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Review of UNESCO Culture Sector's work on intercultural dialogue with a specific focus on:

**The General and Regional Histories
The Slave Route and Cultural Routes projects
Plan Arabia
Alliance of Civilizations 'International vademecum' projects**

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List of Acronyms

AECID	Spanish Agency for International Development Cooperation
ALECSO	Arab League Educational Cultural and Scientific Organization
AoC	Alliance of Civilizations
BSP	Bureau of Strategic Planning
C/4	UNESCO Medium-Term Strategy (6 years)
C/5	UNESCO Programme and Budget (2 years)
CI	UNESCO Communications and Information sector
CLT	UNESCO Culture sector
DAIC	Different Aspects of Islamic Culture
ED	UNESCO Education sector
ERI	UNESCO External relations and Public Information Sector
EXB	Extrabudgetary funds or programme
EU	European Union
FO	UNESCO Field office
GHA	General History of Africa
GHC	General History of the Caribbean
GHLA	General History of Latin America
GIC	Group of Coordination
HH	History of Humanity
HMD	History, Memory and Dialogue Section in UNESCO CLT
IBE	International Bureau of Education
IOS	UNESCO Internal Oversight Service
ISC	International Scientific Committee
ISESCO	Islamic States Educational, Scientific and Cultural Organization
ISP	Inter-sectoral Platform
MLA	Main Line of Action
MS	UNESCO Member States
MOU	Memorandum of Understanding
NatCom	UNESCO National Commission
OER	Open educational resources
OIC	Organization of the Islamic Conference
PUGHA	Pedagogical use of the General History of Africa project
RP	Regular Programme (funds)
SC	UNESCO Natural Sciences sector
SHS	UNESCO Social and Human Sciences sector
SPO	Strategic Programme Objective
TST	Transatlantic Slave Trade project (managed by UNESCO ED)
USD	United States' dollars
WICS	World Islamic Call Society

Executive Summary

This review was commissioned from Education for Change Ltd by Internal Oversight Services (IOS) in UNESCO during June 2011 and completed in September 2011. The purpose of the review was to generate findings and recommendations regarding the relevance and effectiveness of the following priority initiatives on intercultural dialogue:

- The General and Regional Histories (and related activities)
- The Slave and Cultural Route projects (and related activities)
- Plan Arabia
- The Alliance of Civilizations (AoC) projects funded by the Government of Spain

Main Findings

General

The majority of activities in these flagship initiatives have been HQ-led and implemented with limited or no input from the field.

Intersectoral work, essential to the effective implementation of the flagship initiatives and associated activities, was constrained by structural and budgeting factors common to most cross-sectoral work in UNESCO.

Dissemination of the outputs of all the projects, with the possible exception of The Slave Route Project, has been a major and continuing challenge.

General and Regional Histories: relevance and effectiveness

The conception, writing, editing and direction of the Histories over more than 50 years have been the responsibility of an individual ISC for each History collection, supported by the UNESCO Secretariat in CLT. This highly participatory but complex process has caused delays and frustrations. However, the relevance of the Histories' approach to history has not diminished over time.

The interdisciplinary Histories have also been subject to the typical constraints within UNESCO of working across sectors.

The use and re-use of the content in the Histories has recently been constrained by complex issues relating to co-publication and copyright covering volumes and illustrations and authors rights. The urgency of resolving these issues has arisen because of pressure from Member States to make the content of the Histories freely available online to enable access by institutions and individuals unable to afford the high costs of the published, printed volumes.

The expensive printed formats selected for the Histories were predicated on the flawed assumption that university, college and public libraries exist in all countries that could afford to purchase relevant volumes and thus make available the content to researchers and the public.

Overall effectiveness of these publications to date is impossible to measure, in terms of levels of take-up and use in universities or research for example, because over the years very limited data have been consistently or systematically collected, and little research or analysis has been done to determine the influence of the content of the Histories on written or broadcast material on history, on conference presentations etc.

Despite these constraints, the successful end in 2009 of this massive effort of developing, writing and publishing the history collections can and should be regarded as a significant achievement in itself, in which UNESCO has been effective in overcoming many problems and set-backs to achieve the completion of a project that only UNESCO itself, unique among all the international and UN bodies, could have achieved.

The Slave Route project: relevance and effectiveness

The relevance of the Slave Route project to UNESCO strategic objectives and specific goals for intercultural dialogue since 2005 to date is indisputable, especially in the context of the 2001 Universal Declaration on Cultural Diversity and the 2005 Convention. Regarding the global gender priority, to date there has been only tangential coverage of gender roles or impact of different genders and this weakness in the gender dimension is acknowledged.

A new strategy for the project was developed in 2006 on the recommendation of the 2005 evaluation report. The strategy has retained the same project objectives and the fields of action originally defined for the project, and, at the recommendation of the 2005 evaluation, expanded the geographical and thematic scope of the project to widen the focus from the transatlantic slave trade and to enhance the project's global and contemporary relevance. However, the implementation of this strategy has been seriously constrained due to lack of resources in HQ and of EXB funding.

Assessment of the effectiveness of the project in its post-2005 Phase II is a challenge as activities and research have continued to be developed and commissioned without having any clear and measurable objectives and expected outcomes assigned to them.

Nonetheless, Phase II activities supported by CLT and some key FOs (notably, Accra, Dakar, Montevideo and Havana) appear to have been reasonably effective in strengthening and widening engagement and collaboration with external partner institutions to continue some aspects of the work of the project which could no longer be supported and implemented within UNESCO itself. The project's ISC has obviously been an important mechanism for this effectiveness.

Plan Arabia: relevance and effectiveness

Plan Arabia was conceived in 1991 with broad objectives subsequently revised and amended by many different individual actors with CLT, but with no clear overarching strategic plan. The structure set up to manage and deliver Plan Arabia (a Consultative Committee and Secretariat) has not been effective in this regard.

The Plan has consistently failed to attract EXB for proposed activities, either from partner organizations or from countries with Ambassadors on the Consultative Committee. Internal staff resources available to commit to Plan Arabia have dwindled as RP has become the main source of funding for activities under this banner.

While the aspirations and geographical focus of Plan Arabia remain highly relevant to UNESCO's mission and CLT's particular goals of promoting intercultural dialogue, the few activities implemented had relevance for and impact on only to a narrow group of dignitaries, artists and intellectuals actually participating in the events.

Alliance of Civilizations (AoC) projects: relevance and effectiveness

These projects were developed as funding proposals within a UNESCO Intersectoral Programme (ISP) in biennium 2008-09. It appears there was little or no consultation with or input from AoC on the nature and content of the five projects, and AoC added no value to their implementation.

All five projects were nonetheless relevant to aspects of the aims and objectives of the AoC and to the expected outcomes of SPO 10. However, the content focused projects 1 and 2 (the 'vademecum' Anthology and the Philosophy fiches) lack clear relevance to the contemporary social and cultural concerns of key audiences in the Arab world and the West.

Project 3 (Museums as a civic space) aspired to address subjects of a more contemporary nature (migration, water resources) through the lens of museology but encountered difficulties which resulted in a broadening and consequent dilution of the message. Projects 4 and 5 (Young Artists and the PPN Reporting for Peace) engaged fully with contemporary issues.

All the projects fell short in terms of project planning or implementation: under the ISP CLT, SHS and CI were under-resourced and under considerable time-pressures to complete the projects and deliver the outputs. There is evidence in the project proposals and final reports to suggest that budgets were under-estimated and unrealistic deadlines proposed.

Summary of main conclusions

General conclusions

Lack of resources and CLT responses

CLT staff have stressed the deleterious effect of the steadily diminishing human and financial resources in the sector dedicated to the long-running initiatives and available for planning, implementing and coordinating new activities. While resource constraints have certainly been real, they have also been a reality in UNESCO for almost a decade. CLT's response to this has been unrealistic as it has failed in these flagship initiatives prioritize its work effectively and 'to cut its coat according to its cloth'.

Strategic guidance

Consideration of the adequacy of the strategic guidance provided by the sector for the four initiatives in scope in this review has produced similar findings – an almost complete absence of strategic guidance in all respects, whether to guide content and decisions on target audiences, or to provide the basis upon which critical prioritisation decisions could be made.

Relying on web-based dissemination

Most of the activities in the scope of this review have produced or plan to develop a website or to make content available through a website (invariably pages on UNESCO's website). Online distribution and dissemination provides only a partial solution, however, if the digitization format remains simply to upload pdf files of chapters (as is currently the case with the Histories) with no textual indexing or search facilities. Creating new websites with project funding, based on content written for a print environment, without any serious business plan or target user needs analysis, and no guaranteed source of funding to develop, maintain and sustain the site, is ill-advised.

While the significance and importance of web-based communications and online access to content and information cannot be denied, it also needs to be recognized that online dissemination of content is not a universal panacea: as long as access to volumes of online content is largely dependent upon broadband infrastructure and access to hardware, there are real issues of the 'digital divide' to address.

General and Regional Histories

While anecdotal evidence is often presented about the impact and influence of the Histories globally and in different regions, not much concrete data exist about who has read them, who purchased copies of the volumes, and how the content has affected historical enquiry, approaches and debate, or education.

Pedagogical work is obviously the most important way forward for disseminating the valuable content developed in the long Histories project. In terms of formal education curriculum content, the work on the PUGHA is well advanced. However, if UNESCO cannot work more effectively across sectors, stimulating the active involvement of ED sector staff and the International Bureau of Education (IBE) in key country offices to promote on-the-ground dialogue with curriculum agencies and Ministries, this stage of the work will not be effective.

In non-formal educational contexts, the FOs in several countries may have much to offer; particularly in determining what shape that utilization might take, exploring local media and other partners that could re-purpose the existing content of the Histories for different adult and young adult audiences, and exploring local funding solutions.

The Slave Route

The Slave Route project in its new strategy (adopted in 2009) has set a very broad agenda. It is hard to see how CLT and its intersectoral partners could be really effective in any of these areas given the resources available. During the last two biennia the project has 'nibbled at the edges' of new themes and work areas.

Despite the recent expansion of activities, the project focus has been on the transatlantic slave trade. It is questionable whether the same name (and the concept of a slave 'route') and brand so strongly associated with the triangular trade can be used effectively with other geographical focuses for addressing the history of slavery and its contemporary consequences

There are indications that in Latin America and the Caribbean, where there is undoubtedly a growing interest among countries in the African roots of sections of the population and the contribution of people of African descent in the independence process of their countries, that the name of the project may be problematic, although the activities and material produced under the Slave Route project have and continue to have impact and influence. It is arguable that the rather negative connotations of the Slave Route sit uneasily with the more positive and celebratory work based on cultural routes and heritage 'sites of memory' much in favour with MS.

The wider implications of this discussion about naming and branding are that there may be a need for a more multi-polar approach to the contemporary issues of the legacy of slavery, of resulting cultural diversity, racial discrimination and new forms of slavery itself. A global programme and a global brand may no longer be so appropriate to UNESCO's action related to these issues.

Plan Arabia

The Plan Arabia is acknowledged to be a very political project, important on paper to the Arab Group in UNESCO 'to occupy the space', but anything other than the most anodyne of proposals appears to have succumbed to politics, and (presumably) associated lack of interest among potential external funders, and has not been pursued. Its consequent total reliance on RP funding has robbed the Plan Arabia of any real significance and coherence as a 'brand'.

AoC 'international vademecum' projects

The two AoC 'vademecum' projects (projects 1 and 2) were based on the assumption that any and all content can be used and re-used for widely differing and very general audiences, especially if dissemination is done online and not through print media. These methodologies and assumptions are flawed and rarely, if ever, translate into usable and used websites and resources.

The answer to the more effective dissemination of the material already produced under these two projects could lie in the Open Educational Resources (OER) initiatives that are now gathering pace internationally.

Summary of recommendations

Recommendation 1 UNESCO CLT should commission a series of bibliometric studies based on the General and Regional History collections using citation analysis to gather evidence on and determine, for instance, the spread, influence and popularity of specific chapters or volumes of the Histories.

Recommendation 2 An ED member of staff with experience in curriculum and learning content development should be seconded full-time into the CLT-based PUGHA.

Recommendation 3 The PUGHA should submit a joint CLT/ED proposal for funding under the new intersectoral Programme of Action for a culture of peace and non-violence

Recommendation 4 The Slave Route project should be formally closed in 2013 when the current Strategy and proposed Action Plan period is over.

Recommendation 5 CLT/HMD and the ISC, in close consultation and collaboration with regional bureau and field offices, should use this two year period to consider and develop proposals for a new generation of initiatives and projects, building on the Slave Route achievements and taking forward some of the geographical and thematic issues.

Recommendation 6 A piece of educational research into the educational outcomes and impact of the Transatlantic Slave Trade (TST) project in ASPnet schools should be externally commissioned to determine the real impact of the use of Slave Route materials.

Recommendation 7 The completion of work on the Atlas of Interactions should be a priority for the forthcoming biennium.

Recommendation 8 The Plan Arabia should be formally closed in the biennium 2012-2013.

Recommendation 9 No further funding should be provided to the Phase I AoC 'International vademecum' projects based on the existing funding proposals.

Recommendation 10 Further funding should be considered for the AoC project 1 (the Anthology) to prepare the content for dissemination through an OER Platform (not the design and development of a separate project website for the project content) and in collaboration with CI and ED.

1 Introduction

1.1 Purpose, scope and methodology

1 This review was commissioned from Education for Change Ltd by Internal Oversight Services (IOS) in UNESCO during June 2011 and completed in September 2011. The Terms of Reference for the review are provided as Annex 1.

2 The purpose of this review is to generate findings and recommendations regarding the relevance and effectiveness of UNESCO's priority initiatives on intercultural dialogue that will inform the design and implementation of related interventions of the 36 C/5. The priority initiatives on which the review has focused are:

- The General and Regional Histories (and related activities)
- The Slave Route project and other cultural routes (and related activities)
- Plan Arabia
- The Alliance of Civilizations (AoC) 'International vademecum' projects funded by the Government of Spain

3 The major questions for the review were:

- How effective have the sample projects / activities on intercultural dialogue been and what can be learned from this for the future?
- How responsive have the sample projects / activities on intercultural dialogue been over the years to the evolving global environment and what lessons can be drawn from this for shaping the 36 C/5 programme?
- How adequate is the strategic guidance provided by the sector for its work on intercultural dialogue including interreligious dialogue?

4 The review covered activities undertaken during the 2008-09 and current 2010-11 biennia (34 C/5 and 35 C/5), although documents from previous biennia were also included due to the long-running nature of the programmes under scrutiny. Activities in the Regular Programme (RP) of funding and work funded by extrabudgetary (EXB) funding were covered by the review.

5 Strategic, planning, and programme reporting documentation and data were obtained from UNESCO HQ and downloaded from the UNESCO website (both internal, procedural documentation and UNESCO publications). Previous evaluations, in particular the 2005 Evaluation of the Slave Route Project, the 2010 External Evaluation of SPOs 9 & 10, and the 2010 Independent External Evaluation of UNESCO, were also included.

6 Self-assessment reports were requested by IOS and received from the project teams for all the priority initiatives in focus (though only one of the five AoC projects), using a checklist of questions prepared by IOS and the consultant.

7 Evidence from the document review and self-assessments was supported through face-to-face interviews and discussions with Culture (CLT) and other sector staff in UNESCO HQ and a few telephone interviews with UNESCO field office staff. People thus consulted are listed in Annex 2.

1.2 Strengths and limitations

8 The strength of an external review is to provide an 'objective' perspective on the matters under consideration, while at the same time taking into account UNESCO's unique expertise, circumstances, constraints and challenges. In a review, however, the external reviewer relies mainly

upon the quality and extent of UNESCO documentation, on eliciting UNESCO staff perspectives on concepts such as the relevance, responsiveness and effectiveness of the initiatives they work on, set against the reviewer's own overall understanding of UNESCO's structures, mission, programming cycles and priorities.

9 With some justification it has been pointed out that the scale and timing of this review may be considered inadequate to the task of answering the key review questions and providing guidance on the design and implementation of these and related interventions in the 36 C/5. Moreover, the timing of the review – during the months July, August and September – made it especially difficult to set up and undertake interviews with key staff in HQ and in the field.

10 While there is background and explanatory documentation available related to the priority initiatives under scrutiny (much of it repetitive and descriptive rather than analytical), mostly generated by HQ, the actual projects and any activities in the field are not well-documented (indeed for many activities under these initiatives no substantive documents were provided at all) and reports on EXB funded activities are of variable quality. There is also an almost complete absence of strategic guidance documents on intercultural dialogue in all respects. Staff have been guided by the 34 C/4 and the Major Programmes, and by separate directives and endorsements from the Executive Board and Director General, but none of the latter could be said to be particularly strategic.

11 Many relevant EX reports were not available online at UNESDOC (for example the C/3 series for the biennia in focus). More specifically, no significant monitoring data, results-oriented or evaluative reporting were (or could be) provided because information of this kind is not generally gathered or sought by operational staff.

12 The review acknowledges the risks associated with focusing on four (albeit priority) initiatives of intercultural dialogue, without equally detailed consideration of the totality of UNESCO's work in the promotion of intercultural dialogue. The review findings and conclusions have the potential to mislead: "as all the projects on intercultural dialogue have a high political profile, the review becomes misleading as the reader could believe that not much and nothing else has been done on that major topic of the UN current political agenda, which is not true. Such an expeditious methodology would undermine the integrity of the accomplished work".¹ However, this close focus was required by the TOR and the limitations of time and other resources would have prevented any wider enquiry.

¹ Katérina Stenou, Coordinator, BSP/CPN_Desk Review of CLT's work on Intercultural Dialogue - Draft Report Version 2: Observations 30 September 2011

2 Intercultural dialogue in Culture sector

2.1 Overview of intercultural dialogue

13 Any overview of intercultural dialogue activities must immediately note the absence of policy or strategic guidance for the development of programmes, projects and activities in this complex and often highly charged area of UNESCO's work. The provision of this kind of guidance is a cross-sectoral responsibility and the move of responsibilities for the promotion of intercultural dialogue from CLT to the Bureau of Strategic Planning (BSP) reflects this and presents an opportunity to address this gap.

14 While it is not the role of this review to undertake a detailed critique of the long engagement of UNESCO CLT in intercultural dialogue, it is pertinent to note here some of the key contextual themes, strategic priorities and challenges that have underpinned work during the last two biennia.

2.1.1 Cultural interactions and cultural diversity

15 The World Report summarises a definitive view of cultural interactions –

“Cultures are not self-enclosed or static entities.... They overlap and interact.... Even cultures long regarded as isolated or hermetic can be shown to have had contacts with other cultures in the form of economic or proto-political exchanges. One of the fundamental obstacles to intercultural dialogue is our propensity to hypostasize other cultures, to conceive of them as fixed entities, as if fault lines separated them..... One of the main objections to Huntington's thesis of a 'clash of civilizations', apart from the risk that it could become a self-fulfilling prophecy, is that it presupposes singular rather than multiple affiliations between human communities and fails to take account of cultural interdependency and interaction.... To describe as fault lines the differences between cultures — even those characterized by divergent or opposing beliefs — is to overlook the porosity of cultural boundaries and the creative potential of the individuals they encompass”²

16 This view forms an important part of the context for UNESCO CLT's work on intercultural dialogue during the last decade. In the Medium-term Strategy 2008-2013 (34 C/4) UNESCO goes further to link the concept of cultural diversity and cultural interactions explicitly in Overarching Objective 4 and SPOs 9 and 10.

2.1.2 The UN Global Agenda

17 The 34 C/4 also commits to the promotion of a dialogue among civilizations and cultures in accordance with the Global Agenda for Dialogue among Civilizations and its Programme of Action adopted by the UN in 2001³. The Programme of Action proposed a checklist of types of activity that has clearly informed CLT work; for example, actions such as:

- Promoting of mutual visits and meetings of experts in various fields from different civilizations, cultures and backgrounds;

² UNESCO World Report. Investing in Cultural Diversity and Intercultural Dialogue. UNESCO, 2009. ISBN 978-92-3-104077-1 p. 39

³ UN. Resolution adopted by the General Assembly. A/Res/56/6 Global Agenda for Dialogue among Civilizations. 21st November 2001.

- Sponsorship of conferences, symposiums and workshops to enhance mutual understanding, tolerance and dialogue among civilizations;
- Promotion of historical and cultural tourism;
- Incorporation of programmes to study various cultures and civilizations in educational curriculums.... as well as the exchange of knowledge, information and scholarship among academia.

2.1.3 The International Year for the Rapprochement of Cultures

18 The UN General Assembly proclaimed 2010 International Year for the Rapprochement of Cultures. For UNESCO the main goal of the International Year was “to demonstrate the benefits of cultural diversity by acknowledging the importance of the transfers and exchanges between cultures and the ties forged between them since the dawn of humanity. As cultures encompass not only the arts and humanities, but also lifestyles, different ways of living together, value systems, traditions and beliefs, the protection and promotion of their rich diversity invites us to rise to new challenges at the local, national, regional and international levels. This will involve integrating the principles of dialogue and mutual knowledge in all policies..... in the hope of correcting flawed cultural representations, values and stereotypes, and demonstrating that diversity enriches humanity.”⁴

19 The Action Plan identified and described in the most general terms four major themes to achieve this goal: themes which could encompass all programmes that UNESCO was engaged upon at the time:

- promoting reciprocal knowledge of cultural, ethnic, linguistic and religious diversity;
- building a framework for commonly shared values;
- strengthening quality education and intercultural competences; and
- fostering dialogue for sustainable development.

20 Furthermore, the Director-General's note⁵ asked sectors to include in work plans for 2010-11 flagship activities “chosen for their international appeal, intercultural nature, because they fall on an important date ...or involve exceptional figures or places that are emblematic of the rapprochement of cultures.” The Slave Route project was highlighted in particular.

21 In the context of the International Year for the Rapprochement of Cultures UNESCO established the High Panel on Peace and Dialogue among Cultures, the principal mission of which was to “accompany UNESCO's work in this area and to reflect and to bring to bear different perspectives from the different regions of the world and a range of stakeholders.” In the first meeting the Panel was asked to reflect on some important policy questions relating to intercultural dialogue, such as:

- What are the objectives that can be assigned to cultural dialogue on peace?
- Who is responsible for the agenda?
- What are the minimum requirements, risks, inherent traps and pitfalls?
- What are the perceptions of the concept of “equality in dialogue”?
- How can reason and emotion be conciliated?

⁴ Action Plan for 2010 International Year of Rapprochement of Cultures. (CLT/CPD, 8/01/2010)

⁵ DG/Note/10/02 8 January 2010

22 In the summary of the debates⁶ the report emphasises that “UNESCO’s mandate is to narrow distances, distrust and disrespect between cultures through the pursuit and development of a real practice, indeed a culture of dialogue” and calls for a “new architecture for dialogue... based on openness, frankness and freedom, devoid of political correctness and ready to tackle sensitive issues and pursue rigorous standards of analysis and observation.” The report also stresses the importance of pursuing intercultural education and lifelong learning.

2.1.4 Challenges

Politics

23 “Intercultural dialogue is a process which demands not only the promotion of cultural diversity but also the recognition of shared values. It consists of values such as freedom, equality, solidarity, tolerance, respect for nature and shared responsibility.”⁷ As such it is intrinsically political by nature. CLT continually faces and addresses political challenges in developing and implementing programmes of intercultural dialogue activities in terms of:

- Balancing the different interests and political perspectives of MS; achieving consensus without undermining the relevance and value of the proposed activity; and
- Approaching and developing key intercultural dialogue themes and arguments appropriate to different audiences while avoiding bias or subjectivity, or overtly political stances.

The global perspective

24 UNESCO flagship programme, celebrations and projects are often global: that is driven by HQ and based upon material that takes a global, overview approach where the “particular nature of the issue at hand...need[s] to be addressed ‘globally’ to avoid any subjective and biased analysis from a national or regional perspective.”⁸ This global approach, however, risks lack of relevance in the field: one size does not always fit all. Key themes frequently need regional or national re-interpretation by UNESCO or other partner organisations in order to stimulate dialogue and debate and embed ideas.

2.2 Intervention logic

25 Figure 1 presents the intervention logic outlined in programmatic documents for intercultural dialogue activities under the 34 C/4 Strategic Programme Objective (SPO) 10 and for the Major Programme for Culture in biennia 2008-09 (34 C/5) and 2010-11 (35 C/5). The intercultural dialogue interventions in the scope of this review contribute to two sets of Expected Results in the C/5 in each biennium: those relating to the specific MLAs associated with intercultural dialogue; and those that address the needs of Global Priority Africa.

26 In common with other programming and activities in CLT (and other UNESCO sectors) the intervention logic has some flaws: the SPO expected outcomes have no defined indicators or criteria by which progress towards their achievement can be assessed over the strategic period; the expected

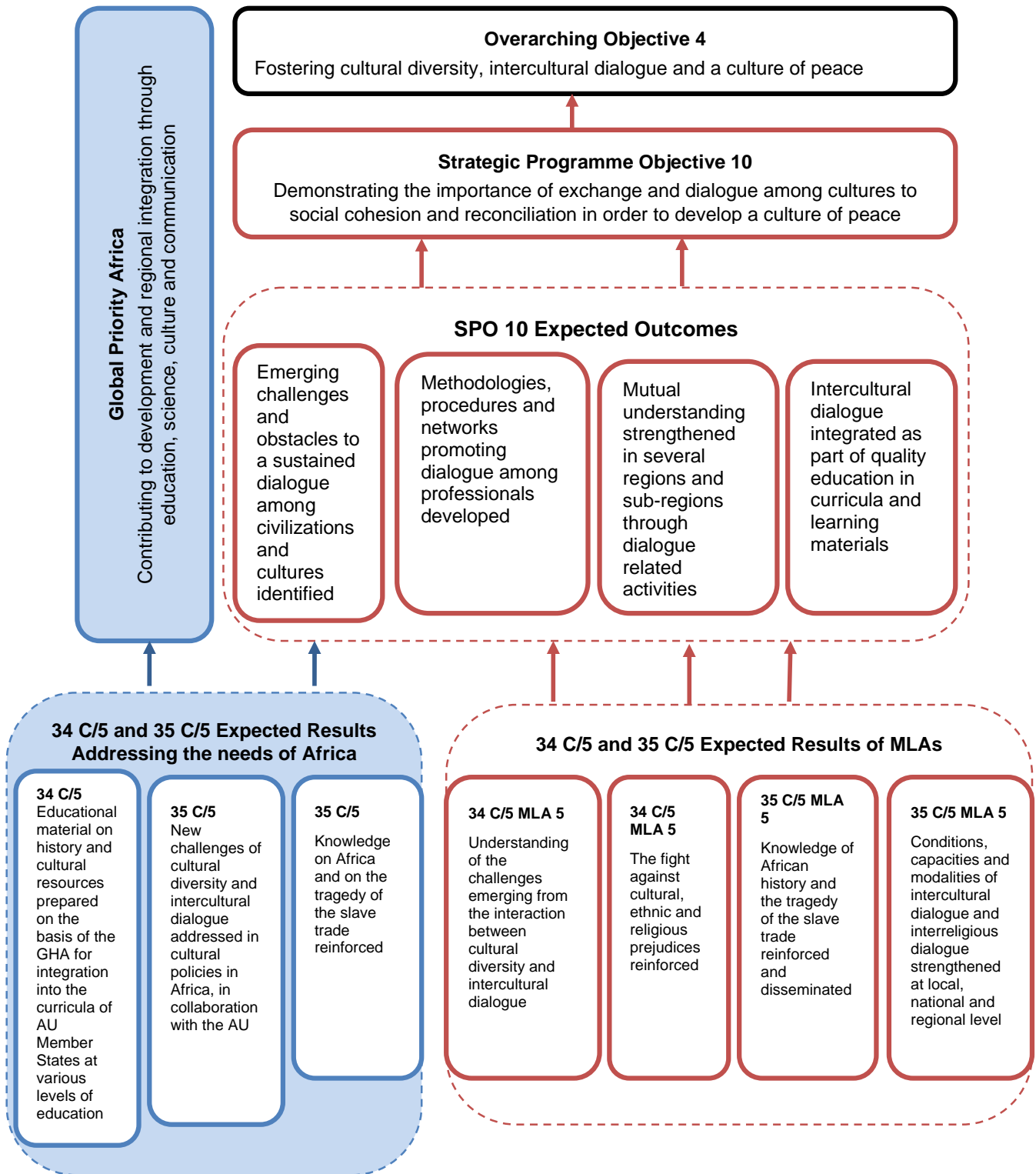
⁶ High Panel on Peace and Dialogue among Cultures. UNESCO Headquarters, Paris, France, 18 February 2010 <http://unesdoc.unesco.org/images/0018/001896/189679E.pdf>

⁷ Action Plan *ibid*

⁸ Comments and Suggestions of History and Memory for Dialogue Section (29.09.2011) on the draft Desk Review Report: discussion of the Slave Route project

results for biennial MLAs do not meet this need, and while these expected results have been assigned performance indicators and broadly quantitative benchmarks, they do not provide measures by which the outcomes of individual activities may be planned and assessed.

Figure 1: Intervention logic for intercultural dialogue activities in 34 C/4, 34 C/5 and 35 C/5



27 The focus at MLA level has clearly been on using the General and Regional Histories and the Slave Route project as the main mechanisms for achieving the expected outcomes for intercultural dialogue during these two biennia. Below the level of MLA Expected Results, the Slave Route project objectives have been and are clearly stated (see 2.4.2 below) and remain aligned with the broad expected outcomes of the SPO 10, though they are more aspirational objectives than outcome measures. The General and Regional Histories, however, lack any explicit and documented objectives, as do most individual activities under the priority initiatives that are the focus of this review.

28 In addition to the Culture Major Programme, the Intersectoral Platform (ISP) ‘Contributing to the dialogue among civilizations and a culture of peace’ was established in 2008-09 and, despite constraints on resources, funding and commitment to intersectoral collaboration, this ISP provided an forum for the pedagogical promotion and exploitation of the General History of Africa (GHA) using EXB, and some activities under the umbrella of Plan Arabia that underpinned development of the AoC ‘International Vademecum’ projects.

29 Ultimately it is the effective performance of the activities selected by UNESCO as its strategic mechanisms that determine how far it is able to influence outcomes and achieve its strategic objectives at global, regional and national levels. There are, however, other influencing factors to be taken into account that often lie outside the control of UNESCO itself, such as environmental and technological changes, the level of political commitment at national level, the interest and support of donors and external partners. External and environmental changes play a particularly powerful role when UNESCO’s activities and projects implement over decades, as in the case of the General and Regional Histories and the Slave Route Project.

2.3 Budgetary resources available for intercultural dialogue

30 Budgetary resources for intercultural dialogue during the 34 C/5 and the current 35 C/5 are summarized in Table 1. The 35 C/5 conflated the previous two MLAs 5 and 6 of the 34 C/5 – 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 - into one MLA 5.

Table 1: Summary of budgets for intercultural dialogue (source 34 C/5 and 35 C/5)

Major Programme	MLA	Regular Programme in United States dollars (USD)			Extrabudgetary (USD)
		Activities	Staff	Total	
34 C/5	MLA 5 Promoting the understanding and development of intercultural dialogue and peace	1,550,300	4,208,000	5,758,400	957,100
35 C/5	MLA 5 Integrating intercultural dialogue and cultural diversity into national policies	2,48,500	6,399,900	8,885,400	9,729,000

31 Table 2 shows EXB resources (actual spend and assignment) for the four priority initiatives. Despite the ‘flagship’ nature of the Slave Route project in the 34 C/5 and 35 C/5 (see paragraph 26) the project (and Plan Arabia) was noticeably lacking in EXB resources during these biennia.

Table 2: EXB spend and assignment for the priority initiatives: extracted from FABS data

Projects	EXB spent 2008-09 (USD)	EXB assigned in 2010-11 (USD)
General and Regional Histories (including the Pedagogical use of the General History of Africa)	1,010,053	334,259
AoC projects	51,867	256,773
Slave Route		73,021
Plan Arabia		7,416

2.4 Flagship CLT projects and activities in intercultural dialogue

2.4.1 General and Regional Histories

32 The UNESCO collections of the General and Regional Histories have been prepared over the last 59 years and represent a very significant investment in international intellectual cooperation involving hundreds of renowned scholars and specialists from all over the world. Translation of the Histories into different languages has been going on for the last fifteen years; work on digitization (to pdf formats) and provision of online accessibility to the content of the Histories began in 2010-11.

History of Humanity (HH)

33 The first collection of the Histories was the history of the scientific and cultural development of humanity, started in 1952 with the first edition of six volumes completed in 1968. The second and extensively revised edition, renamed History of Humanity (HH), was begun in 1978 under the direction of an International Scientific Committee (ISC) (a participatory model soon adopted by subsequent Histories) and completed by 2006 and published in English, French and Russian, Italian and Portuguese. Volumes one to four are available online in Russian, volumes three, five and six in English, and volumes four, five and six in French.

General History of Africa (GHA)

34 The first of the regional Histories, the GHA was begun in 1964 and completed in 1999 in eight volumes. The principal edition of the GHA is published in English, Portuguese, Arabic and French, with abridged editions in French, English and African languages. All eight volumes are available online in English and Portuguese. The GHA is responsible for over 50% of total downloads from the UNESCO website (principally, in English and Portuguese).

General History of Latin America (GHLA)

35 Begun in 1993, the GHLA was completed and published in nine volumes in Spanish in 2009. It has not as yet been translated and published in Portuguese. The volumes are available only in print.

General History of the Caribbean (GHC)

36 Begun in 1980, there are five volumes of the planned six volume GHC published in English. Volume IV remains to be completed and Volume three is under revision. Only one chapter of volume six is available online.

History of Civilizations of Central Asia

37 The work was begun in 1980 and the subsequent collapse of the USSR in the early 1990s enabled the independent republics of Central Asia to revisit their own history and cultural identities.

Six volumes were published in English by 2009. Translation and publication in Russian by a Russian publisher are under discussion. All six volumes are available online.

Different Aspects of Islamic Culture (DAIC)

38 Begun in 1990, this collection, which is the only thematic and non-regional collection in the Histories, includes six volumes published in English and Arabic, with volume two also published in French. Volumes two, four and five are available online in English, and volume two in Arabic.

2.4.2 The Slave Route and other cultural routes

39 The General Conference of UNESCO approved at its 27th Session in 1993 the implementation of the Slave Route Project⁹ and project was officially launched at the First Session of the ISC of the Slave Route project in September 1994 in Ouidah (Benin). The Committee was composed of over forty specialists from different regions and disciplines and met six times during the first ten years. The project had the following objectives:

- To break the silence over the tragedy of the slave trade and slavery in the various parts of the world, by improving knowledge of its scope, underlying causes, issues and modus operandi through multidisciplinary scientific works;
- To highlight the effects of the slave trade and slavery on contemporary societies and, in particular, the multiple transformations and cultural heritages that this tragedy has engendered;
- To contribute to mutual understanding and peaceful coexistence among peoples, in particular by promoting reflection about the prejudices inherited from slavery, intercultural dialogue, cultural pluralism and the building of new citizenships in modern societies.

40 The Slave Route project was organized into four major sub-programmes as follows:

(1) The “Breaking the Silence” Transatlantic Slave Trade (TST) project implemented in collaboration with UNESCO Education Sector (ED) which brought knowledge of the slave trade into schools through the Associated Schools Project Network (ASPnet).

(2) The documentation, promotion, and dissemination of slave trade and slavery archives implemented in collaboration with UNESCO Communications and Information Sector (CI).

(3) The identification, preservation, and protection of cultural heritage sites related to the slave trade and slavery in collaboration with the World Heritage Centre (WHC).

(4) The recognition of the slave trade and slavery within discourses and research concerned with human rights, racism and discrimination.

41 The Slave Route project was evaluated in 2005¹⁰ and following Evaluation’s recommendation a Strategy for Phase II of the project was developed and endorsed by the ISC in 2006. Submission and approval of the Strategy by the Executive Board was delayed and it was finally introduced in the agenda of the 181 Session of the Executive Board (2009).

⁹ Resolution 27 C/3.13

¹⁰ Evaluation of the Slave Route Project 1994 – 2004, by Kim Forss, Aubrey McCutcheon, Agnes Mwaiselage, Anna Nilsson, Kekke Stadin. 27 September 2005

Other cultural routes

42 In 1988, in the World Decade for Cultural Development, a ten-year project was launched by UNESCO entitled 'Integral Study of the Silk Roads: Roads of Dialogue'. The purpose of the project, which used a multidisciplinary approach, was to carry out field studies of the scientific, technological and cultural exchanges which took place between the East and the West along these routes with a view to stimulating further research at the international and national levels and promoting the concept of multiple identities and a common heritage. Through international scientific expeditions, seminars and meetings, the project promoted research on subjects related to the study of the Silk Roads and encouraged the awarding of fellowships to young researchers, the production of specialized works and publications for the general public such as the children's series 'The Silk and Spice Routes', documentary films and exhibitions, and a broader understanding of the concept of a common heritage and multiple identities. Subsequent to the ending of the project in 1997, the WHC held several regional and sub-regional workshops to build consensus behind a potential serial World Heritage nomination of the "Silk Road".

43 Under the Plan Arabia (see 2.4.3), and also as part of the World Decade for Cultural Development, an international symposium on the culture of Al-Andalus was supported, and in 2001 the publication 'Les routes d'al-Andalus :patrimoine commun et identité plurielle' (2001) drew on the same network of experts.

44 The Slave Route project also stimulated interest in the identification and multi-disciplinary exploration of other cultural routes, work which resulted in exhibitions (e.g. the Iron Roads in Africa, 1999), publications and expert meetings (e.g. the Cacao Route in Latin America, 2007).

2.4.3 Plan Arabia

45 UNESCO's Plan Arabia was conceived in 1991¹¹ with a focus on three themes:

- Continuity and change: cultural identity and the heritage as factors in development;
- Innovation and modernity: promotion of creative work and creativity in the contemporary Arab world;
- Dialogue between cultures and universality: Arab culture in relation to the other cultures of the world.

46 Plan Arabia is intended to increase the knowledge of Arab culture in the world and to encourage greater mutual understanding between Arab culture and other cultures, by promoting dialogue and exchanges. It is implemented by the Secretariat in UNESCO CLT in cooperation with a Consultative Committee, drawn from Member States (MS) of the Arab Region.

47 The project was originally financed by EXB, but since 2003 activities have been financed mainly and now wholly from RP. This lack of funding has constrained the level and range of activities possible under the Plan Arabia.

2.4.4 Alliance of Civilization (AoC) 'International vademecum' projects

48 In January 2008 the AoC and UNESCO signed a Memorandum of Understanding (MOU) that outlined areas of collaboration and joint activity. These areas included 'Developing educational, cultural and scientific content that foster dialogue and mutual understanding' and 'Highlighting the role

¹¹ 136 EX/Decisions PARIS, 8 July 1991

of the media in fostering dialogue and mutual understanding'. Within the framework of the MOU in 2008-2009 the newly active UNESCO ISP 'Contributing to the dialogue among civilizations and a culture of peace' developed a number of cross-sectoral project proposals for EXB funding, of which five were accepted for funding by the Spanish Agency for International Development Cooperation (AECID) in January 2009. A second MOU was signed in 2010, which referred specifically to these five projects as the 'Intercultural Vademecum' initiative aimed at "enhancing mutual understanding and strengthening ties between societies in the Muslim/Arab and European societies and which will be included in the Action Plan for the AoC Regional Strategy for the Mediterranean".

49 All projects were completed by early 2011. Proposals for Phase II and Phase III funding have been submitted to the Spanish Government.

Project 1 A scientific, philosophical, literary and artistic anthology of Muslim/Arab civilization and its contribution to the revival of Western philosophy and culture (\$200,000)

50 The anthology (French, English, Arabic and Spanish) is intended as an educational resource – a kind of *vademecum* – for teachers, students, and the general public alike, presenting an intercultural vision of history that unites the Muslim/Arab world and the West focusing on the Renaissance period. The project's strategic objective was 'to show the importance of the exchanges and dialogue between the cultures for social cohesion and reconciliation for the introduction of a culture of peace, in particular in the Mediterranean basin'. To date in Phase I the content has been written and prepared for publication; Phase II funding would be required to publish online and in print.

Project 2 Arab/Muslim civilization as a mirror of the universal: a philosophical look at Muslim/Arab civilization: accounts of routes, encounters, bridges and dialogues (\$200,000)

51 This Social and Human Sciences Sector (SHS)-led project produced a series of 34 educational 'fiches' in printed form targeted at academic institutions that aim to illustrate instances of dialogue and exchanges within and through Muslim/Arab civilization. The fiches have been published in French and English. The project had the following objectives:

- To promote cultural diversity, intercultural dialogue and a culture of peace by promoting the role of Muslim/Arab civilization in the construction of values of peace and tolerance, in particular through the knowledge of philosophical education.
- To show the influence of philosophy, a science of critical thought and freedom to think, in the development of Muslim/Arab civilization and its impact on other cultural areas.
- To support innovative teaching methods using educational content based on philosophical components and aimed at developing competences rather than only knowledge acquisition.

Project 3 Illuminating interrelations and engaging dialogues: museums as a civic space for developing intercultural skills (\$200,000)

52 In this project UNESCO intended to test and launch with a few partner museums practical approaches and innovative methods for developing new types of public activities stimulating dialogue among community members from different cultures. It had the following objectives:

- Identifying or designing thematic activities which use various objects available in museum collections for stimulating a dialogue on cross-cultural exchange of experiences and ideas, promoting the reflection on reciprocal interactions and divergent narratives;
- Including topics of intercultural experiences such as immigration, the interaction between the European and Arabo-Islamic cultures, and traditional knowledge on the access to and management of natural resources, particularly water;

- Developing an on-line resource based on the substantial experiences accumulated throughout numerous projects in developed and developing countries by our partner institutions and museums.

53 In the end the project worked with two major national museums - the National Museum of Damascus, Syria, whose collections cover more than twelve civilizations stretching from Mediterranean to Mesopotamia, and the Nubian Museum in Aswan, Egypt. With these museums, activities which could reveal the interconnectedness of different cultures and civilisations, illustrated by their collections were developed and tested with museum audiences. This included the production of new exhibition materials with related catalogues in three languages (Arabic, English and French), pedagogical activities in the museums and also educational brochures for international visitors.

Project 4 Young Artists for Intercultural Dialogue between the Arab and Western Worlds (\$100,000)

54 The project was inspired by the UNESCO Artists for Peace programme and provided a forum for the recognition of young artists for their creative achievement (regardless of the nature of the art work) in favour of Arab/Western dialogue, through a competitive selection criteria formulated on the basis of UNESCO's experience with prizes and awards, and presenting the winners with an honorary title of "Young artists for intercultural dialogue between Arab and Western worlds" in a ceremony in UNESCO HQ in April 2011. The main project objective was 'to recognize and praise young artists individuals and groups for their creative achievements in promotion of dialogue between the cultures of the Arab and Western worlds and to further support them in following the mission as 'Young artists for intercultural dialogue'. Twenty artists were honoured in the awards ceremony.

Project 5 Power of Peace Network (PPN): Reporting for Peace (\$270,000)

55 The PPN is an interactive platform developed under the auspices of CI that seeks to harness innovative mechanisms to promote peace through media and information and communication technologies. PPN fosters global collaboration in the use of the tools of information and communication for cultural self-expression, mutual understanding, the reduction of conflict incidents, and the support of sustainable living. PPN is designed to engage and to reach youth in particular as the primary constituency. The project aimed at supporting the costs of web development to set up the PPN website and at the creation of an Africa-based regional pilot for transferable journalism training and research in conflict sensitive reporting based at Rhodes University in Grahamstown, South Africa.

3 Findings

3.1 Introduction

56 The external evaluation of SPOs 9 and 10¹² identified some organizational and structural issues relating to the work of CLT (though not exclusive to that sector). This review also finds these issues have been factors in the planning and delivery of the flagship intercultural dialogue projects and activities: in particular, the evaluation found:

- Despite the establishment of the ISPs in 2008-09, collaboration between CLT and other sectors has had mixed and not very satisfactory outcomes. The ISPs suffered from various structural constraints that affected all activities: no RP funds were allocated to the ISPs; staff contributions to ISPs were in addition to their job descriptions; staff who regularly engaged in ISP activities tended not to be at the senior level and had no decision-making powers. The flagship projects have all been constrained and challenged in this way.
- Evidence that the connection between those working in FOs, COs and ROs and CLT staff in HQ is generally weak. It is evident from documentation (or lack of it) and (limited) discussion with officers in the field that the flagship projects have also suffered from this weakness: they have all been HQ-led and implemented with limited or no input from the field.
- Dissemination is a big challenge for CLT: dissemination of outputs was found to be generally ineffective; and more complex shortfalls were also identified 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. Dissemination of the outputs of all the flagship projects has been a major and continuing challenge, although CLT staff note that dissemination through publication was not their responsibility (rather a matter for the UNESCO Publications Unit), thus avoiding the need to consider anything beyond achieving an output (i.e. getting a workshop delivered, getting content written etc.).
- A major and underlying difficulty is that outputs are erroneously associated with outcomes and often constitute the effective end of activity, so that dissemination planning and funding are a continual challenge. This has been and remains a significant constraining factor on the flagship projects.

57 These issues and others are expanded upon below as this report addresses specific findings related to each of the four flagship projects/initiatives. These findings include

- relevant contextual issues, both external and internal, that have had an impact on these initiatives over the years;
- findings related to the relevance of the initiatives in terms of content, format and audience
- findings related to effectiveness of the initiatives in terms of resources, planning, implementation and take-up of outputs.

58 The review acknowledges the difficulty in assessing these issues due to the fact that the four priority initiatives have very different institutional duration, status and stakeholders. In mitigation of this, comparisons between the initiatives in terms of context, relevance and effectiveness is avoided.

¹² External evaluation of UNESCO's SPOs 9 and 10: Final report 11th March 2011.

3.2 General and Regional Histories

3.2.1 Context

External

59 In the 60 years since the conception and initiation of the series of General and Regional Histories the external environment within which UNESCO and all the members of the ISCs and writers have worked has changed beyond recognition. The origins of the work, and the ways in which it developed, lie in UNESCO's responses to global political events, catastrophes and movements: three examples suffice:

- The original 'History of the Scientific and Cultural Development of Mankind' (the first edition of the HH) was conceived by the first Director General of UNESCO as early as 1946 with the intention "to produce a work of collective memory, highlighting the contribution made by all peoples to universal civilization" and "forge an awareness of the unity of mankind in all its diversity"¹³, in the spirit of the post-war world.
- "When, in 1964, UNESCO decided to produce a General History of Africa, it was, above all, to remedy the widespread ignorance about the continent's history and to break free of discriminatory prejudices."¹⁴
- The first meeting of the ISC in charge of planning the HCCA was in 1980 but the Central Asian landscape had changed dramatically by the end of 1991 with the transformation of the Soviet Union into the Russian Federation and the republics of Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan. "The event was so significant that it provided the *terminus ad quem* for the volumes, which had the pre-historic period as their starting point. The end date was, however, to be understood approximately as it did not have the same value everywhere: the collapse of the imperial regime in Iran in 1979, for instance, or the fall of the Taliban in Afghanistan in 2001 were far more important for these countries than the changes in the former USSR"¹⁵.

60 Following the launch of all the completed Histories in 2009¹⁶ the importance (or otherwise) of the content of the volumes continues to be influenced and assessed in the light of global political events and social trends: for example, it is argued that the post-9/11 world, the wars in Iraq and Afghanistan, and the preoccupation with the 'clash of civilizations' view of world history, make the content of many of the Histories volumes even more relevant than in the post-World War II world.

61 Two external developments have obvious importance and potential for the future of the GHA in particular: the creation of the African Union in 1999 and the adoption by African Heads of Government of the Charter for African Cultural Renaissance in 2006.

Internal

62 The conception, writing, editing and direction of all the Histories (not including the first edition of the HH) has been the responsibility of an individual ISC for each History, selected and supported by the UNESCO Secretariat in CLT. This very participatory, complex yet essential process has been the reason for many delays and frustrations: "the nature of the intellectual cooperation and

¹³ History of peoples: recasting the past. UNESCO Courier 2009 Number 8 ISSN 1993-8616 p 3

¹⁴ *Ibid* p 10

¹⁵ History of Civilizations of Central Asia. Volume VI Introduction p 25

¹⁶ Though work on publishing the final volumes of the GHA was still ongoing in 2010

preparation of these Histories by scientific committees makes the process of drafting and publication very slow; sometimes, the old age of the editors and/or authors, their busy calendars and other priorities make it difficult to respect the deadlines and schedules set for the publication of the Volumes”¹⁷

63 In addition the associated administrative procedures, especially those concerning preparation and payment of author’s/ consultant’s contracts have become overly complicated internal processes, with responsibilities divided and unclear between CLT and External Relations and Public Information (ERI) and subject to delays. This has been exacerbated by often acute lack of human and financial resources in CLT and other sectors to manage and administer the progress of each History project.

64 The interdisciplinary Histories have also been subject to the typical constraints within UNESCO of working across sectors: pre-dating the ISPs, for example, an intersectoral Group of Coordination (GIC) was set up when the GHA was launched, with members drawn from ED (including IBE - the International Bureau of Education), SHS, CI and the Africa Department. As with the ISP, however, this work on the GHA was not included formally in the job descriptions of the members of the GIC or in their work plans, and the sectors were not usually represented on the GIC by suitably senior members of staff.

65 A major issue that has dogged the development of the Histories, their distribution and dissemination and, more recently, the use and re-use of the content has been that of co-publication and copyright covering volumes and illustrations and authors rights. With the exception of the HCCA, in English, volumes four, five and six of the HH in French and the DAIC, all other published volumes of the Histories have been published with commercial co-publishers. The status of some of the various language editions of the GHA have yet to be clarified. Contracts have been negotiated with authors and co-publishers at different times with varying clauses and the commitments made differ from contract to contract. Changes in copyright law over the last 60 years has cast doubt on the validity of original agreements, and ERI has been engaged since 2008-09 in efforts to clarify the complete picture in order to advise CLT on the way forward.

66 In particular MS have been putting pressure on UNESCO to make the content of the Histories freely available online to enable access by institutions and individuals unable to afford the high costs of the published, printed volumes and this prompted the continuing debate over the position of the Histories regarding copyright and contractual obligations. As the promoter and guardian the Universal Copyright Convention 1952 the possibility of UNESCO knowingly or unwittingly breaking copyright or avoiding its obligations under international law is fraught with difficulties.

3.2.2 Relevance

67 *“The uniqueness of this work lies in its approach consisting of “disarming” history and rising above the dominant perception of history as a study of Nations. It adopted a supra national approach with a view to demonstrating that scientific and cultural achievements result from human interactions across time and space. Its main endeavour was to illustrate the encounters and exchanges between cultures all along history and their respective contributions to the collective progress of humankind. Thus, each collection goes beyond national narrations of history and emphasizes the regional and*

¹⁷ Self-assessment: General and Regional Histories, July 2011

*interregional dimensions and intercultural exchanges.*¹⁸ The relevance of this approach to history has not diminished over time.

68 However, the expensive printed formats selected for the Histories – basically academic works of reference – were and are predicated on the mostly Western assumption that university, college and public libraries exist in interested countries that could afford to purchase relevant volumes and thus make available the content to researchers and the public. This assumption was always flawed and the possibility of such purchases by higher education institutions in many parts of the world (especially Africa) has receded with time. Only a few efforts at producing abridged editions or publishing excerpts in cheaper formats have been made during the decades of their development.

69 In the past two biennia UNESCO's efforts have been focused on completing the writing and publication of the volumes and on their promotion and use. CLT acknowledges that a significant proportion of the Histories volumes need revision and updating: methods of historical and scientific research have changed and developed with the potential to reveal new insights, new disciplines and new philosophical approaches to historical enquiry have emerged that should be taken into account. However, this is apparently regarded as the responsibility of the commercial publishing partners, should they consider taking on the task, and UNESCO will restrict itself to updating and amending the content only for the purposes of developing educational curriculum materials.

70 Relevance to the global Priority Africa is high – obviously the importance of the GHA, its participatory mode of development using networks of experts and contributors in Africa as well as the final content can hardly be overstated. Other Histories are also relevant to Priority Africa - the HH, DAIC and to lesser extent the GHC and the GHLA.

71 With regard to the global Gender priority, however, the Histories have fallen short: efforts were made over time to change the gender balance of ISC members: from zero women members in the first ISC for the History of Humanity women were gradually represented in ISCs, editorial boards, and as Editors and authors, but parity is far from achieved. Relevance of the content in addressing the role of gender in historical developments, or specifically in women's contribution to developments has been acknowledged as weak.

3.2.3 Effectiveness

72 Overall effectiveness of these publications to date is impossible to measure, in terms of levels of take-up and use in universities or research, for example, because over the years no data (other than basic sales data from publishers) have been consistently or systematically gathered, and very little systematic research or analysis has been done over the years to determine the influence of the content of the Histories on written or broadcast history, on conference presentations etc. What is known results from UNESCO's own involvement in the activity or event, or the involvement of some of the large network of ISC members and authors, and it is largely anecdotal.

73 Target audiences for the Histories' content have not until recently been defined or documented, although the formats and intellectual level of the content has always positioned the main target audiences within academic and research institutions.

74 Without doubt the Histories have had a considerable influence on other UNESCO programmes and activities during the last decade in particular as more and more volumes have been

¹⁸ Promotion of Intercultural dialogue through the pedagogical use of the UNESCO *General and Regional Histories* Draft proposal 6 September 2010

published, and particularly in other areas of intercultural dialogue work, in which the content itself as well as many of the ISC members and authors have constituted a very valuable resource for UNESCO's other related activities (e.g. the AoC Vademecum projects, the Slave Route project). CLT has also noted that the Histories have had great influence on other international organizations and historical trends, for example, the experience of using an ISC, and the content of the HH, is said to have influenced the work of the International Committee for Historical Sciences (CISH) and stimulated a number of their World Congresses and a focus on global history.

75 With all these caveats, however, the successful end of this massive effort of developing, writing and publishing the collections can and should be regarded as a very significant achievement in itself, in which UNESCO has been effective in overcoming many problems and set-backs to complete a huge project that only UNESCO itself, unique among all the international and UN bodies, could have taken on and achieved.

76 Since the Symposium in 2009 marking the launch of the full published series (although work remains to be done on the GHC), the focus has turned to achieving more effective promotion and dissemination of all the Histories (principally through getting the content online in various forms), and to exploring and implementing the repurposing of content for pedagogical use (actively taken forward with the GHA – see paragraph 80). Some steps are already in hand, such as Wikipedia pages have been developed for the entire Histories collection; the Histories facebook pages are updated five times a week (English and French) and have many regular visitors.

Other events and achievements specific to individual titles are noted below.

History of Humanity (HH)

77 The French version of the HH was completed in 2009 and in the same year the French Ministry of Education decided to use part of the content for teaching modules “Regards sur des mondes lointains” of the History-Geography syllabus for college year six - either “la Chine des Han à son apogée” or “l’Inde classique au IVe et au Ve siècles”.

78 The French Publisher, Hatier International, concluded an agreement with UNESCO whereby it published a resource booklet containing large extracts of Volume III of the History of Humanity and ensured its distribution to 25 000 teachers, and made the content available online for the network of teachers’ associations.

79 In the framework of the ISP on dialogue a ‘cross-reading’ of the HH was commissioned in 2009 “with the aim of identifying historical examples emerging from intercultural encounters that have successively occurred since centuries marking the different geo-cultural eras in all fields of human activity”¹⁹ in collaboration with SHS. Apparently the experiment was deemed successful (this review has seen no documentation to suggest objectives or other criteria by which success was measured), but plans to extend the cross-reading to other Histories were dropped.

General History of Africa (GHA)

80 As part of the strategy adopted in 2000 the use of the GHA for the revision of school textbooks in Africa and worldwide was elaborated in a successful project proposal for EXB from Libya (\$2 million) over four years 2008-2012. The Pedagogical use of the GHA (PUGHA) project had as its overall objective “to renovate history education in Africa, on the basis of UNESCO’s General History

¹⁹ Symposium on the UNESCO General and Regional Histories. 5 and 6 October 2009. UNESCO Headquarters, Paris. Final Report

of Africa, in order to introduce a regional dimension in history teaching and provide a long term contribution to the political and socio-economic integration of the continent²⁰ and the immediate objectives included the development of history textbooks and accompanying teaching material for primary and secondary schools on the basis of the GHA content.

81 In an Expert Meeting in March 2009 the political nature of the PUGHA was firmly established in its recommendation to “clearly state that the political ambition of this project is to accompany the process of regional integration and African unity”²¹. An ISC for the PUGHA, entrusted with the intellectual and scientific responsibility of the project, met for the first time in March 2009. Since then some baseline data about history teaching in African schools have been gathered through the use of a questionnaire for Ministries of Education. The topics to be used as a basis for the development of common teaching content for different age-range pupils in African schools have been agreed in a regional conference in Tripoli, Libya in June 2010.

82 The ISC also met again in Addis Ababa, Ethiopia in October 2010. During this meeting, members of this committee chose the 30 experts which convened the drafting groups covering the common teaching content. These groups are currently drafting curriculum content focused on different age ranges. Also during the meeting in Addis the President-in-Office of the Commission of the African Union granted an audience to the committee members and to UNESCO during which he reiterated his support for the project and its importance for African integration.

83 This process of developing curriculum content from the GHA could form the model for taking forward pedagogical content from the other Histories. Many agree that the active involvement within the UNESCO Secretariat of ED as well as CLT is a critical factor; indeed, the IBE could have a positive role to play in this curriculum context. However, apart from one ED staff member nominated as a ‘focal point’ for advice on the PUGHA, UNESCO has so far failed to establish significant and constructive intersectoral collaboration on this project. On the other hand, it is argued that the educational expertise and guidance necessary for the project come from the ISC members and UNESCO CLT’s role is only to facilitate the process.

84 The PUGHA has plans (dependent on funding) to develop more general educational spin-offs “to take into account the hundreds of millions of young, illiterate Africans or victims of lack of access to school, and also young people who need also to revisit their past in order to include/understand their present”²², including cartoons for children, multi-media and film productions and video games on major topics from the GHA.

General History of Latin America (GHLA)

85 The GHLA was launched at in an event in Via Campo, Argentina, organized by the Montevideo office. According to FO staff the GHLA has a high profile in the region, although concerns have been expressed about the actual distribution and reach of the volumes (one FO reported that the UNESCO office itself has so far failed to lay its hands on a full set of the published volumes), and funds for promotional events and, perhaps, the elaboration of tools and spin-offs from the content to ensure that it reaches a wider audience, have so far failed to materialise.

²⁰ Project proposal document: Pedagogical Use of the General History of Africa [submitted to] The Socialist People’s Libyan Arab Jamahiriya 1 July 2008 - 30 June 2012

²¹ Report on the Expert Meeting on “The Pedagogical use of the *General History of Africa*” project 16 & 17 March 2009 General recommendations.

²² PUGHA Draft Funding Strategy (July 2011)

General History of the Caribbean (GHC)

86 Responsibilities for the finalization of the GHC was devolved to the FO in Kingston, working with ERI. It appears that a difficult relationship with the publisher Macmillan contributed to delays in publication of the final two volumes.

History of Civilizations of Central Asia

87 Negotiations over a possible Russian translation by a co-publisher continue. Significant efforts went into negotiating reproduction rights for the illustrations with and through ERI Division of Publications to enable the digitization of all six volumes.

Different Aspects of Islamic Culture (DAIC)

88 To promote the publication of Volume IV, Science and Technology in Islam (Parts 1&2), CLT and SC collaborated on a travelling exhibition on Arabic Islamic Science. On this theme CLT and SC also organized a number of international symposia and colloquia on the introduction of the History of Science in higher education in Muslim countries, popularisation of the History of Science, interactions between China, the Muslim World and the rest of the world in scientific developments, using EXB funding from the World Islamic Call Society (WICS) and in collaboration with, among others, Organization of the Islamic Conference (OIC), Islamic States Educational, Scientific and Cultural Organization (ISESCO), and Arab League Educational Cultural and Scientific Organization (ALECSO).

3.3 The Slave Route Project and other cultural routes

3.3.1 Context

External

89 When UNESCO initiated the Slave Route project in 1993 it was addressing an issue (and its historical consequences) that had, by and large, been overlooked and evaded in most regions of the world for many decades. Research into the real scale and nature of the transatlantic slave trade and its consequences for Africa, the Americas and the Caribbean and in Europe, hardly existed, with the possible exception of some academic programmes in North America.

90 Subsequently, and in part no doubt as a consequence of the project's work and impact, the slave trade and slavery were integrated into the wider United Nations (UN) agenda in, for example, the Commemoration of the Bicentenary of the Abolition of Slavery (2004 in Haiti, 2007 in United Kingdom and 2008 in USA), the proclamation of 25 March as International Remembrance Day for the Transatlantic Slave Trade, the adoption in 2008 of a Resolution to erect a permanent memorial to honour the victims of slavery and the transatlantic slave trade, and the adoption in 2009 of a resolution proclaiming 2011 as International Year for People of African Descent.

91 Interest in the USA (and therefore the possibilities of external funding) in the topic of the fate of the descendents of the transatlantic slave trade evidently increased with the election in 2008 of Barack Obama. The decade also saw a growing interest among countries in Latin America in the African roots of sections of the population and the contribution of people of African descent in the independence process of their countries, as well as the demand of afro-descendent population for more social justice and freedom from discrimination.

Internal

92 The Evaluation of the Slave Route Project concluded in 2005 that the management of the project during the first 10 years was open to criticism but “the project results must be considered quite successful because of the wealth of research, archives, events, educational activities, etc. and the impact all this has had”²³. It recommended that the project be continued for a further five years: that is until 2010.

93 Since 2005 the resources, both staff and financial, devoted to the project have diminished: within the 2008-2009 biennium, the project’s Secretariat in HQ consisted of one permanent member of staff, who also had additional and unrelated duties. This seriously affected the implementation of activities from HQ and the coordination of the project as a whole. In 2010-2011 this situation was improved to approximately two staff members in the Secretariat, still inadequate effectively to address and manage the various lines of action under the Slave Route project banner, and to coordinate properly with field staff and external partners.

94 The 2005 evaluation also noted two other critical organizational factors:

- The weakness of the National Committees (with one or two evident exceptions) where these existed, their capacity to organize and implement activities at national level unless fully supported by their governments and confusion between their roles and that of the ISC. There is little evidence to suggest that this national committee structure has improved in the years after 2005, as UNESCO and existing committees are beset by ever more severe resource and financial constraints.
- Major problems with the cooperation and communication between the FOs and HQ, with officers in the field unclear about their role and the process of decision-making. This review has identified similar problems, from documentation and plans that make little or no mention of UNESCO FO contributions; anxieties expressed in HQ about the lack of resources available to keep track the many activities and initiatives related to the Slave Route project implemented either by FOs or by external partner and non-partner organizations or through NatComs, but with no mention of a role for FOs themselves; and some evidence from interviews with three CLT officers in the field (in Latin America and the Caribbean) that communication on this project (and others) between them and HQ is very poor.

95 Following the recommendations of the 2005 evaluation the ISC for the Project was reduced from 44 to 20 members and the representation of regions was broadened. The new ISC met in 2006, 2009 and 2011 (in Bogota).

96 The project has never been particularly successful in attracting EXB, or more recently in its applications to the Board and Director-General for reinforcement to its human and financial capacity.

97 The TST project has provided the basis for some active collaboration with ED, specifically the ASPnet International Coordination Unit in the Division of Education for Peace and Sustainable Development. Other collaboration has been constrained by lack of funding for intersectoral activities.

98 A Task Force on UNESCO Activities relating to the Study of the Slave Trade and its Implications was established by the Director-General in July 2002 and an intersectoral working group was created in order to reinforce this intersectorality: the group appears to have last met in May

²³ *Ibid* p 43

2009²⁴. However, despite the existence of this group, attended by CLT, SHS, SC, CI, and ED, intersectoral work in the project has suffered from the same identified constraints as the ISPs (see paragraph 56) – namely, the Task Force needed the participation of senior decision-makers to be effective, which it rarely got; the lack of any mandated administrative support to the Task Force to operationalize an intersectoral approach to the Slave Route project; no budgetary allocation for intersectoral work and no clear path to mobilize funds.

3.3.2 Relevance

99 The relevance of the Slave Route project work to UNESCO's strategic objectives and specific goals for intercultural dialogue since 2005 is not in doubt, especially in the context of the 2001 Universal Declaration on Cultural Diversity and the 2005 Convention on the Protection and Promotion of the Diversity of Cultural Expressions. Concurrently, the project has had great significance for the global Priority Africa during biennia 2008-09 and 2010-2011, since project activities seek "to highlight the important contribution of enslaved Africans and people of African descent in building the modern world.....brought about by the slave trade, which transported so many African men and women far from the land of their birth" and "highlight the extraordinary meeting of cultures born of this enforced dialogue."²⁵

100 A new strategy for the project was developed in 2006 on the recommendation of the evaluation report, which retained the same project objectives (slightly reworded to maintain relevance), and which also retains (through its several manifestations until 2009²⁶) the fields of action originally defined for the project, albeit slightly reformulated to include the recommended expanded scope.

101 The strategy also picks up the 2005 evaluation's recommendation to expand activities to encompass new geographical areas where slavery was an historical issue – for example, the Indian Ocean, Asia and the Arab-Muslim world to improve understanding of the eastern slave trade – and new themes that widened its scope to the contemporary cultural and social consequences of the slave trade and contemporary forms of slavery, such as human trafficking.

102 Relevance to the global gender priority was an issue when the ISC was reconstructed in 2006, with the number of women involved increased seven out of 20 members by 2010-2011. Efforts are made as far as possible to obtain gender balance in organizing conferences and seminars, particularly when convening experts for interventions and panel discussion, and in selecting consultants for the project. To date there has been only tangential coverage of gender roles or impact of different genders and this weakness in the gender dimension is acknowledged.

3.3.3 Effectiveness

103 The 2005 evaluation noted "the [project] objectives have served the project well for ten years.....Nevertheless it may be useful to consider whether these objectives should not be given another name in the hierarchy of giving direction to activities. They rather have the character of visions or purposes that set the stage for more specific objectives, that is, objectives in the sense of

²⁴ Réunion du Groupe de travail intersectoriel sur les activités de l'UNESCO relatives à l'étude de la traite négrière et de ses implications, 18 mai 2009 [meeting minutes]

²⁵ Self-assessment: the Slave Route project, July 2011

²⁶ The strategy for phase II was finally introduced in the agenda of the Executive Board at the 181 Session in 2009, with a specific Plan of Action for the Slave Route Project for three years.

management tools. There were no other objectives during these ten years, that is, there was no programmatic level where different activities could be related to achievable aims that in turn relate to the overall objectives of the project. More specific objectives could fulfil that role in the future.”²⁷

104 This review faces the same challenge in an assessment of the effectiveness of the project in its Phase II: activities and research have continued to be developed and commissioned none of which have had clear and measurable objectives and expected outcomes assigned to them.

105 Nonetheless, the 2005 evaluation concluded that, despite organizational and structural shortcomings:

“The Slave Route project has made significant progress in respect of its objectives. There is today more research on various aspects of the slave trade than there was ten years ago. The silence has been broken. There are now more books published in the major languages of English, French and Spanish. New scientific journals have appeared. Also historical synthesis studies of the world system cannot neglect the slave trade, as many did some decades ago. Several new museums and monuments commemorating the slave trade have been established, many in African countries but also in Europe, the Caribbean and the USA.....The research associated with the project has been noteworthy in documenting the oral history, traditions and tales of the slave trade and its effects in Africa. This was a fortunate timing, as traditions are disappearing and societies transforming in the process of modernization. Some decades further on the information would have been lost forever. The African contribution to the societies in Latin America and the Caribbean in particular has been highlighted through research. Though Africans were brought as slaves in captivity to these (and other) destinations, they made significant contributions to all aspects of social life, not only culture in all forms, economic activity, military enterprises, but also to the development of scientific knowledge, thought, spirituality, and language.”²⁸

Not all of this could be directly attributed to the Slave Route project, but clearly UNESCO had played its roles of catalyst, laboratory of ideas and facilitator with great effectiveness and stimulated sustainable lines of activity by external partners and other organizations.

106 It is difficult in a review to make a similarly detailed assessment of the effectiveness of the Slave Route project since 2005. Phase II of the project (2005-2010) has been quite severely constrained by the internal circumstances pertaining in HQ (reductions in staff and RP) and limited success in attracting EXB (despite recent grants from the US and Bulgarian governments for work on the TST in ASPnet schools).

107 However, the gains of Phase I identified in the 2005 evaluation, in terms of broadening awareness of the realities and impact of the transatlantic slave trade have been consolidated in particular through the development of educational materials:

- the production and launch in 2010 of the multimedia DVD-ROM entitled *Slave Routes: a Global Vision*, a 57 minutes’ documentary with an accompanying pedagogical kit in English French and Spanish. “The first 3000 copies produced are undergoing a targeted distribution through UNESCO institutional partners and beyond and in particular through TST

²⁷ Evaluation of the Slave Route Project 1994 – 2004, by Kim Forss, Aubrey McCutcheon, Agnes Mwaiselage, Anna Nilsson, Kekke Stadin. 27 September 2005 p 13

²⁸ *Ibid* p3

ASPnet²⁹. The documentary is has been screened at a number of conferences, festivals, exhibition and special events.

- The TST project of the ASPnet entered a new phase 2010, managed by ED and included the distribution to selected ASPnet schools of the multimedia DVD and accompanying teaching materials, with ASPnet teachers and students of Africa, the Caribbean, Europe and North America participating in a student video conference on the transatlantic slave trade organized by the United Nations Department of Public Information (UNDPI). EXB funding from the USA enabled an online consultation with the TST ASPnet schools in November/December 2010³⁰.

108 Also in Phase II some initiatives have been launched that widen the focus to encompass the scientific, cultural and social consequences of the movement of peoples from Africa to other regions:

- The development of the online Atlas of Interaction of the African Diaspora began as a four-year project in 2008, funded by EXB, as a tool to promote recognition of the contribution of Africa in the history of human civilization, with specific focus on mapping cultural interactions, inventorying heritage sites related to the slave trade, religion and spirituality, scientific and technological influences in agriculture, medicine, navigation, metallurgy and architecture, and providing a forum for networking institutions, information and resources. It is still in development and currently exists publicly as informal posts and links on facebook and youtube. It would appear that adequate EXB funding and human resources are lacking to complete this project as planned.³¹
- Research activities have included studies on “African contribution to science, technology and development” (by a former member of the ISC); the African influence in popular music worldwide (carried out as part of the Atlas of Interactions); the psychological consequences of slavery, arising from research at an international workshop on “Defining new approaches to teaching about the slave trade and slavery, held in Toronto, Canada, from 5 to 7 November 2010.
- Cultural tourism initiatives around sites and places of memory related to slave trade and slavery have also been developed at national level (e.g. Togo, Ghana, Benin, Cuba, Senegal, Angola, St Kitts and Nevis), and at regional level (e.g. Rio de la Plata). On 1st February 2009, a Slave Route related monument was unveiled close to Le Morne Cultural Landscape in Mauritius as part of the initiative to have slave monuments erected in different countries of the Indian Ocean such as Mozambique, Madagascar, La Réunion Island and India where the slave trade took place. Support (by staff in HQ and the FO) was also given to the establishment of the Slave Route Museum in Matanzas, Cuba.

109 There has also been modest expansion into the new geographical areas recommended by the 2005 evaluation: such as

²⁹ Self-assessment: the Slave Route project, July 2011

³⁰ Teaching the transatlantic slave trade: achievements, challenges and perspectives: final report of the interregional online consultation of the UNESCO Associated Schools (ASPnet) 30 November to 16 December 2010. UNESCO ASPnet.

³¹ No documentation of any kind about this EXB (other than documents referring to the project as active) was provided to the review by CLT or could be found via the UNESCO website, so a proper assessment of its effectiveness (or outcomes) and progress was impossible.

- an international seminar on "Cultural interactions generated by the slave trade and slavery in the Arab-Muslim World" organized by UNESCO Rabat in 2007, and
- support to a programme to identify and catalogue the oral heritage in the Indian Ocean region (Reunion, the Comoros Islands, Mauritius and Rodrigues, the Seychelles Islands and Madagascar).

110 Through these and other activities supported by CLT and some key FOs (notably, Accra, Dakar, Montevideo and Havana) the project appears to have had some success in strengthening and widening engagement and collaboration with external partner institutions to continue some aspects of the work of the project which could no longer be supported and implemented within UNESCO itself. The project's ISC has been an important mechanism for this as its members are generally part of prestigious institutions and universities with which the project is thus able to establish collaboration in research studies and the organization of scientific and cultural events. Key partners during 34 C/5 and 35 C/5 include, for example:

- The Harriet Tubman Institute for Research on the Global Migrations of African Peoples of the York University (Toronto, Canada);
- Wilberforce institute, University of Hull, UK: scientific research;
- UNESCO Chair of Cultural Tourism UNTREF/AAMNBA, Buenos Aires, Argentina;
- The Centre for Research on the Societies of the Indian Ocean (CRESOI) La Reunion.

111 The International Year for People of African Descent in 2011 has provided the framework for UNESCO activities in the field in the Americas. Within the Slave Route project itself the ISC met in Bogota, Colombia. The World Summit for People of African Descent (Honduras, 18-21 August 2011), First Ibero-American meeting of Latin-African Communities and Cultures (Cali, Colombia, 23-24 August 2011), provided opportunities in the field to further promote the Slave Route project's objectives. CLT History and Memory for Dialogue Section (HMD) regard these as "very positive indicators for the real potential and relevance of the project in the region"³².

112 The strategy for the Slave Route project was finally approved by the Executive Board in 2009. Despite the realities of declining budgets and diminishing staff resources the strategy has retained all the original fields of action, each apparently of equal priority, namely:

- developing multidisciplinary scientific research on the various aspects of the slave trade and slavery and their consequences in contemporary societies;
- producing teaching materials and curricula in order to strengthen the teaching of this tragedy at all levels of education;
- promoting the contributions made by Africa and by the African diaspora;
- promoting the living cultures and the artistic and spiritual expressions emerging from interactions generated by the slave trade and slavery;
- collecting and preserving written archives and oral traditions linked to the slave trade and slavery;
- inventorying, preserving and promoting memorial places, sites and buildings relating to the slave trade and slavery.

³² Comments and Suggestions of History and Memory for Dialogue Section (29.09.2011) on the draft Desk Review Report: comments on the Slave Route project

113 In addition, it also introduces new geographical areas into research on slavery, departing from the previous close focus on the transatlantic slave trade, and three new large themes:

- The psychological consequences of slavery
- Struggle against racism and discrimination
- Transfer of knowledge and skills from Africa to the rest of the world

114 On the subject of available resources, the Director-General's report to the Board accompanying the new strategy noted that "the limited resources available to the project will not be sufficient to carry out all the actions and activities defined above."³³ Somewhat unrealistically, given that CLT was able to deploy no more than two staff members to work on the project, the report notes that to achieve the strategy's goals the project Secretariat will be required to:

- mobilize EXB: which has to date been of very limited success;
- strengthen intersectoral cooperation within UNESCO: which is an intractable problem, subject to much wider structural and budgetary constraints than those that could be addressed by one section in CLT;
- coordinate more effectively with field offices; which does not appear to have happened with any consistency and requires significant staff / time to do well;
- strengthen cooperation with other agencies of the United Nations system.

3.4 Plan Arabia

3.4.1 Context

External

115 Plan Arabia was conceived in 1991 with broad objectives, concerned with the traditional arts, cultural heritage, history and literature. In the intervening 20 years many external factors have emerged to challenge previous certainties and influence intercultural dialogue between the Arab regions and the West in particular: globalization characterized by the development of communication; migration; the events of 9/11 and subsequent conflicts, etc. These external environmental changes could be said to make even more urgent the need for effective intercultural dialogue relevant to changing circumstances and using the new opportunities that technology provides. In 2001 the revised and interdisciplinary implementation plan submitted to the Executive Board³⁴ clearly acknowledged these changes in its more specific and contemporary proposed actions: such as "foster the development of an educational television programme for the Arab Open University and for various Arab television companies aimed at informing their audiences of the shared heritage and the specific features and cultural pluralism of the Arab world"; "foster cooperation between libraries in the Arab world and libraries elsewhere, and to make available on the Internet the major works and manuscripts of Arab culture"; and "study the situation of Arab minorities in the world with regard to the use of the Arabic language, the preservation of their cultural identity, and their integration". However, these proposals were no more successful in attracting EXB funding than others had been and none have been taken forward under the Plan Arabia banner.

³³ 181 EX/13 Part II 20 March 2009. Reports by the Director General on the Slave Route Project Part II Report by the Director General on the project document for the Slave Route.

³⁴ 161 EX/20 Proposals for the implementation of an interdisciplinary Arabia Plan programme, 21 March 2001

Internal

116 The Consultative Committee for Plan Arabia is made of the Ambassadors of the Arab Group of MS and some experts from the Arab world on culture, history etc. In reality it seems the Committee has only ever been a political committee and the experts have been included in only one meeting of the Consultative Committee to date.

117 The nature of the Committee has presented the UNESCO Secretariat with significant problems in gaining agreement on which activities to take forward and on raising EXB funding to do so. This decision-making structure is widely seen as a constraint on progress under the Plan Arabia.

118 The Plan has consistently failed to attract EXB for proposed activities, either from partner organizations such as the Arab League Educational Cultural and Scientific Organization (ALECSO) or from countries with Ambassadors on the Consultative Committee (e.g. Oman). Internal staff resources available to commit to Plan Arabia have dwindled as RP has become the main source of funding for activities under this banner.

3.4.2 Relevance

119 The aspirations of Plan Arabia remain highly relevant to UNESCO's mission and CLT's particular goals of promoting intercultural dialogue. The activities that have been undertaken – mostly with UNESCO's own funds – were intended “1) to remind that interconnections and mutual understanding between the Arab and Islamic world and other cultures have historical roots, 2) to raise public awareness 3) to explore concrete ways of co-operation and promotion of intercultural dialogue between institutions and experts that participated in the activities”³⁵. However, while the few activities implemented were ‘high-profile’, in the sense that most of them took place in UNESCO HQ Paris (highly favoured by the Consultative Committee members), their relevance and impact extended only to a narrow group of dignitaries, artists and intellectuals actually participating in the events.

120 Some choices of themes for activities have been questionable: for example, the conference entitled “Music as an Instrument of Dialogue between Cultures: the Arab Contribution” (UNESCO-Paris, 2 June 2010), aimed at highlighting the links and mutual influences between the Arab music and other music styles, in particular European music. This is a topic richly served in ‘popular’ as well as academic culture by many organizations, publications, networks and movements powered by information and communications technologies (ICT) and the internet (e.g. World Music Network, the international World Music Day movement or WOMAD) that have over 30 years succeeded on a global scale in making links between different regional musical traditions, highlighting and promoting the influences of non-Western music and establishing different genres as subjects of both popular and academic regard. The programme for the UNESCO conference appears to have entirely overlooked these developments and, indeed, could be considered a rather pointless exercise in this context.

121 In terms of UNESCO's Priority Africa the Plan Arabia activities have been only marginally relevant. Although the Secretariat tried as far as possible to include female participants in the activities linked to a region in which society is traditionally dominated by men, there was little of relevance to the Gender priority.

³⁵ Self-assessment Plan Arabia, July 2011

3.4.3 Effectiveness

122 Main activities have included the preparation of a DVD on 'The Arab World: heritage and civilization', two international symposiums in 2004 and 2005 at UNESCO HQ, and more recently two international conferences also in UNESCO HQ on 'Intercultural encounters on the shores of the Mediterranean' (2008) and 'Music as an instrument of dialogue between cultures and the Arab contribution' (2010).

123 It seems that UNESCO has never had a clear strategic plan for Plan Arabia, which could be pursued consistently from the start, although consistency would have been a challenge because the constraints imposed by the Consultative Committee. However, the documentation reveals that the Plan went through several revisions, and activities were very subject to different ideas as different staff within CLT became responsible for it. The recent trend to hold Plan Arabia 'high-profile' conferences had the explicit objective of building links between institutions and individuals, and provided opportunities to expand the pool of 'experts' that was tapped for the five AoC projects (see 3.5). Under 36 C/5 CLT proposes to convene a proper ISC for the Plan Arabia and re-focus activity to youth and intercultural dialogue in a plan of action.

3.5 AoC projects funded by the AECID

3.5.1 Context

External

124 The Alliance of Civilizations was launched in 2005 by the former Secretary-General of the United Nations Kofi Annan, with the co-sponsorship of the Prime Ministers of Spain and Turkey, Mr. José Luis Rodríguez Zapatero and M. Recep Tayyip Erdogan, with the aim of improving understanding and cooperative relations among nations and peoples across cultures and religions and, in the process, to help counter the forces that fuel polarization and extremism. As an action driven initiative, it aims at implementing and/or supporting innovative projects in its four main fields of action – education, youth, migration and media.

125 The 2006 report of the High Level Group was the first substantive policy and strategic document to emerge from the AoC and was obviously influential on (and influenced by) the plans and activities of key partner organizations such as UNESCO. In particular, the AoC High Level Group placed emphasis on relations between Western and Muslim societies and countering the prevalent 'clash of civilizations' theory and rhetoric, which aligned with UNESCO's Medium-term Strategy goals for intercultural dialogue, as did the AoC emphasis on examining "within a multi-polar and comprehensive approach - the state of relations between diverse contemporary societies, their worldviews and the reciprocal perceptions that shape these relations.....Selective accounts of ancient history are used by radical movements to paint an ominous portrait of historically distinct and mutually exclusive faith communities destined for confrontation. Such distorted historical narratives must be countered."³⁶

126 The High Level Group report provides the broad policy context for the development of both the MOU between UNESCO and AoC and the selection of the five projects. The AoC had and still has limited resources or capacity to manage and implement projects itself.

³⁶ Report of the AoC High-level Group Meeting 13 November 2006

Internal

127 The UNESCO context for the development of the five projects was the ISP Contributing to the dialogue among civilizations and a culture of peace, set up in 2008 and chaired by BSP. 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 dialogue³⁷.

128 Within the noted constraints on intersectoral working within UNESCO (see paragraph 56) the ISP functioned reasonably well, and was able to attract EXB for an active programme in CLT including funding from the AECID within the framework of the AoC MOU for the five projects led by CLT (3), SHS (1) and CI (1) respectively.

129 These projects were developed as funding proposals within UNESCO: apart from providing the timely opportunity of the MOU, it appears there was little or no consultation with or input from AoC on the nature and content of the five projects, and AoC added no value to their implementation.

3.5.2 Relevance

130 As might be expected, in terms of objectives all five projects were broadly relevant to aspects of the aims and objectives of the AoC (the four areas of focus being education, youth, migration and media) and to the terms of the 2008 and subsequent 2010 MOU. In their objectives all five projects were also all broadly relevant to the expected outcomes of SPO 10 and to the more specific expected results of the 34 C/5 MLA 5 (e.g. The fight against cultural, ethnic and religious prejudices reinforced) and 35 C/5 (e.g. Conditions, capacities and modalities of intercultural dialogue and interreligious dialogue strengthened at local, national and regional level).

131 A wider question is whether the subjects and content of the projects are really relevant to the contemporary social and cultural concerns of key audiences in the Arab world and the West. The topics chosen for projects 1 and 2 (the 'Scientific, philosophical, literary and artistic anthology of Muslim/Arab civilization and its contribution to the revival of Western philosophy and culture'; and the 'Arab/Muslim civilization as a mirror of the universal: a philosophical look at Muslim/Arab civilization') are conservative and highly academic choices. They only tangentially address the historical distortions and misconceptions that the AoC identify in the High-level Group Meeting Report 2006 (see paragraph 116), and the project outputs are pitched at intellectual and relatively elite audiences.

132 Project 3 aspired to address subjects of a more contemporary nature (migration, water resources) through the lens of museology but encountered difficulties which resulted in a broadening and consequent dilution of the key message (that of the changing nature of cultural identities and the power of cultural artefacts to record and reveal intercultural dynamics).

133 Projects 4 and 5, however, engaged fully with contemporary issues relevant to intercultural dialogue: the Young Artists project through its selection criteria and eventual selection of challenging and highly contemporary artists (none of which, however, are actually showcased or described in any permanent or sustained way); and the PPN project in its themes of conflict reporting and the use of web-based communications potentially to engage with new, younger audiences.

134 Other issues of relevance also arise in assessing these projects: for example

³⁷ 181 EX4 Part 1 March 2009

- Were the projects put forward for funding based on expressed or identified needs or demand from particular communities or groups?
- Did UNESCO research and take into account any other international initiatives, the work of other organizations, or the range of pre-existing published work relevant to the subjects and content of the projects to ensure complementarity and, perhaps, exploit collaboration and links (e.g. work by the Council of Europe or the European Commission activity programmes)?
- Were UNESCO field offices consulted or involved in the planning and implementation of any of the projects so that national and regional relevance might be tested in target countries?

135 Overall there is little evidence to suggest that any of these elements went into either project planning or implementation. Under the ISP CLT, SHS and CI were under-resourced and under considerable time-pressures to complete the projects and deliver the outputs in projects 1, 2 and 3, precluding any preliminary research or feasibility work by UNESCO. There is evidence in the project proposals and final reports to suggest that budgets were under-estimated and unrealistic deadlines proposed, particularly given the scale and complexity of projects 1 and 2. The projects were all HQ devised, managed and implemented with little or no involvement by field offices.

136 The AoC Intercultural Vademecum projects have been only tangentially relevant to Priority Africa and the expected outcomes for the two biennia: some aspects of the projects have involved experts from North African countries (e.g. Morocco); some of the content in the two publication projects is relevant to Muslim African history and thought; the Reporting for Peace (PPN) materials were piloted in African contexts. The Gender priority has been poorly served by the projects.

3.5.3 Effectiveness

Project 1 A scientific, philosophical, literary and artistic anthology of Muslim/Arab civilization and its contribution to the revival of Western philosophy and culture

137 In Phase I of this project the content of the Anthology was written and compiled by 20 international experts from, among others, the University of Rabat, Columbia University, University of Lille and the Sorbonne, and overseen by an Orientation Committee composed of scholars in science, philosophy, literature, and arts. Identifying the best experts and securing their collaboration took longer than expected, and many of them failed to meet the agreed deadlines for production of the content. CLT requested the extension of the project until March 31, 2011. A Phase II proposal has been submitted to AECID for further funds (€300,000) to undertake editing, translation, publication and dissemination in electronic format in English, French, Arabic and Spanish and the development of an educational video game to make the content more 'youth-friendly'. The intended target audience for the project is "teachers and young people, as well as the media and the general public"³⁸ – in other words, more or less everyone in any country.

138 In addition to the work on compiling the Anthology, funds from this project were also used for the organization of a conference entitled "Music as an Instrument of Dialogue between Cultures: the Arab Contribution" (UNESCO-Paris, 2 June 2010) (see paragraph 120). Although formally under the framework of "Plan Arabia" this event was funded in order to offset the early use of RP funds to get the Anthology project started when AECID funding arrived late.

³⁸ Self assessment questionnaire: UN Alliance of Civilizations (and related projects / activities) July 2011.

139 Project funding was also used to carry out a research study on the notion of civilization in different regions of the world: Africa, Arab region, Asia, Europe, and Latin America. This work was presented in a seminar during the World Philosophy Day celebrations in the framework of the 2010 International Year for the Rapprochement of Cultures (UNESCO-Paris, 18 November 2010).

140 Since the Anthology content has evidently been pitched at a relatively high intellectual level³⁹ considerable editorial work will be required to make it suitable for younger or more general audiences.

Project 2 Arab/Muslim civilization as a mirror of the universal: a philosophical look at Muslim/Arab civilization: accounts of routes, encounters, bridges and dialogues

141 The content of the published philosophy fiches is also pitched at a high academic and intellectual level. Apparently the project, focusing as it does on “producing academic texts which are focused on the time of dialogue between the various civilizations rather than concentrating on a descriptive approach of a given set of themes”⁴⁰, was strongly supported by the UNESCO delegations of Arab MS, and its academic nature is regarded as its strength, being considered to be covering topics that cannot be easily ‘mainstreamed’.

142 The project was managed by only one member of staff in SHS, collaborating with ED, and it encountered administrative problems around using external expert translators at a high cost in order to meet deadlines, for example, and difficulties negotiating with ERI, about complex royalty agreements.

143 The publication comprises 34 separate teaching units or ‘fiches’ (wire bound) collected into an attractive loose-leaf binder. As a whole publication, though innovative and accessible for individual teachers, it is not robustly produced and runs the risk of disintegration under constant or heavy use.

144 It is also undeniable that the English translation (presumably from the French) is eccentric and the text shows the lack of careful editing by a native speaker: this is a likely consequence of significant under-resourcing for the project and pressure to complete and publish the material on time.

145 The investment in the development and writing of content has been made but the dissemination of that content in its published form, to ensure its effective use, is decidedly uncertain. It is understood that only 1000 copies of each language edition of the bound fiches have been produced and that these will, in the first instance, be distributed to MS delegations and governments and other prestigious institutions (NatComs, presumably, members of the Orientation Committee, the expert writers and their institutions). “A great number of requests have been received, in particular by the permanent delegations in UNESCO....and Algeriamade a request for many specimens in order to distribute them in the arts centres of the country”⁴¹. It is also intended to make the whole work available online (presumably in pdf format) through the UNESCO website (though this was not available at the time of this review). No evidence was found of any definitive dissemination plan (compiling, for instance, a list of academic institutions within Arab and Western countries where Philosophy is taught and distributing appropriate language copies direct to named academics; promoting the work to and through international and national philosophy associations, etc). It is not clear whether the publication itself will be available for sale through UNESCO publication channels.

³⁹ It should be noted that this finding has been based only on a review of a sample from one contributor's draft material for the Anthology in manuscript form.

⁴⁰ Ouvrage “La civilisation arabo-musulmane au miroir de l'universel” – self-assessment July 2011

⁴¹ Final Narrative Report « La civilisation arabo-musulmane au miroir de l'universel » undated

Project 3 Illuminating interrelations and engaging dialogues: museums as a civic space for developing intercultural skills

146 In this project the Section of Museums and Cultural Objects, CLT, worked intensively with SHS and Natural Sciences (SC) sectors to develop the project concept and work plan. In executing the original plan, which had strong components focusing on cultural heritage, water and migration a number of difficulties and delays were encountered.

147 The project component that was intended to develop activities stimulating dialogue across diverse audiences using heritage and cultural artefacts went ahead as planned but only in two museums (Syria and Egypt) with exhibitions curated collaboratively with UNESCO and launched in 2011.

148 CLT decided to implement activities centred on intercultural dialogue resulting from various traditions of water management in Europe and the Mediterranean. Research covered five participating museums in Spain, Portugal, United Kingdom, Morocco and Greece and resulted in a set of materials (images of artefacts and captions etc.) to be featured in the project's website – the 'virtual museum' (see paragraph 151).

149 The migration theme was dropped quite late in the project schedule when the project partner selected for the migration issue (Cit  Nationale d'Histoire d'Immigration, based in Paris) could not commit for the full implementation.

150 An on-line virtual museum entitled "Museums for Intercultural Dialogue" was created (not public at the time of this review) to showcase the products of the two museum exhibitions, as well as specific content provided by SC from the five museums dedicated to water issues. It is intended as a "platform of cooperation and information dissemination, acting as a reference tool for promoting loans of collections and objects between museums on the one hand, and an exchange forum of museum professionals, education staff on the other"⁴².

151 There are no plans to follow-up with the two museum partners on the audience engagement and feedback on the exhibitions and materials, though presumably web statistics can and will be gathered to monitor use of the online material.

Project 4 Young Artists for Intercultural Dialogue between the Arab and Western Worlds

152 In the Young Artists project UNESCO CLT worked with NatComs, permanent delegations and arts related NGOs, associations and institutions in the field to promote the award and stimulate applications. This was the least complicated of all the AoC projects to implement. Some difficulties were encountered in identifying partners and ensuring that there were sufficient applications from which to select winners, and the deadline for completion was extended to accommodate this. There is little evidence of active involvement of the FOs in this process: if it happened it was not documented.

153 The award ceremony took place in April 2011 but no element of follow-up with the artists on the impact of winning the award were included in the project plan, so nothing is known about the effects on them and their work of winning attaining the UNESCO honour.

⁴² Nao Hayashi Denis, Final Report: Illuminating Interrelations and Engaging Dialogue: Museums as Civic Spaces for Developing Intercultural Skills, 28 June 2011

Project 5 Power of Peace Network (PPN): Reporting for Peace (\$270,000)

154 The Reporting for Peace element of this project, which had very specific objectives, appears to have been implemented effectively and within the deadline by the key project partner, the Centre for Conflict Sensitive Reporting at Rhodes University, which developed a new curriculum for conflict sensitive reporting training and piloted materials with journalists from three conflict affected countries.

155 The other aspect of the PPN project was more loosely defined and “relates to ongoing management and development of the Igloo based PPN website”⁴³. The original proposal defined a number of tasks to be performed over an 18-month period, including technical development such as establishing and vetting a blog facility, managing a library of solicited articles and documents germane to the PPN mission and mandate. Most of these technical features appear to be in place.

156 According to the project proposal “from conception, PPN is designed not to duplicate what is already being done by many organizations, nor to compete with them. Rather PPN is setting out to be a collaborative platform or community through partnerships to undertake the many piece (sic) parts of PPN.” This aspect has obviously been more of a challenge, due no doubt to lack of staff resources in CI as well as the contracted site manager. It is not evident from the website itself that tasks defined in the proposal, such as ensuring ‘an ongoing updating of all site materials’, ‘facilitating a university segment on the site for coordinated university participation in PPN’, have happened. The content on the website is currently very sparse, and very out-of-date. The site has, as yet, evidently not been widely or actively promoted so take-up of, for instance, the blog and twitter facilities is very low⁴⁴.

157 Two questions arise about the PPN element of this project, which the reviewer was not able to address with CI staff in the time available for the review:

- Was there any business plan developed within CI as to how the PPN site is to be maintained and developed once project funding ended? It seems doubtful that this was done, in the context of the ISP.
- Do dissemination and promotion plans exist that will allow UNESCO to position the PPN and build a user base from within the very crowded social networking space on the Internet? What are the PPN's unique features that will make it appealing and attract traffic?

⁴³ Project proposal to Spain (AoC): Power of Peace Network Web Development and Reporting for Peace, May 2008

⁴⁴ 788 registered followers of UNESCO Peace Twitter; as a benchmark, a single BBC news and current affairs radio programme in the United Kingdom has close to 100,000 followers within one year of tweeting

4 Conclusions

4.1 General conclusions

4.1.1 Lack of resources and CLT responses

158 In their responses and comments on the draft findings of this review CLT staff have stressed the deleterious effect of the steadily diminishing human and financial resources in the sector that have been dedicated to the long-running initiatives and that are available for planning, implementing and coordinating new activities. It is to this “serious lack of human and financial resources”, combined with “the volume and complexity of tasks”⁴⁵ involved in the General and Regional Histories and the Slave Route project in particular (managed by what is now HMD) that staff mainly attribute any shortfalls in project effectiveness or inability of projects to achieve the expected objectives.

159 While resource constraints have certainly been real, they have also been a reality in UNESCO for almost a decade (and particularly in CLT). The external evaluation of SPOs 9 and 10⁴⁶ concluded that CLT in general needed to prioritise its activities more carefully in view of this irreversible decline in available resources and not to just go on trying to sustain the same levels of activity across the same broad front – in other words, to cut its coat according to its cloth. It noted that “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” and “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.”

4.1.2 Strategic guidance

160 Consideration of the adequacy of the strategic guidance provided by the sector for the four initiatives in scope in this review has produced similar findings – an almost complete absence of strategic guidance in all respects, whether to guide content and decisions on target audiences, or to provide the basis upon which critical prioritisation decisions could be made. Staff have been ‘guided’ only by the 34 C/4 and the Major Programmes, and by separate directives and endorsements from the Executive Board and Director General, but none of the latter could be said to be particularly strategic.

4.1.3 Relying on web-based dissemination

161 Most of the activities in the scope of this review have produced or plan to develop a website or to make content available through a website (invariably pages on UNESCO’s website). Getting the content digitized and made available online has been seen as the answer to the intractable distribution and dissemination problems that have dogged all the Histories and are currently facing two of the AoC projects. Online distribution and dissemination provides only a partial solution,

⁴⁵ Comments and Suggestions of History and Memory for Dialogue Section (29.09.2011) on the draft Desk Review Report: conclusions

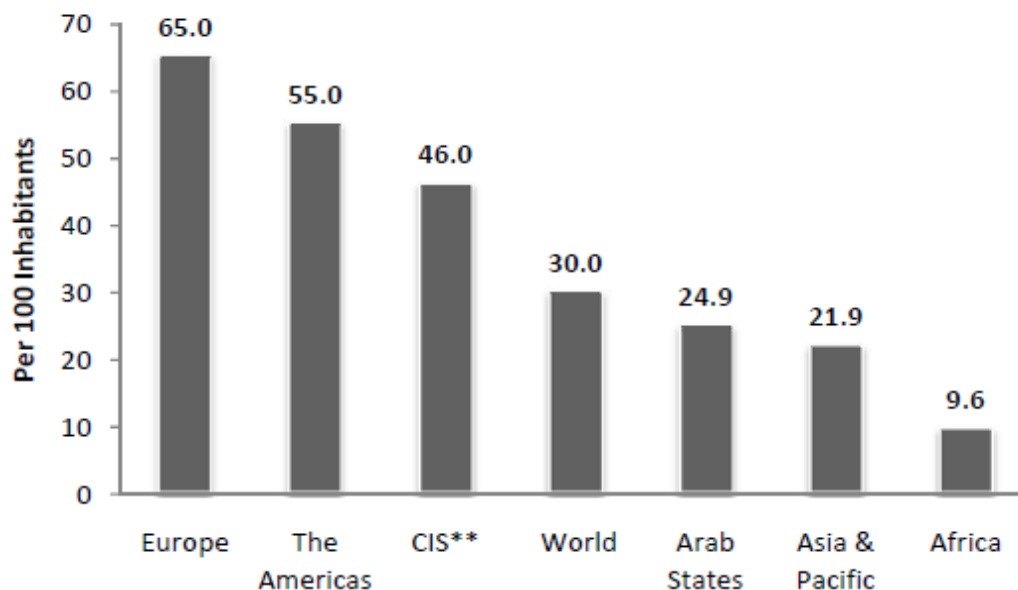
⁴⁶ External evaluation of UNESCO’s Strategic Programme Objectives (SPOs) 9 and 10: Final report 11th March 2011. Section 4.11 p 54

however, if the digitization format remains simply to upload pdf files of chapters (as is currently the case with the Histories) with no textual indexing or search facilities.

162 In today's online environment (for those populations and communities that have access to technology and infrastructure) the user is crowded with opportunity, and because of this abundance, users tend to be less willing to work hard to find, make links and connections between resources if web pages and websites do not meet their high standards of searchability and interactivity; they expect prompt delivery of content presented in ways exactly suited to their needs, and they expect to be able to interact with changing content in a number of ways (for example, commenting and adding to it, tagging, rating etc.) In this context starting a website with project funding, based on content written for a print environment, without any serious business plan or target user needs analysis, and no guaranteed source of funding to develop, maintain and sustain the site, is unlikely to have effective outcomes or represent a good investment for limited funds.

163 While the significance and importance of web-based communications and online access to content and information cannot be denied, it also needs to be recognized that online dissemination of content is not a universal panacea: as long as access to volumes of online content is largely dependent upon broadband infrastructure and access to hardware, there are real issues of the 'digital divide' to address. Figure 2 vividly illustrates this fact.

Figure 2: Internet user per 100 inhabitants, 2010⁴⁷



Source: ITU World Telecommunication /ICT Indicators database.

Note: Regions are based on the ITU Telecommunication Development Bureau (BDT) Regions.

* Estimate.

** Commonwealth of Independent States.

⁴⁷ World Bank Independent Evaluation Group (IEG). An evaluation of World Bank Group activities in information and communication technologies: Capturing Technology for Development. World Bank, 2011 ISBN 978-1-60244-193-4 p.10

164 Unpalatable as it may seem to some, if CLT plans to target non-formal education audiences in Africa or the Arab States with lifelong learning materials derived from the outputs of these priority initiatives, they might be best advised to disseminate the materials in simple printed forms (booklets, leaflets, posters etc) and CD/DVD material that can be broadcast through radio and TV: they are likely to reach wider sections of the population than by uploading content online at the UNESCO website.

4.2 General and Regional Histories

4.2.1 Lack of data and evidence

165 While anecdotal evidence is often presented about the impact and influence of the Histories globally and in different regions, the fact remains that not many concrete data exist about who has read them, who has purchased copies of the volumes (not only how many copies have been sold in a particular country or region), and how the content has affected historical enquiry, approaches and debate, or education. Lack of this kind of data is a particular disadvantage if and when potential EXB funders are approached to support new activities. It also means that CLT has no significant evidence basis for planning future history, memory and dialogue publications or projects.

4.2.2 Pedagogical work

166 Pedagogical work is obviously the most important way forward for disseminating the valuable content developed in the long Histories project. In terms of formal education curriculum content, the work on the PUGHA is well advanced, using a substantial tranche of EXB funding from Libya. There is, however, much work at national and regional levels still to do, that will require ongoing funding, and rely upon effective and persuasive links with Ministries of Education and curriculum development agencies within key countries.

167 This review acknowledges the effectiveness of the ISC and drafting committee mechanism in involving relevant stakeholders in the implementation of the PUGHA, and in the validation of the content in the context of regional and national differences and complexities.

168 However, once that content has been developed there remains that significant task to be done to disseminate it among the relevant government and other agencies and advocate for its inclusion in national curricula and teaching materials. This is where UNESCO field offices and NatComs need to play a leading role, supported by HQ. The current Intersectoral Working Group has failed to deliver the appropriate level of commitment and engagement from ED or the IBE in the PUGHA. If the active involvement of ED sector staff in key country offices is not achieved to promote on-the-ground dialogue with curriculum agencies and Ministries, this stage of the work will not be effective. CLT Secretariat staff and CLT field staff will not be able to facilitate or engage in this kind of dialogue on history curriculum issues, curriculum reform and using curriculum-related materials in schools.

169 Some members of the ISC also aspire to move the curriculum content into published school textbooks, an area of endeavour in which UNESCO CLT or ERI has no previous experience, and which is dominated by international, regional and national publishers, and is a source of continued challenges for MS governments and international donors alike. It would be unwise for UNESCO to move into this fraught territory in Africa unless it was in the context of partnership with experienced and reputable commercial publishers.

170 In terms of utilizing the content of the Histories in non-formal educational contexts, the FOs in several countries will have much to offer; particularly in determining what shape that utilization might take (through dialogue with representative provider organizations about their needs and those of their target communities), exploring local media and other partners that could re-purpose the existing content of the Histories for different adult and young adult audiences, and exploring local funding solutions. CLT staff have produced a wide-ranging draft communications strategy for the PUGHA, which could provide a model for guidance on identifying potential target audiences and communicating with intermediary organizations to get key messages across about the educational value of the Histories. This draft strategy, however, makes no mention of the role that FOs might play in its implementation, though their active involvement will be essential if most of the proposed activities are to go ahead.

4.2.3 Online access and availability

171 Notwithstanding the limited access to the internet in some parts of the world (see Figure 2: Internet user per 100 inhabitants, 2010), online access to the content of the Histories holds the key to their further dissemination and promotion of their value, opening up the real possibility of increasing up-take of the ideas embedded in the volumes by academics and students in different regions and repurposing the content for new and different audiences. UNESCO CLT, ERI and CI staff are fully aware of the need to become much more creative in the ways that Histories content is made available online and the need to work closely together to exploit intersectoral specialisms.

4.3 The Slave Route

4.3.1 Effective use of resources

172 Considering the staff and RP resources available, and the difficulty it has had in attracting EXB, the Slave Route project in its new strategy (adopted in 2009) has set a very broad agenda - six major areas of work, and new research themes that might constitute major research programmes themselves in other circumstances. It is hard to see how CLT and its intersectoral partners could have been or could be really effective in any of these areas given the resources at hand. During the last two biennia the project has been able to do little more than 'nibble at the edges' of the new geographical themes. Expanding the focus even further as has been mooted (and is indicated on the project web pages) to encompass, for example, human trafficking, seems very ill-advised, and seems to move away from the key overarching theme of 'history, memory and dialogue'.

173 A subcommittee of the ISC was mandated at the last meeting (2011) "to define a set of objectives for an action plan for the next two years (2012-2013), upon which things can then be judged", presumably within the framework of this strategy. They would be wise to take this opportunity to focus resources on more limited and realistic goals for the biennium. However, it appears from the documentation to have been the ISC itself, reflecting the individual members' particular concerns and interests, that has suggested the broad strategic agenda and expansion into new areas of work and new themes in the first place: are they therefore the most appropriate body to produce a prioritized action plan tailored to meet a realistic expectation of resources available?

4.3.2 The Slave Route name and brand

174 This is an issue that has been debated recently in the ISC (Bogota meeting 2011) because it was suggested that the name 'slave route' did not capture the full range of expanded issues and activities now covered by the project. The meeting recommendation was that "instead of changing the

name of the project which requires a validation process through the UNESCO Executive Board, the Committee could rather consider to introduce a subheading”⁴⁸: the subheading ‘resistance, liberty and heritage’ was endorsed. From the perspective of this review, the issue of the Slave Route name and ‘brand’ goes deeper, however, than this.

175 It is no criticism to say that the name remains very closely associated with the transatlantic slave trade, the main ‘route’ for slavery for centuries. The project over 15 years has done its job of ‘breaking the silence over the tragedy of the slave trade and slavery’ and ‘highlighting the effects of the slave trade and slavery on contemporary societies’ very well indeed, and the materials generated under the project banner will doubtless continue to influence and educate audiences on these key themes relating primarily to the transatlantic trade. The achievements of the project have had the most impact in Europe, Africa and the Americas.

176 It is certainly questionable whether the same name (evoking the concept of a ‘route’) and brand so strongly associated with the triangular trade can be used effectively to develop different geographical focuses for addressing the history of slavery and its contemporary consequences. Might it not be more effective to develop new, follow-up projects, clearly acknowledging and building on the work of the Slave Route project but with regional rather than global perspectives derived from different geographical and cultural dimensions?

177 It is in Latin America and the Caribbean, where there is undoubtedly a growing interest among countries in the African roots of sections of the population and the contribution of people of African descent in the independence process of their countries, as well as the demand of afro-descendent population for more social justice and freedom from discrimination, that the name itself may be problematic. While the activities and material produced under the Slave Route project (exhibitions, the DVD documentary, symposia and academic material) have and continue to have impact and influence, it is arguable that the rather negative connotations of the Slave Route sit uneasily with the more positive and celebratory work based on cultural routes and heritage ‘sites of memory’ much in favour with MS, which have broadened the focus on slave heritage into discussion of cultural diversity, cultural identity and expression within national and regional contexts. The relevance of the historical content of the Slave Route project is not in doubt, but to some in the region the Slave Route concept now feels ‘old-fashioned’.

178 The wider implications of this discussion about naming and branding are that there may be a need for a more multi-polar approach to the contemporary issues of the legacy of slavery (as in the 2011 Year for People of African Descent), of resulting cultural diversity, dimensions of intercultural dialogue, and addressing racial discrimination. A global programme and a global brand may no longer be so appropriate to UNESCO’s action related to these issues. CLT argues that it is precisely “the particular nature of the issue at hand, which need to be addressed ‘globally’ to avoid any subjective and biased analysis from a national or regional perspective”⁴⁹. This review takes issue with that argument: while the Slave Route global project was able to establish with great authority and veracity (guided by its pan-regional ISC) the historical facts, revealing truths and exploding myths, about slavery, there are differing and perfectly legitimate regional perspectives and emphases (as

⁴⁸ Meeting of the International Scientific Committee of The UNESCO Slave Route Project, Bogota and Cartagena de las Indias, 28 February – 3 March 2011. Draft final report. CLT/CPD/DIA/2011/PI/200. P 23-24

⁴⁹ Comments and Suggestions of History and Memory for Dialogue Section (29.09.2011) on the draft Desk Review Report: conclusions

well as national ones) related to the historical and contemporary cultural and social consequences that cannot be avoided, and should be open to debate.

4.3.3 The Atlas of Interactions

179 In the light of this diversity of regional and national heritage from slavery and its consequences, the Atlas of Interactions appears to be a creative and interesting concept. Apparently it has become a victim of lack of funding and staff resources and its completion by 2012 is in some doubt, dependent upon leveraging EXB. If those gaps could be filled it should be fully developed as far as UNESCO CLT can take it, launched as an interactive resource and promoted to external partners (with the active collaboration of FOs) so that it can continue to be further populated with links to sites and content of interest. However, this implies a continued, though relatively minor role for UNESCO in 'owning' and editing the site to prevent the inevitable abuse of online resources that arises when they are launched and left alone. UNESCO CLT has so far not been good at this investment in and maintenance of websites and web-based resources (see 4.1.3).

4.3.4 TST

180 The TST project work done with Slave Route project materials in ASPnet schools has been very effective, if limited in its reach. Another film-based resource is in development with EXB funding which will be made available to schools in 2012-2013. The ASPnet schools (those that have used the materials and those that have not as a control group) provide a very good research sample for a piece of serious educational research into educational outcomes: to determine, for example, whether and how the views of students (in different grades), their knowledge and attitudes to the transatlantic slave trade changed because of exposure to the project materials and their teachers' focus on the issues, and whether the changes stuck or not (i.e. are they still there one year or more after exposure to the teaching materials etc.). This is exactly the kind of outcomes research that UNESCO CLT needs to do in relation to much of its content related to memory and identity in order to gather evidence on what works and what doesn't that can then be fed into lesson learning for the future.

4.4 Plan Arabia

181 The Plan Arabia is acknowledged to be a very political project, more so than most intrinsically political intercultural dialogue initiatives. While it is important on paper to the Arab Group in UNESCO 'to occupy the space', anything other than the most anodyne of proposals appears to have succumbed to politics, and (presumably) associated lack of interest among potential external funders, and has not been pursued. Its consequent total reliance on RP funding has robbed the Plan Arabia of any real significance, meaning and coherence as a 'brand'. Most of the activities could have been undertaken under other project headings or as part of other lines of action. Intercultural dialogue between the Arab and Western world and between Islamic and other communities remains a priority for CLT and all other sectors in UNESCO, whether the brand exists or not.

182 The changes proposed (development of an ISC etc) for the next biennium will require considerable investment of RP funding to get off the ground and the track record of this line of activity under the Plan Arabia banner provides no indication that this would be value for money in subsequent biennia.

4.5 AoC international vademecum projects

183 The two AoC 'vademecum' projects (projects 1 and 2) are a particular example of the quite widespread practice in CLT of developing complex content and publications without a clear idea of

specific target audiences, the extent and location of those audiences and evidence of their needs based on research. They are based on the assumption that any and all content can be used and re-used for widely differing and very general audiences, especially if dissemination is done online and not through print media⁵⁰. These methodologies and assumptions are flawed and rarely, if ever, translate into usable and used websites and resources.

184 The answer to the more effective dissemination of the material already produced under these two projects could lie in the Open Educational Resources (OER) initiatives that are now gathering pace internationally. UNESCO CI is “developing a new, innovative OER Platform which will offer selected UNESCO publications as OERs and allow communities of practice including teachers, learners, and education professionals to freely copy, adapt, and share their resources”⁵¹. The team responsible for the General and Regional Histories are already working with CI to explore the possibilities of using an OER platform for these collections.

185 OER content has to be properly prepared for inclusion in online collections: for example, proper indexing (metadata) has to be done, attribution of sources must be assured, and Creative Commons (or similar) licences to make content freely available must be negotiated.

⁵⁰ The external evaluation of SPOs 9 and 10 (March 2011) addresses this issue in various places, and particularly on p 48 in the context of dissemination planning.

⁵¹ UNESCO CI website

5 Recommendations

5.1 The General and Regional Histories

5.1.1 Gathering evidence of impact

186 Apparently no further translation or revision of existing volumes of the Histories is to be undertaken by UNESCO, not even on those volumes it published without the collaboration of commercial publishers. Nonetheless, the content will be used and re-purposed by UNESCO in many different ways, not least for educational purposes and online. Real data (as opposed to anecdotal assertions) on uptake and use of the Histories collections and individual volumes could provide CLT with powerful evidence of its influence and impact on key audiences (mainly academic). In many academic and research fields bibliometric methods are used to explore the impact of particular approaches, the impact of a set of researchers, or the impact of a particular paper. The review has been told that apparently some bibliometric work was done by ERI, though the results of that have not been made available.

187 **(Recommendation 1)** The review **recommends** that UNESCO CLT commissions a series of bibliometrics studies (focusing on selected volumes in the collections) using citation analysis to determine, for instance, the spread, influence and popularity of specific chapters or volumes of the Histories. Using citation analysis to gauge the importance of academic and research work is common and can be done well by information scientists using manual or automated techniques. .

5.1.2 Addressing internal intersectoral constraints

188 The need for active involvement of ED in the development of the PUGHA project is critical to its success. So far the sector's appropriate commitment to the project has not been achieved.

189 **(Recommendation 2)** To ensure intersectoral engagement in this work, the review **recommends** the full-time secondment of an ED member of staff with experience in curriculum and learning content development into the CLT-based PUGHA team to strengthen it in its dealings with the educational authorities in MS and to ensure more effective dialogue with ED sector staff in the field.

190 **(Recommendation 3)** The review also **recommends** that PUGHA, reinforced through this secondment, should submit a joint CLT/ED proposal for funding under the new intersectoral Programme of Action for a culture of peace and non-violence, under the possible 'flagship activity' "Develop a Global Consciousness: Thinking and Learning for the 21st Century" including efforts to "i) to raise consciousness in various settings, particularly in teaching, but also in centers of decision making (political as well as economic) and ii) to develop tools and workshop settings that are fitting to anchor the overall goal of developing a global consciousness that shapes the way in which both women and men think, relate and approach problems."⁵²

⁵² Programme of action for a culture of peace and non-violence. Draft for consultation. 4 July 2011

5.2 The Slave Route

5.2.1 The closure of the Slave Route project

191 This review fully acknowledges the complexities and difficulties for UNESCO in drawing flagship initiatives to a close, and the legitimate interests and concerns of MS in such a process. However, initiatives, projects and activities are vehicles and mechanisms for the promotion of UNESCO's core mission and the pursuit of its strategic objectives. Vehicles and mechanisms wear out with time and need continual renewal, refreshment or replacing. By the end of the 36 C/5 the Slave Route project will have been running for almost two decades. The materials and achievements can be drawn upon in future and acknowledged as a continuing source of reference and inspiration, but new themes and perspectives have emerged because of the work of the project that need to be developed and explored in new vehicles and mechanisms.

192 **(Recommendation 4)** The review therefore **recommends** that the Slave Route project should be formally ended in 2013 when the current Strategy and proposed Action Plan period is over. This will allow time for the necessary negotiation with MS, internal and external stakeholders.

193 **(Recommendation 5)** The review **recommends** that CLT HMD and the ISC, in close consultation and collaboration with regional bureau and field offices, should use this two year period to consider and develop proposals for a new generation of initiatives and projects, building on the Slave Route achievements and taking forward some of the geographical and thematic issues identified in the Slave Route strategy document that are relevant to the overall 'History, Memory and Dialogue' thematic area. Regional needs and ideas, researched and articulated by staff in the field, should be fully represented in these new initiatives.

194 The TST project work done with Slave Route project materials in ASPnet will complete with the dissemination to selected schools of the new film material in 2012-2013.

195 **(Recommendation 6)** The review **recommends** that, before 2013 and the formal closure of the Slave Route project, a piece of research into educational outcomes to determine, for example, whether and how the views of students (in different grades), their knowledge and attitudes to the transatlantic slave trade changed should be commissioned from an external provider.

196 **(Recommendation 7)**. The review **recommends** that the completion of work on the Atlas of Interactions should be a priority for the forthcoming biennium. If staff resources in HQ are not available to do this CLT should consider devolving the responsibility to a UNESCO FO or RO that might take on this role and ensure a RP budget and staff resources are assigned to it. Efforts could also be made to identify an external partner willing and able to take on the role of development and maintenance of the Atlas website with no further funding inputs from UNESCO beyond 2013.

5.3 The closure of the Plan Arabia

197 Intercultural dialogue between the Arab and Western world and between Islamic and other communities will undoubtedly remain an intersectoral priority as part of UNESCO's intercultural dialogue work, not least because of the potential of the ongoing 'Arab Spring' to effect a regional transformation with an intense social, political, and economic impact at the local, national, and international level. However, the Plan Arabia 'project' and brand itself adds no value when CLT and other sectors should be taking an active approach to addressing contemporary, pressing issues for the region in more modern and populist ways.

198 **(Recommendation 8)** Once again acknowledging MS interests and the need to consult with concerned countries, the review **recommends** that the Plan Arabia is formally closed during the biennium 2012-13.

5.4 AoC international vademecum projects

199 **(Recommendation 9)** The review **recommends** that no further funding is provided in second or third phases to these five projects based on the existing funding proposals (where these have been submitted).

200 **(Recommendation 10)** The review **recommends** that further funding should be considered for project 1 (the Anthology) to prepare the content for dissemination through an OER Platform (not the design and development of a separate project website for the project content) and in collaboration with CI and ED. Such further work towards dissemination of the existing content as OER would at least ensure that some value for investment is obtained from the work of content development already done in Phase 1 of the project.

Annex 1: Terms of Reference

A- Background and Purpose

1. The draft resolution for the 36 C/5 (2012 – 2013) Major Programme IV Culture, which is being debated at the 186th session of the ExBoard, outlines the sector's major priorities for the upcoming biennium. CLT proposes two Biennial sectoral priorities (BSP), which focus on "Protecting and promoting heritage and cultural expressions" and "Advocating for the inclusion of culture and intercultural dialogue in development policies to foster a culture of peace and non violence", respectively.
2. The promotion of intercultural dialogue is reflected in (Main Line of Action) MLA 6 and its expected results. They refer, inter alia, to the General and Regional Histories; knowledge of the slave trade, slavery and the African Diaspora; follow up to the 2010 International Year for the Rapprochement of Cultures; capacity development for intercultural dialogue, etc. Several of these priorities build on earlier work that CLT has done in these areas over the past couple of years.
3. This earlier work will be the focus of the current desk review, which will serve the following purpose:
 - To generate findings and recommendations regarding the relevance and effectiveness of UNESCO's priority initiatives on intercultural dialogue that will inform the design and implementation of related interventions of the 36C/5.

B- Review Scope

4. The review will focus on CLT's work on intercultural dialogue, specifically on policy and programmatic activities of the 34C/5 (2008-2009) and the current 35C/5 (2010-2011). It will particularly look at a selection of those interventions that will be continued as areas of focus under MLA6 of the upcoming 36C/5 (2012-2013), such as:
 - The General and Regional Histories (and related activities)
 - The Slave and Cultural Route Projects (and related activities)
 - Plan Arabia
 - UN Alliance of Civilizations (AoC) – projects funded by Government of Spain.
5. It will build on studies and evaluations done in the past, in particular the 2010 evaluation of SPOs 9 & 10 and the 2010 Independent External Evaluation of UNESCO.
6. The review will focus on the Regular Programme, but will include relevant extrabudgetary programmes.
7. The review will seek to address the following **major review questions**:
 - How effective have the sample projects / activities on intercultural dialogue been and what can be learned from this for the future?
 - How responsive have the sample projects / activities on intercultural dialogue been over the years to the evolving global environment and what lessons can be drawn from this for shaping the 36C/5 programme?
 - How adequate is the strategic guidance provided by the sector for its work on intercultural dialogue including interreligious dialogue?

3- Methodology

- Reconstruction of a simplified intervention logic
- Self assessment of CLT sector management and staff involved in managing the programme
- Document review:
 - Relevant policy / programme documents
 - Studies and evaluations completed
 - Selected project / activity reports and other documentation.
- Interviews at HQ.

The review will be undertaken by one external consultant in cooperation with IOS.

4- Costs

The costs of this review are estimated to correspond to the equivalent of around 20 working days and two trips to Paris for data collection and debriefing (DSA/travel).

Annex 2: List of persons consulted and met

UNESCO HQ Culture Sector

Francesco Bandarin	Assistant Director-General
Lynne Patchett	Chief of Executive Office
Katerina Stenou	Former Director, Division of Cultural Policies and Intercultural Dialogue
Mr. Alain Godonou	Director, Division of Cultural Objects and Intangible Heritage
Georges Poussin	Head, Section of Creative Industries for Development
Ali Iye Moussa	Chief, Section of Intercultural Dialogue
Mohamed Ziadah	Section of Intercultural Dialogue
Lamine Diagne	Section of Intercultural Dialogue
Sasha Rubel	Section of Intercultural Dialogue
David Gonzalez de Oliveira	Section of Intercultural Dialogue
Bernard Zako	Section of Intercultural Dialogue
Virginie Accatcha	Section of Intercultural Dialogue
Hugue Ngandeu Ngatta	Section of Intercultural Dialogue
Edmond Moukala N'Gouemo	Section of Intercultural Dialogue
Nao Hayashi	Section of Museums and Cultural Objects

Other UNESCO sectors and services

Barbara Torggler	Principal Evaluation Specialist, Internal Oversight Services
Elena Shishkova	Associate Evaluation Specialist, Internal Oversight Services
Belinda Preis	Former Intersectoral Platform Manager, Contributing to the Dialogue among Civilizations and a Culture of Peace, Bureau of Strategic Planning
Mr. Oriol Matalonga	Section for Bilateral Government Funding Sources, Bureau of Strategic Planning
Mr. Ian Denison	Chief, Publications Unit, External Relations and Public Information
Jun Morohashi	Programme Specialist, Division for Promotion of Basic Education, Education
Ulrike Storost	ASPnet coordination, Education
Noro Andriamiseza	Division for Promotion of Basic Education, Education
Claudia Maresia	Philosophy and Democracy Section, Social and Human Sciences

UNESCO in the field (by telephone)

Frederic Vacheron	Montevideo Office	Programme Specialist,
Fernando Brugman	Havana Regional Office for Culture	Coordinator Culture Programme
Enrico Dongiovanni	Quito Office	Programme Specialist

Annex 3: Comments on the Review report

This annex contains comments received referring to an earlier draft of this report which was circulated on 13.09.2011. The reviewer has taken these comments into consideration and made direct references to them in this final report.

Comments received on 30.09.2011 from Mr. Ali Moussa Iye, Chief of History and Memory for Dialogue Section, Culture Sector

I. Introduction

The HMD Section would like to thank the evaluator for the Desk Review on UNESCO Culture Sector's work on intercultural dialogue and in particular on "policy and programmatic activities for the 34 C/5 (2008-2009) and the current 35 C/5 (2010-2011)", with specific focus on the *General and Regional Histories*, the *Slave Route* and *Cultural Routes* projects, the *Plan Arabia* and the *Alliance of Civilization* 'International vademecum' projects.

After discussing the findings of this Draft Report with the colleagues of the Section and as a follow-up to our discussion of 15 September 2011, I would like to share our concern regarding the results presented (methodology, analysis and recommendations). In this regard, we would like to limit our comments on some of projects/programmes reviewed, in particular the *General and Regional Histories*, the *Slave Route* and the *Arabia Plan*.

II. General Remarks

1. Paragraph 7 of the report read as follows: "*Evidence from the document review and self-assessments was augmented and validated through face-to-face semi-structured interviews and discussions with CLT and other sectors staffs in UNESCO HQ and a few telephone interviews with UNESCO field office staff.*". This statement may lead to believe that the staff interviewed has already "validated" the content of this report. It is therefore important to clarify here that such 'validation' did not take place. Besides, important documents had to be re-sent to the evaluator after the interviews.
2. The report does not take into account the global political context that has led UNESCO to set up the programmes and projects subject to this Desk Review and in particular the expectations of UNESCO Member States. The very sensitiveness of these programmes/projects requests a more in-depth analysis in order to understand the cultural/scientific perspectives that were preferred to address these highly political aspirations.
3. The current international environment surrounding these projects also need to be better considered, in line with the commitments and role of UNESCO in these processes (follow-up of the International Year for the Rapprochement of Cultures, International Year for People of African Descent, 10th anniversary of the Durban Declaration and Programme of Action, Agenda for People of African Descent in Latin America, etc.);
4. The Desk Review needs to take into account the fact that the projects/programmes considered have very different institutional lifespan and could not be placed at the same level and analysed the same way, mindful of important factors such as their duration, their importance and the stakeholders involved;
5. Although the Report acknowledges some organizational/administrative and structural weaknesses (see paragraph 39), as well as the lack of human and financial resources, their causal impact on the effective implementation of these programmes/projects is minimized (see for example paragraphs 47, 67, 76, 92).

6. There is a lack of coherence between the positive analysis recognising the relevance and importance of some projects (for example the Slave Route) and the recommendations formulated regarding their termination (Recommendation 4).

7. Although the Review concerns important projects related to UNESCO priority for Africa, we noticed that relevant colleagues from Africa Department were neither interviewed nor consulted;

8. The phrasing used by the evaluator in this report sounds very unusual. The capacity to recommend which specific programme/project should be maintained, immediately stopped or implemented for a particular biennium is contradictory with the programming system and the decision making process of the Organization, with particular regard to projects established by the General Conference of UNESCO

9. The Review did not fully take into account some useful documents (new strategy for the promotion of the GRH and the Slave Route projects for example) that were shared by our Section to provide information and relevant grounds for a critical analysis on the improvement anticipated to address the difficulties met in the implementation of these programmes/projects;

10. All the above mentioned gaps have of course evident consequences on the relevance of the analysis and the recommendations presented in this report.

III. Specific comments

a) The General and Regional Histories (GRH)

11. A more in-dept analysis of the documents submitted for this Desk Review would have helped better understanding the operational mechanism established to involve relevant actors in the implementation of the General and Regional Histories, and in particular the specificity of the role of their International Scientific Committee in the drafting process.

12. It is important to recall and acknowledge the participative approach that has guided the implementation of the phase II on the Pedagogic Use of the General History of Africa (PUGHA), involving African Union and other relevant regional organizations, African experts but also relevant programme Sectors of the Organization (ED, CI and AFR) and Field Offices;

13. We would also like to clarify the fact that the updating of the General and Regional Histories, (as suggested in Paragraph 42), is not contemplated at all by UNESCO. Indeed, such endeavour is rather envisaged when drafting the pedagogical contents of such Histories. This is for instance what is done with the General History of Africa in its Phase II.

14. The Review minimized the pertinence of the mechanism established to involve relevant stakeholders in the implementation of the PUGHA and the validation of the contents to be developed, considering the very complexity of the issue and its regional and national implications. By proposing the *“full-time secondment of an ED staff with experience in curriculum and learning content development into the CLT-based PUGHA team”* (paragraph 165) the report does not take into account the existence of an Intersectoral Working Group including at least 2 representatives from ED Sector, but also the International Scientific Committee and in particular the Drafting Committee for the PUGHA including eminent educators, pedagogues and curriculum experts.

15. Internet accessibility in Africa and its growing potential for the future dissemination of the GHA in the continent is particularly underestimated in this report (paragraph 49). Indeed, this strategic choice goes beyond some “digital elite” as target, considering the continuous spread of this communication tool on the continent. This dissemination channel therefore has a real importance. Besides, it only constitutes an aspect of the global strategy that is proposed for the promotion, dissemination and pedagogic use of the GRH.

16. Report underestimated the serious problem posed by the copyrights issue for the dissemination of the GRH that we recurrently highlighted and is the responsibility of ERI/PUB. Besides, information on publication, sale and dissemination does exist and is regularly provided by ERI/PUB. A better understanding of task distribution between CLT and ERI/PUB concerning the promotion and dissemination of GRH should have been helpful in making this analysis;

b) The Slave Route project

17. Some evident contradictions arise in the analysis provided by this Desk Review on the Slave Route project. While acknowledging its achievements despite of the financial and human resource constraints faced during the biennia covered by this Review, the recommendations made concerning the future of the project sound inadequate, especially as there is no causal link between the analysis and the conclusion, and no argument is provided to justify such reasoning (Paragraphs 74 and 75 for example as opposed to recommendations 4, 5 and 7)

18. By requesting in Recommendation 5 to "*immediately stop its expansion into new geographical and thematic issues*" the report is in clear contradiction with the conclusion of the 2005 external evaluation of the project which guided the new orientations defined to the project. It is worth recalling that this external evaluation was undertaken by a multicultural and interdisciplinary team which consulted Member States and other various stakeholders in the field and in the different regions. This Recommendation 5 is also inconsistent with the Executive Board Decision 181 EX Decision 13 that acknowledges such expansion as integrated in the new strategy of the project. In addition, is it really the competence of this review to decide on the disbanding of an International Scientific Committee, a Consultative body established by an Executive Board Decision?

19. The expansion of the project as set in its new strategy (see 181 EX/13 Part II) is the very response to the general criticism that the project was reduced to the transatlantic, as highlighted in this review (see paragraph 24, 72, 82, 90, 151, 156 and 169). As such, recommendation 5 to immediately stop such expansion, while at the same time criticizing the "transatlantic" focus of the project sounds contradictory.

20. A more objective analysis of the documents submitted would have highlighted how severely the limited human and financial resource affected the implementation of this project. Besides, comments would have been appreciated on the documents submitted which highlighted the mechanisms developed by the project to meet its objectives through its strategy for mobilization of external partnership and in particular the strategy being developed to reposition the project in its evolving environment;

21. It appears also difficult to conciliate on the one hand the argument that "*A global programme and a global brand are no longer so appropriate to UNESCO's action related to these issues*" (Executive Summary, page 4) and, on the other, the particular nature of the issue at hand, which need to be addressed 'globally' to avoid any subjective and biased analysis from a national or regional perspective.

22. While paragraph 74 of the Report acknowledges "*a growing interest among countries in Latin America in the African roots of sections of the population and the contribution of people of African descent in the independence process of their countries, as well as the demand of afro-descendent population for more social justice and freedom from discrimination*", Paragraph 152 expresses the fear that "*In some Latin American countries there are still very real problems of denial associated with acknowledging the African roots of sections of the population: these are controversial issues, difficult to raise onto public agendas and in this context the Slave Route brand and approach is too negative, perhaps too confrontational*". Indeed, a better knowledge of the Latin American political and social context would have provided a more specific analysis for the incidence that this project may have in the region. As illustrated by the recent meeting of the Slave Route project in Colombia (28 February to 3 March 2011), but also the various initiatives currently taking place within the framework of the International Year for People of African Descent: World Summit for People of African Descent (Honduras, 18-21 August 2011), First Ibero-American meeting of Latin-African Communities and Cultures (Cali, Colombia, 23-24 August 2011), upcoming summit of Ibero-American Head of States to follow-up of the implementation of an International Agenda for People of African Descent (Salvador de Bahia, Brazil, November 2011), just to name a few. These are some very positive indicators accounting for the real potential and relevance of the project in the region.

23. Addressing the relevance of project's name, the report concludes that "*the concept now feels 'old-fashioned'*", and misunderstood the heart of the debate that occurred during the last meeting of the International Scientific Committee on this point. Indeed, the name "The Slave Route" was questioned because it does not capture all the new dimensions defined for the project (including its geographical and thematic expansion) and the current dynamics created in different regions regarding

these new issues. That is the reason why the International Scientific Committee recommended the amendment of the title of the project.

24. The project of Atlas of Interactions of the African Presence referred to in Recommendation 7 is a 4 years project submitted for extrabudgetary funds. The recommendation for its completion before 2013 is made without in-dept analysis of the particular constraints related to the mobilisation of such extrabudgetary funding, necessary for the execution of such projects, but also the timeframe designed for their effective implementation.

25. Considering the complexity and sensitiveness of important concepts such as “African Diaspora” on which a very riche scholarly literature was produced, this review may not be the most suitable place to open such a debate. In the same line, the full consideration and understanding of the real expectations of people of African descent in this particular framework may be far from facts (paragraphs 153 and 154).

26. Beyond the proposal for the closure of the project in 2013 (Recommendation 4), and that on the immediate stop of its expansion and the disbanding of its ISC (recommendation 5), no concrete proposal is made for the improvement and strengthening of its relevance. Indeed, this project clearly responds to UNESCO’s commitments with regard to the international agenda regarding an issue of growing importance and to which the Organization has a leading role to maintain (for example, UNESCO’s expertise is called upon for the construction of a Permanent Memorial at the UN compound in New York to honour the victims of slave trade and slavery).

c) Arabia Plan:

27. Although the review acknowledges the problems caused by the Consultative Committee whose method of work blocked the effectiveness on the Secretariat’s action on this programme, the report overlooked the relevance of this initiative in the particular context of the “Arab Spring”, and instead recommended its closure, without any regard to Member States interest. Concerned countries should at least be consulted before formulating such recommendation to avoid any misunderstanding and frustration in such a complex political context.

28. The Report does not provide sufficient analysis on the International Year for the Rapprochement of Culture and makes no concrete proposition regarding its follow-up.

IV. Conclusions

29 In lights of the gaps indicated above, the recommendations formulated sound therefore very problematic in terms of accuracy with regard to review of such programmes/projects It is understood that such review should help the Organization in identifying the weaknesses and/or strengths of project/programmes and provide tips for improvement.

30 While acknowledging the work of the evaluator, we strongly believe that the analysis and recommendations presented do not reflect the documents submitted for this Desk Review and minimize the complex work of the Organization on intercultural dialogue and related issues.

31 Indeed, the volume and complexity of tasks assigned to this Section could not effectively reach its expected objectives due to serious lack of human and financial resource. The achievements remain however very pertinent and relevant to the mandate of the Organization in this domain. Besides, proactive strategies are being developed for the General and regional Histories and the Slave Route project for example.

32 Keeping in mind the commitments of UNESCO towards its priority areas of actions such as Africa and issues related thereof, the promotion of a better knowledge of Africa and the history related to slave trade and slavery and their consequences remain fundamental.

33 The History and Memory for Dialogue Section has a particular role to play to lead the Organization's response through these flagship projects with recognized intersectoral and interdisciplinary relevance. They are particular assets for education and fight against prejudices, for the promotion of a culture of peace. They provide very concrete content to the concept of culture and development and their contribution is essential for the deconstruction of racism, xenophobia and intolerance rooted in the ignorance or rejection of the otherness. Above all, these projects are tangible elements for the UNESCO's challenges in building a "new humanism".

34 We therefore strongly suggest that this Report be consequently revised in order to integrate the comments made regarding its methodology, argumentation and recommendations.

Comments received on 3.10.2011 from Katerina Stenou, Coordinator of the Intersectoral Platform for the Dialogue among Cultures and Civilizations and for a Culture of Peace and former Director of the Division of Cultural Policies and Intercultural Dialogue

The object and the period covered (2008-2009 and 2010-2011) by this Desk review require my comments in my capacity as Director of the Division of Cultural Policies and Intercultural Dialogue as well as Coordinator of the Intersectoral Platform for the Dialogue among Cultures and Civilizations and for a Culture of Peace since 1 April 2011.

As I totally subscribe to the comments provided by my colleague, Ali Moussa, Chief of Section of Intercultural Dialogue, of the former Division of Cultural Policies and Intercultural Dialogue, I limit myself to three categories of main problems (methodological, financial, administrative) witnessed after going through the Draft Report version 2 (I have never seen the Draft Report version 1) without commenting some contradictions, shortenings and inaccuracies:

- While I praise the efforts to evaluate such a complex work, I have serious problems which could affect the reliability of the review. To make the latter a success, some questions must be responded: Who asked for it, when, why and for how long? Who measures? What is measured? With which instrument/tool/criteria? With which unit and which uncertainty? Is there any multi-perspectivity taken into account? (*i.e.* benefits for a region, a state, a community, a theme or a cause, etc.)

- Already from **the terms of reference** (Annex 1, namely the main three questions for the review) and from **the title** of the Desk Review, we understand that the Review should deal with the whole "Culture Sector's work on intercultural dialogue, with a specific focus on The General and Regional Histories, The Slave Route and Cultural Routes projects, the Plan Arabia and the Alliance of Civilizations 'International Vademecum' projects". However, all the four appear under one Expected Result in 34 C/5 and under two Expected Results in 35 C/5, which is disproportionate in comparison with the other six main Expected Results in 34 C/5 – totally ignored – to quote this biennium where two MLAs are dedicated to the topic of intercultural dialogue (MLA 5: "Promoting the understanding and the development of intercultural dialogue and peace"; MLA 6: "Mainstreaming within national policies of the links between cultural diversity, intercultural dialogue and sustainable development"). It has to be underscored that MLA 6, with its five Expected Results, is completely ignored by the evaluator. *Idem*, regarding 35 C/5 (MLA 5: "Integrating intercultural dialogue and cultural diversity into national policies"), the evaluator omits even a quick reference to the different Expected Results, beyond the above-mentioned four projects I just mentioned (*i.e.* preparation, achievements and follow-up of the 2010 International Year for the

Rapprochement of Cultures, reporting to General Assembly on a Culture of Peace, Intercultural and Interreligious Dialogue, the Annual Summits of the Heads of States of South-East Europe, the integration of the principles of cultural diversity and intercultural dialogue to the DESD, the preparation and the participation to the Annual Alliance of Civilizations Fora only to quote some programmes which are implemented mainly by Headquarters staff, are not mentioned at all; an important literature is available in the Executive Board Documents).

- As to the impact, driven by some assumptions and comparisons which are questionable, I am wondering how accurate and useful these findings are and for whom. For instance, is the evaluator authorized to judge the very nature of some projects (approved by decision-making bodies) as being more backward-looking than forward-looking? How to compare projects with different durations: more than 50 years for the Histories, around 15 for the Slave Route project and for the Plan Arabia, and around 4 only for the Intercultural Vademecum project? Why should we disseminate our projects only through an OER platform and not create separate projects websites linked to this platform? Have we studied the UNESCO's website visitors to understand their needs and requirements in printed or digital forms in order to do so?

- The whole **budget** announced in page 9 is erroneous, not only because it is not complete but also because it does not reflect the real allocation per project as it appears in the relevant breakdown in SISTER. (One knows the necessary adjustments needed in the course of the four years to meet with unforeseen requirements). Furthermore, it does not clearly state the extra-budgetary funds allocated to each project, except to AoC.

- The **administration and management** of the work on intercultural dialogue is not, or partially, addressed. This makes the picture confusing (see notably the breakdown of responsibilities without clear assignments and with a lot of overlappings between Divisions, Intersectoral Platform on Dialogue-ISP as well as the Task Force established on the Dialogue among Cultures). Furthermore, the Culture Sector restructuration process has seriously affected the implementation of the work on intercultural dialogue as the lead of the Intersectoral Platform changed (from ADG/CLT to ADG/BSP) as well as its Manager (formerly Ann-Belinda Preis, BSP, and currently myself, transferred from CLT to BSP since 1 April 2011). Finally, there is no clear reference to the **staff time** of the colleagues involved in the four assessed projects and in the others projects related to intercultural dialogue. It would be relevant to see the job descriptions of the staff involved in order to have a clear picture of the thematic and geographic mapping of the whole programmes. In the same spirit, it would be useful to have a careful look at the C/3 reports of the DG, including ideally some Field Offices reports.

To summarize, as all the projects on intercultural dialogue have a high political profile, the review becomes misleading as the reader could believe that not much and nothing else has been done on that major topic of the UN current political agenda, which is not true. Such an expeditious methodology would undermine the integrity of the accomplished work, whatever its assessment would be, taking into account the UNESCO's five functions: as a laboratory of ideas; as a clearing house for collecting, transmitting, disseminating and sharing information, knowledge and best practices; as a builder of the human institutional capacities of Member States; and as a standard-setter in inviting Member States to agree on common rules designed to strengthen international cooperation.

Comments from on 11.10.2011 from Ann-Belinda Preis, Senior Planning Officer from Bureau of Strategic Planning (BSP):

- 1) BSP finds that the Desk Review sets out a number of relevant findings, conclusions and recommendations regarding the relevance and effectiveness of the selected priority areas on intercultural dialogue. While BSP agrees with the colleagues that some of the proposed recommendations may go too far in view of the sensitive nature of these activities, it also notes that some of the findings and recommendations seem appropriate and depict circumstances (strengths and weaknesses) already known to the Organization. This provides an opportunity for CLT to review in a constructive spirit the selected priority areas, including some which have been in existence for over 50 years (such as the Histories), leading hopefully to a number of strategic, policy-based decisions regarding the future implementation of these initiatives. For instance, the conclusion that there was “an almost complete absence of strategic guidance to support these flagship initiatives over years of implementation...” appears largely substantiated by experience. BSP also notes that there is a clear linkage between the methodology applied in the Desk Review (Draft report version 2 (9th September 2001) and the items listed in the Terms of Reference of the consultant.

- 2) This being said, it is evident that the very same TOR have not allowed for a more in-depth examination/articulation of the wider political/institutional contexts in which some activities in the selected priority areas have been carried out, changed over time, adapted to, and maintained in UNESCO's Programmes, as per the decisions of the Executive Board and the General Conference. This applies in particular to the Histories endeavour, but also to the Slave Route and Plan Arabia. The secretariat has pursued the implementation of these initiatives over time – and often up against difficult circumstances, both relating to internal (mostly resource-based) obstacles, but also to external factors like the complexity of co-publication, copyright and authors rights issues, for example, or a specific momentum in the international environment that have shaped – even pushed – the initiative in a particular direction. The final report of the Desk Review could aptly signal its awareness of such important contextual evidence without compromising its own findings.

- 3) It is equally obvious, however, that the report touches upon issues of high relevance to UNESCO at the present moment as it clearly echoes some of the recommendations of the Independent External Evaluation (IEE) and the Organization's ongoing efforts with regard to Results Based Management (RBM). At a time when Member States are increasingly calling for systematic monitoring based on measurable assessment of results attainment, including even sunset clauses, arguments about lacking human and financial resources do not suffice to explain weak delivery. ...The recommendation to close the Slave Route (in 2013) and Plan Arabia (immediately) may appear as a drastic step, but falls within the kind of choices that the Organization will increasingly be called to make in future. However, such moves can only be made following deliberations by the Organization's decision-making organs, and this could also be reflected more explicitly in the report. As regards the recommendation to stop the provision of additional funds to (some of) the AoC International Vademecum projects, it should be taken into account that these have an extra-budgetary funding source (a donor country).

BSP is aware of the ongoing dialogue between the consultant and involved CLT colleagues to fine-tune the final report and looks forward to receiving a copy in due course. As regards the above general comments, please feel free to circulate them among relevant involved colleagues should you so wish.