day celebrations and was updated in June 2009. As follow-up on the Year an initial compilation of national language policies was produced Operational activities on multilingual education were carried out, including promotion, information and training workshops. International Mother Language Day (launched 2000) is aimed at promoting linguistic diversity and multilingual education marked by events such as symposia and other events Mayangna Knowledge result of a 6 year project, which documents particular aspects of the Mayangna people's natural history. The 2 volume book is being accompanied y pedagogical guides for use in class rooms.
Book industry, languages and translation (RP)	CEI/CID Support given to MS in promoting books and fostering reading (through the World Book Capital City initiative) revising their national publishing policies, textbooks printed, training activities carried out, and more than 200,000 bibliographic records entered in the Index Translationum. Strategic advice on national book policies in Africa, Latin America and the Caribbean, consistent with national language policies was provided. Data on the status and trends in the number of indigenous language-speakers was collected as a base for recommendations and guidelines for a standardized methodology for the safeguarding of endangered languages.
The Award of Excellence for Handicrafts (RP)	CEI/CID Formerly known as Seal of Excellence for Handicrafts (established in SE Asia 2001), this is coordinated by partner organizations in each region and sub region. It aims to 1. Establish rigorous standards of excellence for handicrafts 2. Encourage innovation, in order to ensure that handicrafts remain relevant, valuable, and marketable in modern life. 3. Offer training and support services- capacity-building, improving product design and marketing, protection of their intellectual property rights. 4. Provide new opportunities to ensure sustainability of handicraft industries by developing networks of producers and buyers, including the higher-end of the market, and through exhibitions and trade fairs.
First World Forum on Cultural Industries. Creativity, innovation and excellence: From crafts to the design and fashion industries, Monza 2009,	CEI/CID A high-visibility initiative intended to highlight the role of culture in and for economic and social development, which sought to determine how, fashion, design and crafts can be incorporated into sustainable development strategies. Follow up, exchanges and fellowships/ creative workshops/ fairs Based on similar preoccupations as earlier UNESCO manifestations, *Designers meet Artisans, A Practical Guide:* Craft Revival Trust, New Delhi (2005)

CLT activities included in evaluation sample	Responsible CLT division/sector and brief description of activities (mainly from EX4 reports)
MLA 5: Promoting the understanding and development of intercultural dialogue and peace	
General histories: preparation and publication and promotion (EXB)	CPD/DIA Final volumes of History of Humanity, General History of Latin America and General History of the Caribbean were published. A closing symposium October 2009. Digitization of the collection for publication on website began.
Pedagogical use of the General History of Africa project(EXB)	CPD/DIA Launched February 2009 and committee established to supervise the development of common content for primary and secondary schools
Promotion of inter-religious dialogue	CPD/DIA Efforts to raise awareness of interreligious dialogue continued through UNESCO Chairs network and cooperation with Alliance of Civilizations (AoC) in the context of various for a and international conferences. Youth workshop held during the Parliament of the World's Religions 2009 (Melbourne, Australia)
Database of good practice in intercultural dialogue	CPD/DIA Launched in 2009; provides a template for UNESCO FOs and external stakeholders to upload and share their examples of good practice in intercultural dialogue.
Slave route project pedagogical materials	CPD/DIA New strategy adopted to revitalize the project, and to extend its activities to other regions of the world and broaden its range of themes
Inter-sectoral platform: Contributing to the dialogue among civilizations and cultures and a culture of peace (including Plan Arabia)	CPD/DIA UNESCO collaborated with partners such as ISESCO, OIF, the Council of Europe and the Anna Lindh Euro-Mediterranean Foundation for the Dialogue between Cultures Survey undertaken to assess the state of the art of the debate on intercultural competencies across regions with a view to analysing the prerequisites for intercultural dialogue. The cross-reading of the History of Humanity was key thematic focus for the Symposium organised on completion of the UNESCO histories Preparation of common pedagogical content based on General History of Africa for use in African primary and secondary schools Projects implemented included 'the image of the Other in Arabo-Islamic and European textbooks' Preparation of report - Status and Prospectus on Intercultural Skills – advanced through two of the five regional studies completed Stopping violence in Schools guide for teachers published in autumn 2009 Interreligious and interfaith study undertaken with a view to analysing present interreligious dialogue practices among youth worldwide (Nov 2009)

CLT activities included in evaluation sample	Responsible CLT division/sector and brief description of activities (mainly from EX4 reports)
MLA 6: Mainstreaming within national policies of the links between cultural diversity, intercultural dialogue and sustainable development	
Integrate principles of holistic approach to cultural diversity in capacity-building for policy makers and culture professionals notably through South-South/North-South-South cooperation ('A new cultural policy agenda for development and mutual understanding') (RP)	CPD/CPO New policy framework, along with practical implementation guidance, was developed to provide an approach both for the cultural sector and other development-related sectors. Expertise was provided to MS to formulate, revise and update their cultural policies through the Cultural Diversity Programming Lens, a programming tool tested in UN joint programming workshops
Mainstream cultural diversity approach in policies for sustainable development through the UNESCO Inter-sectoral Platforms: Education for Sustainable Development and HIV and AIDS (RP)	CPD/CPO Contributed to the UN Decade of Education for Sustainable Development (DESD) in regard to the revision of education policies to integrate the principles of cultural diversity and intercultural dialogue – by developing draft DESD and Culture training module. A review of ESD policies from a cultural diversity and intercultural dialogue perspective was prepared and prototype training on the cultural dimension of ESD carried out in six countries
Facilitating knowledge transfer at country level: developing training modules on socio-cultural approaches to HIV/AIDS (EXB)	CPD/CPO Under the ISP on HIV and AIDS, a range of needs assessment and capacity-building activities for journalists, UN and UNESCO professionals and the collation and dissemination of best practice cases and examples; training tools were developed and tested on the application of culturally sensitive approaches to HIV/AIDS. A toolkit on "using art and creative approaches with young people to tackle HIV-related stigma" developed and disseminated
Strengthening national policies and priorities towards HIV/AIDS while fostering cross-national collaboration among Ministries in sub-Saharan Africa (EXB)	CPD/CPO Under the ISP HIV and AIDS, during the biennium information and data gathering within the four focus countries and facilitating forums for exchange of ideas among policy makers to inform future activities
Revisiting PRSPs, CCAs and UNDAFs based on the Cultural Diversity Programming Lens (RP) Promote the cultural diversity approach in responding to MDGs and UN frameworks for	CPD/CPO Training sessions on the Lens were organized with UN staff and government officials in the context of the One UN and UNDAF processes in Vietnam, Tanzania, Morocco etc.

CLT activities included in evaluation sample	Responsible CLT division/sector and brief description of activities (mainly from EX4 reports)
social cohesion (RP)	
Contribute to joint UN efforts to attain the objectives of the Second International Decade of the World's Indigenous People (RP)	CPD/CPO Principles of cultural diversity and intercultural dialogue reflected in programmes aimed at indigenous peoples, such as the annual sessions of the Permanent Forum on Indigenous Issues, UNESCO Fellowships, and the meeting held at UNESCO in Sept 2008 of the Inter-Agency Support Group on Indigenous People's issues and the UN Permanent Forum on Indigenous Issues. An inter-agency paper on the theme 'Development with culture and identity in the light of the Declaration on the Rights of Indigenous Peoples' for presentation to the 9th session of the Permanent Forum in 2010
Heritage education for sustainable development: fostering dialogue (EXB)	CPD/CPO Contribution to ISP on Intercultural Dialogue and Culture of Peace: supported cultural mapping capacity-building workshops with indigenous communities on theme of heritage in four African countries.

Table 5: Sample FO CLT activities included in the evaluation

Field Office	Activity name	MLA(s)
Bamako (BAM)	Reconnaissance d'excellence artisanat dans le cadre du SIAO (RP)	4
	Coopération avec les festivals du cinéma et de la mode dans les pays du Cluster (RP)	4
	Renforcement des capacités des gestionnaires et planificateurs culturels dans les pays du Cluster1	6
	Festival International de la mode africaine (Niger) (EXB)	(4)
Bangkok (BGK)	Award of Excellence for Handicrafts Programme – Harmonisation of the Asia Programme and Programme in Southeast Asia (RP)	4
	Cultural Industries Statistics: follow-up and implementation of the Jodhpur Initiatives (RP)	4
	Promoting intercultural dialogue and a culture of peace in Southern Thailand / Malaysia	5
	Cultural Diversity Programming Lens – advocacy and training in the context of the UN common country programming (Asia-Pacific region) (RP)	6
	Promoting human rights for highland minorities though citizenship and birth registration (EXB)	(5)
	IMPACT – the effects of tourism on culture and the environment in Asia and the Pacific: report on Luang Prabang Lao PDR (EXB)	(4)
	Strengthening information management systems and capacity for HIV prevention – a pilot activity using GIS for Lao PDR (EXB)	(Inter-sectoral) (5)
	Practical manuals for culturally and linguistically appropriate HIV prevention	(Inter-

Field Office	Activity name	MLA(s)
	among ethnic minorities and using traditional arts (EXB)	sectoral) (4)
	Fighting HIV/AIDS in Asia and the Pacific: Developing capacity among ethnic minority communities to combat HIV/AIDS	(Inter-sectoral) (4)
Dar es Salaam (DAR)	Support to creative and cultural industries in the Dar es Salaam Cluster countries and SIDS (RP)	4
	Educational and cultural exchanges within the road to African Liberation (RP)	5
	Promoting the cultural dimension into development planning and implementation (RP)	6
	One UN Programme (RP)	6
Havana (HAV)	Better recognition of the marketability with potential for the world market of the crafts products from Cuba, the Dominican Republic and Haiti, which were awarded the Seal of Excellence in December 2006 (RP)	4
	Supporting interdisciplinary and inter-sectoral pilot projects, archives and networks related to Afro-American and indigenous cultures to promote intercultural dialogue and reinforce cultural pluralism in the region (RP)	5
	Forum of ministers of culture and officials in charge of cultural policies in Latin America and the Caribbean and its projects the "Portal of culture of Latin America and the Caribbean" (RP)	6
	Regional network of professional on the cultural approach for the prevention and treatment of HIV/AIDS: SIDACULT (EXB)	
	Network for the Dissemination of Indigenous Cinema: Cameras for Diversity (EXB)	
	Strengthening of the socio-cultural approach in the educational component of the national program of HIV/AIDS prevention and control (EXB)	
Maputo (MAP)	Support to Mozambique in elaboration of the National Language Policy (RP)	4
	DEVELOPMENT OF CULTURAL INSTITUTIONS OF MOZAMBIQUE (EXB)	
Rabat (RAB)	Sensibilisation en vue de la ratification et de la mise en œuvre de la Convention de 2005 dans les pays du Maghreb (RP)	4
	Appui à l'élaboration de plans nationaux de développement intégrant le capital culturel au Maghreb (RP)	4
	Appui à la production et à la diffusion d'outils favorisant la compréhension des interactions entre la diversité culturelle et le dialogue interculturel entre les pays du Maghreb, d'Afrique occidentale et d'Europe (RP)	5
	Organisation d'ateliers de formation à l'utilisation de la "cultural diversity programming lens" au Maghreb (RP)	6
	Cultural heritage and the creative industries as a vehicle for development in Morocco (EXB)	

Field Office	Activity name	MLA(s)
San Jose (SJO)	Strengthening of local capacities - both in governmental and private sectors - regarding the implementation of the 2005 Convention and the promotion of creative industries (RP)	4
	Integration of afro descendants history in the official education programs (RP)	5
	Systématisation et multiplication de bonnes pratiques et principes pour la prise en compte dans les politiques nationales, des liens entre diversité, dialogue interculturel et développement durable (RP)	6
	Políticas interculturales para la inclusión y generación de oportunidades (EXB)	
	Creativity and cultural identity for local development (EXB)	
	Cultural Revitalization and Creative Productive Development in the Caribbean Coast of Nicaragua (EXB)	
Amman (AMN)	Inter-religious and intercultural dialogue in Jordan (RP)	5
	Sustainable cultural tourism development in the Deir Ezzor province of Syria (RP)	6
Quito (QUI)	Support to creative industries (crafts, books, etc.) in the Andean countries through the implementation of the 2005 Convention in connection with the UN (RP)	4
	Reunión Consejo del CERLALC (RP)	4
	Support to Cacao Route Pilot Project in cooperation with UN System in each country (RP)	5
	Training course on Cultural Diplomacy for the Andean countries (RP)	6
	Capacity-building and support for the consolidation of integral cultural policies in Ecuador (EXB)	
	Culturally appropriate HIV and AIDS education in Ecuadorian - Colombian - Peruvian border zones (EXB)	
	Development and cultural diversity for poverty reduction and social inclusion (EXB)	
Moscow (MOS)	Promoting cultural diversity through reinforcing of arts education and creativity in the cluster countries (RP)	4
	Promoting intercultural and inter-religious dialogue for social cohesion and sustainable development of the cluster countries (RP)	5
	Reinforcing cultural policies of the cluster countries through mainstreaming the links between cultural diversity, intercultural dialogue and sustainable development (RP)	6
	Arts Education in CIS Countries: Building Creative Capacities for the 21st Century (Stage 1) (EXB)	

Annex 3: List of persons consulted and met

UNESCO HQ

Culture Sector

Francesco Bandarin	Assistant Director-General CLT
Paola Leoncini-Bartoli	Executive Officer, EO CLT
Caroline Munier	EO CLT MDG-F Coordination Unit
Nada al Hassan	EO CLT, Programme Specialist, Coordinator, Culture and Development initiatives
Katerina Stenou	Director, Division of Cultural Policies and Intercultural Dialogue
Mohamed Ziadah	Division of Cultural Policies and Intercultural Dialogue, Section of Intercultural Dialogue
Hervé Barré	Section of Museums and Cultural Objects and Intangible Heritage, Culture, Tourism and Development Programme
Jan Hladik	Section of Museums and Cultural Objects and Intangible Heritage
Virginie Accatcha	Division of Cultural Policies and Intercultural Dialogue, Section of Intercultural Dialogue
Lamine Diagne	Division of Cultural Policies and Intercultural Dialogue, Section of Intercultural Dialogue
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Edmond Moukala N'Gouemo	Division of Cultural Policies and Intercultural Dialogue, Section of Intercultural Dialogue
Ali Iye Moussa	Head, Section of Intercultural Dialogue
Georges Poussin	Head, Section of Creative Industries for Development
Mauro Rosi	Inter-sectoral Platform Manager, Languages and Multilingualism
Laurence Mayer-Robitaille	Section for the Diversity of Cultural Expressions
Arian Hassani	Section for the Diversity of Cultural Expressions
Suzanne Schnuttgen	Acting head, Section of Policies for Culture
Anahit Minasyan	Section of the Diversity of Cultural Expressions
Doyun Lee	Section of Creative Industries for Development
Guiomar Alonso-Cano	Section of Creative Industries for Development
Denise Bax	Section of Creative Industries for Development
Danielle Cliche	Chief, Section of the Diversity of Cultural Expressions; Secretary of the Convention on the Protection and Promotion of the Diversity of Cultural Expressions
Melika Caucino Medici	Global Alliance
Ayeh Naraghi	Global Alliance

| Caroline Bordoni | Global Alliance |
| Veronique Dauge | Chief, Arab Unit, World Heritage Centre |

Other sectors and services

Alexander Otte	SC, Project Coordinator History of Water and Civilization
Edem Adubra	ED, Chief of the Section on Teacher Education
Jun Morohashi	ED, Programme Specialist, Division for Promotion of Basic Education
Belinda Preis	BSP, Inter-sectoral Platform Manager, Contributing to the Dialogue among Civilizations and a Culture of Peace
Mr Oriol Freixa Matalonga	BSP/CFS, Focal Point for Spanish Funds
Jan Lundius	BSP, Division for Gender Equality
Lydia Ruprecht	BSP, Division for Gender Equality
Noro Andriamiseza Ingarao	ED, Section for Early Childhood Care and Education, Member of Languages and Multilingualism Inter-sectoral Platform
Douglas Nakashima	SC, Chief of Small Islands and Indigenous Knowledge Section; member of Languages and Multilingualism Inter-sectoral Platform
Xianhong Hu	CI, Division for Freedom of Expression, Democracy and Peace; Member of Contributing to the Dialogue among Civilizations and a Culture of Peace Inter-sectoral Platform
Bert Keuppens	Director IOS
Amir Piric	Head of Evaluation, IOS
Barbara Torggler	Principal Evaluation Specialist, IOS
Ekaterina Sediakina	Associate Evaluation Specialist, IOS

UNESCO in the field

Mr Malak Tazi	National Commission for UNESCO, Morocco	Programme Officer
M. Ahmed Benabdalah	National Commission for UNESCO, Tunisia	Consultant for the Cultural Diversity Study, Tunisia
Duriya Amatavivat	National Commission for UNESCO Thailand	Chief of Unit
Wilailuk Padungkittimal	National Commission for UNESCO Thailand	Assistant
Simon Ellis	UIS AIMS Unit, Bangkok	Head of Unit
Tamar Teneishvili	UNESCO Amman	Programme Specialist
Juma Shabani	UNESCO Bamako	Programme Specialist
Gwang-Jo Kim	UNESCO Bangkok	Director
Etienne Clément	UNESCO Bangkok	Deputy Director
Tim Curtis	UNESCO Bangkok	Head of CLT Unit
David Feingold	UNESCO Bangkok	Senior Consultant
Montira Unakul	UNESCO Bangkok	Programme Specialist
Ricardo Favis	UNESCO Bangkok	Programme Specialist

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Takahiko Makino	UNESCO Bangkok	Programme Assistant
Philip Bergstrom	UNESCO Bangkok, HIV Coordination HARSH Unit	Head of Unit
Adele Nibona	UNESCO Dar-es-Salaam	Programme Specialist
Fernando Brugman	UNESCO Havana	Programme Specialist
Mieke Oldenburg	UNESCO Maputo	Programme Specialist
Liubava Moreva	UNESCO Moscow	Programme Specialist
Ivan Fernandez	UNESCO Quito	Programme Specialist
Mr Philippe Quéau	UNESCO Rabat	Director
Mohamed Ould Khattar	UNESCO Rabat	Programme Specialiste, Culture
Ms Zoubida Mseffer	UNESCO Rabat	Programme Officer, Culture
Mr Kamal Raftani	UNESCO Rabat	Project Coordinator, MDG-F Morocco
Mr Mohamed Rahai	UNESCO Rabat	Project Administrator MDG-F Mauritania
Fatima Ait Mhand	UNESCO Rabat, MDG-F Culture and Development, Project Implementation Unit	National Coordinator
Montserrat Martell	UNESCO San José	Programme Specialist
Vincent Seck	UNESCO Yaoundé	Programme Specialist, previously in post in the Bamako office

External stakeholders

Supanee Chayabutra	ASEAN Handicraft Promotion and Development Association	President
Gemma Aubarell	Anna Lindh Euro-Mediterranean Foundation for the Dialogue between Cultures	Head of Programme Unit
Kim Clarke	British Embassy, Thailand	Second Secretary
Orathai Sanithvong na Ayutthaya	British Embassy, Thailand	Project Manager
Mr Guerfi	Cultural Diversity Study, Algeria	Consultant
Kathrin Merkle	Council of Europe	Head of Division of Cultural Policy, Diversity and Dialogue
Gerald Lidstone	ENCATC (European Network of Cultural Administration Training Centres)	Board member
Mr Pape Toumane	ISESCO (Islamic States Educational, Scientific and Cultural Organisation)	Programme Officer, Culture
Mr Gouitaa	Ministry of Culture, Morocco	General Secretary
Ms Moftagir	Ministry of Culture, Morocco	Programme Officer – external relations
Darunee Thamapodol	Ministry of Culture, Office of	Head

	International Relations, Thailand	
Philip Hewitt	New Zealand Embassy, Thailand	First Secretary, NZAID
Mr Hachimi	Programme Oasis Sud	Implementing partner MDG-F Culture and Development, Morocco
Ms Mekideche	Research Centre of Applied Economy for Development (CREAD) Algeria	Researcher
Michael Miner	South East Asian Regional Cooperation in Human Development (SEARCH), Thailand	Regional Director
Melinda Macdonald	South East Asian Regional Cooperation in Human Development (SEARCH), Thailand	Deputy Director
Mr Servando de la Torre	Spanish Permanent Delegation to UNESCO	Delegate
Stéphanie Mbonbo	UNDP Rabat	MDG-F Culture
Magali Zapata	UNDP Rabat	Programme Officer
Tongta Khiewpaisal	UNDP Thailand	Head Creative Economy
Yuxue Xue	UNDP, Thailand	Deputy Resident Representative
Ms Valentina Volpe	UNFPA Rabat	Programme Analyst
Shible Sahbani	UNFPA Rabat	Programme Analyst
Ms Miriem Bolata	UNIFEM Rabat	MDG-F Culture Project Coordinator

Annex 4: Achievements against MLA expected results

Table 6: Summary of achievements against MLA expected results

MLA expected results	Summary of achievements
Main line of action 4: Protecting and promoting the diversity of cultural expressions through the implementation of the 2005 Convention and development of cultural and creative industries	
Accession of Member States to the 2005 Convention and its implementation encouraged, and related international mechanisms supported	Parties to the Convention increased from 77 to 104. IFCD established, funding flows commenced and project proposals invited. Observatory on the Social Status of the Artist established and populated with content
Original and innovative initiatives and partnerships to promote the cultural and creative industries developed, and the role of cultural activities in regional integration strengthened, in particular in developing countries	Some new project partnerships stimulated through Global Alliance. Cultural and creative industries as a sector of development promoted through MDG-F joint programmes. Work begun on culture and development indicators. UIS Framework for Cultural Statistics published. Awards of Excellence in handicrafts extended into new countries; Creative Cities network expanded to include new members.
Linguistic diversity enhanced, including by sharing best practices and providing advice for strengthening book and publishing policies and capacities, where applicable, including through translation and wide dissemination	Index Translationum maintained and Atlas of Endangered Languages published. Activities and initiatives undertaken at MS and regional levels to strengthen policies on linguistic diversity but no evidence that these have resulted in either policy change or enhancement of linguistic diversity per se.
Design, production and management capacities of master craftspeople, especially women, strengthened	Awards of Excellence in Handicrafts awarded in SE Asia implying improved production and design standards among applicants. No significant data on women's involvement available.
Main line of action 5: Promoting the understanding and development of intercultural dialogue and peace	
Understanding of the challenges emerging from the interaction between cultural diversity and intercultural dialogue improved	No operational frameworks or policy documents concerning the links between intercultural dialogue and cultural diversity developed, though work on the 'New cultural policy agenda' had some relevance in this area. Work towards establishment of UNESCO Peace Chairs in Thailand and Malaysia. UNESCO's CDPL used in several workshops involving policy-makers, social partners and other agencies in the United Nations system.
The fight against cultural, ethnic and religious prejudices reinforced	The Copenhagen Agenda published following an international AoC event.

MLA expected results	Summary of achievements
	Work done on researching and developing teaching material based on General and Regional Histories and Slave Routes.
Main line of action 6: Mainstreaming within national policies of the links between cultural diversity, intercultural dialogue and sustainable development	
Principles of and methodological approaches to linkages between diversity, dialogue, and development elaborated and disseminated	Work done to prepare and finalize the New Cultural Policy Agenda paper and toolkit, including 18 regional or country studies on 'cultural profile'. CDPL tested in workshops and revised to target cultural policy makers. Some progress on culture and development indicator suite.
Early completion of the UNESCO World Report on Cultural Diversity encouraged	Completed 2009.
Principles of cultural diversity and intercultural dialogue included in various development policies and in actions supporting the area of culture	Work on 'New Cultural Policy Agenda' contributed to knowledge of existing national policies relating to culture and development. Review of national policies on ESD also contributed to knowledge base
Institutional capacities in the cultural field strengthened through South-South and North-South-South cooperation	Very limited or no progress in establishing South-South mechanisms. MDG-F joint programmes involve some regional partnerships to improve policy-making capacity.
Contribution to joint United Nations country-level programming strengthened, with emphasis on the importance of cultural diversity in development	CDPL adopted in two One UN pilot countries. 18 MDG-F culture and development joint programme proposals approved and begun implementation.

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