Joint Programme on Harnessing Diversity for Sustainable Development and Social Change (HDSDSC) or MDGs culture project

ACRONYMS

AWP	Annual Work Plan
BoCT	Bureau of Culture and Tourism
BoFED	Bureau of Finance and Economic Development
CP	Country Program
CSO	Civil Society Organizations
CHP	Cultural Heritage Project
FBOs	Faith Based Organizations
GoE	Government of Ethiopia
MDGs	Millennium Development Goals
MoFA	Ministry of Federal Affairs
MoCT	Ministry of Culture & Tourism
MoE	Ministry of Education
MoFED	Ministry of Finance and Economic Development
NSC	National Steering Committee
RFW	Result Framework
TOR	Term of Reference
UNDP	United Nations Development Program
UNESCO	United Nations Education, Science and Culture Organization.
UNDAF	United Nations Development Assistance Framework
UNRC	United Nations Resident Coordinator
JP	Joint Programme
PMT	Project Management Team
PASDEP	Plan For Accelerated and Sustainable Development to End Poverty

II. Executive Summary

Ethiopia is an ancient country with a remarkably rich linguistic and cultural diversity. This diversity includes tangible and intangible heritage with both traditional and modern cultural expressions, languages, and centuries old know how in handicraft production. In fact, Ethiopia's cultural industry is perhaps one of the oldest in the world and is exceptionally diverse. The other intangible heritage of Ethiopia is equally rich with an exceptional variety including ceremonies, festivals, celebrations, rituals, and other living expressions. Moreover, eight of Ethiopia's cultural and natural heritage sites are listed on UNESCO'S World Heritage Site attesting to the outstanding universal value of Ethiopia's heritage. The rich cultural landscape is further enhanced by the representation of numerous religions including Christianity, Islam, Judaism, and other traditional religions. The peaceful coexistence of these religious communities for centuries is a testament to Ethiopia's social cohesion. Moreover, Ethiopia is a land endowed with immense biodiversity. Safeguarding and harnessing these assets would enable Ethiopia to capitalize on this rich heritage for the socio economic well being of the Ethiopian people.

In contrast to its rich cultural and natural heritage, Ethiopia is among the least developed countries in the world. The devastating impact of the poverty is extensive as evident by the latest Human Development index ranking. Ethiopia ranks 170 of 177 countries on the Human Development Index. Historically, state support for cultural pluralism was very limited and institutional capacity continues to be inadequate. Although the various cultural/religious communities have coexisted peacefully for centuries, inter religious dialogue was not encouraged under the former totalitarian regime. As in many developing countries, population pressure, environmental degradation, poverty, and global warming endanger Ethiopia's natural and cultural heritage. Moreover, living indigenous knowledge and practices in nature management have not been utilized to safeguard these resources. In addition, the creative industries are not well developed due to numerous reasons including an inadequate legal framework, ineffective implementation of laws, weak operational capacity, and inadequate entrepreneurial capacity. Furthermore, an improvement of the social status of the bearers of cultural traditions in the domain of traditional handicrafts and artists as well as fostering cultural dialogue and enhancing capacity could contribute to enhancing the role assigned to culture on the Ethiopian agenda for development.

To redress exclusion and promote pluralism, the current Ethiopian constitution recognizes the right of all ethno-linguistic communities to protect and promote their culture, language, and cultural heritage. Moreover, the Ethiopian government recently restructured to establish a separate Ministry for Culture and Tourism to reflect the government's recognition of the role of this sector to the country's development. Furthermore, the Cultural Policy is under revision to strengthen the cultural sector and facilitate the construction of an enabling environment.

The strategy is to mobilize the culture sector and utilize the important contribution of culture to poverty alleviation, social progress, and sustainable development. This project aims to further develop ongoing efforts to alleviate poverty (MDG 1) and harness the immense potential of the cultural as well as the natural diversity of Ethiopia towards sustaining Ethiopia's development and social progress. In order to realize this goal, the project will focus on the following objectives.

- Strengthening intercultural/religious dialogue to foster mutual understanding of heritage and the sharing of common values with a view of contributing towards social process and social cohesion.
- Development and implementation of policies as well as legal frameworks for the protection and safeguarding of Ethiopia's natural, and tangible, intangible, mobile, cultural heritage.
- Harnessing the potential of the cultural and creative industries, particularly heritage based activities such as handicrafts, and cultural tourism for income generation, economic development, and poverty alleviation.
- Enhancement of indigenous knowledge and practices of natural heritage management as well as strengthening the link between nature and culture based sustainable development.

As national ownership is key to ensuring sustainability of the project, the strategy focuses on the empowerment of communities through a participatory approach and capacity building at all levels of government. The activities are also aligned with the national development plans.

As the joint programme seeks to alleviate poverty, the joint programme is in line with the Millennium Development Goals (MDGs) and the poverty reduction strategy known as the Plan for Accelerated and Sustainable Development to End Poverty (PASDEP) (2006 – 2011). The PASDEP recognizes the under utilized tourism market in Ethiopia and aims to make Ethiopia one of the top ten tourist destination in Africa by the year 2010 with special emphasizes on maximizing the poverty alleviating impact of tourism. To achieve this objective, the Government seeks create a conducive environment for the tourism sector and improve destination management to protect against degradation. Furthermore, the Government aims to enhance the sectors linkages to the local population particularly rural communities, women, and youth residing in the vicinity of tourist attractions, promote the active participation of the private and public sectors, contribute to the improvement cultural products, assist in the expansion of handicraft production and marketing as well as improve training in this sector.

Likewise, the joint programme recognizes the direct as well as indirect contribution of culture to sustainable development. Therefore, it is designed to facilitate a conducive environment for sustainable development and promote income generating cultural activities. The objectives of the JPD are consistent with concept note and have the combined effect of sensitizing communities, improving dialogue, facilitating cultural and natural heritage protection, strengthening cultural industries and cultural tourism, and incorporating indigenous knowledge of natural heritage management with a view of enhancing social cohesion, creating a conducive environment for the development of the culture sector and natural heritage management, building capacity, and promoting cultural/creative industries as drivers of economic and social development.

The Joint Programme contributes to the national priorities articulated in the PASDEP through activities aimed at enhancing the legal and policy framework for the protection of the cultural and natural heritage, strengthening the national implementation framework including the management of heritage, and utilizing indigenous knowledge and practices for natural heritage protection. Consistent with the aims of the PASDEP, the Joint Programme entails developing a cultural tourism strategy based on brand identity, links the private and public sector to strengthen sustainability, and harnesses the potential of cultural/creative industries such as handicraft and cultural tourism. The developing and strengthening of the production capacity, quality control, and marketing of the craft industry is also in line with the PASDEP priorities.

The joint programme supports the achievement of MDG I (Eradicate extreme poverty and hunger) by strengthening social cohesion, safeguarding heritage, developing institutional capacity, producing income generating activities, and creating an enabling environment for cultural industries. The Joint Programme also contributes to the achievement of MDG 3 (Promote gender equality and empower women) as the project seeks to ensure the full participation and engagement of women. Moreover, component four of the programme also focuses on enhancing indigenous knowledge and practices of natural heritage management, thereby, contributing to the achievement of MDG 7 (Ensure environmental sustainability).

United Nations agencies and the Government of Ethiopia jointly designed the programme. It will be implemented in close consultation, collaboration, and partnership with the various levels of government, private sector, and local communities. The key implementing government agency is the Ministry of Culture and Tourism (MoCT) on the federal level and the Bureau of Culture and Tourism (BoCT) on the regional level.

The project will be implemented in six regions; namely, Addis Ababa, Amhara, Tigray, Harare, Oromia and Southern nations, nationalities and peoples' (SNNP). The specific locations for implementation of the project will be decided in close cooperation with the MoCT and BoCT.

To achieve the objectives outlined in the project document, the joint programme requires a total budget of 5,000,000.00 dollars for the implementation period of three years.

Situation Analysis

Background

For promoting cultural diversity and dialogue among peoples and strengthening the contribution of culture to sustainable development, UNESCO refers to the following international goals and commitments: The MDGs in particular MDG 1, the 2005 World Summit Outcome document in particular para. 14 "acknowledging (…) the cultural diversity throughout the world" and that "all cultures and civilizations contribute to the enrichment of humankind"; the Convention concerning the protection of World Heritage sites (1972); Convention for the safeguarding of the Intangible Cultural Heritage (2003), Convention for the protection and promotion of the Diversity of Cultural Expressions (2005), Stockholm Conference on Cultural Policies for Development (1998); and the United Nations Global Agenda for dialogue among civilizations (2001).

In line with these principles, this joint programme seeks to harness the rich heritage and cultural creativity of Ethiopia for its economic development and social progress. The project aims to achieve this through the four aforementioned objectives further elaborated on page thirteen.

Due to time constraints, the situation analysis for preparing the project proposal was conducted using limited primary data and secondary data. This includes consultation with key stakeholders at the federal government level primarily regulatory bodies, implementing agencies, and private firms. Desk studies and document reviews that record best practices and successful efforts were also consulted. Nonetheless, a comprehensive assessment should be conducted in the initial phase of implementation. The assessment should be based on field observation as well as in consultation with implementing parties and beneficiaries at the local and district level.

The project will be implemented in six regions namely, Addis Ababa, Amhara, Tigray, Harar, Oromia and Southern Nations, Nationalities, and People Regional State (SNNPRS). The population of these regions account for more than eighty five percent of the total population of Ethiopia. The criteria used for selection of the regions include strengthening the impact of ongoing cultural heritage projects, population size, diversity and the development potential. In the first four regions, the joint programme will build on cultural heritage projects funded by World Bank soft loan (LIL program) now approaching the phase out stage. The specific locations for programme implementation will be decided in close cooperation with the MoCT and BoCT.

The planned activities will strengthen and support ongoing activities for the preservation and safeguarding of cultural and natural heritage as well as the development of the cultural industries and cultural tourism.

The major beneficiaries are community members, community leaders, cultural and religious institutions, faith based organizations, all levels of government, cultural enterprises, cultural associations, entrepreneurs, relevant private and Community Based Organizations. In addition, special consideration will be given to women, children and the youth.

MDGs Implementation in Ethiopia

The JPD seeks to contribute to the attainment of MDG 1 (Eradicate Extreme Poverty), MDG 3 (Promote Gender Equality and Empower women), and MDG 7 (Ensure Environment Sustainability). The following is the status of implementation of MDGs one, three, and seven in Ethiopia.

MDG 1: Eradicate extreme poverty and hunger

According to MoFED 2006-07 Report, the percentage of people living below the poverty line has declined from 39 percent in 2004/05 to 34.6 percent in 2006/07. In particular, substantial progress has been made in reducing rural poverty. This is attributed to extensive multi-faceted pro- poor programs including the expansion of cooperatives, menu based extension program to support the commercialization of smallholder agriculture, food security programs, and productive safety net program. Emerging income inequality in urban areas is a key challenge. To address the needs of the low skilled urban poor, the Government is engaged in employment generating small and medium enterprise development. The PJD approach is consistent with the national priorities as it entails small-scale income generating activities geared at fostering development and strengthening cultural entrepreneurship. In particular, outcome 3 harnesses the cultural and creative industries through heritage based activities such as handicraft production and cultural tourism to generate income and alleviate poverty. Moreover, the JDP seeks to develop the institutional capacity of cultural industries, empower artisan, improve the market for cultural products, and creates an enabling environment for the cultural industries. In addition, the sustainable cultural tourism strategy will capitalize on Ethiopia's tourism potential and create employment opportunities for the local communities.

MDG 3: Promote Gender Equality and Empower Women

Women represent 49.9 percent of the Ethiopian population and empowering women is crucial for Ethiopia's socioeconomic development. Although, there is a significant decline in gender inequalities in rural Ethiopia, the lives of women in rural Ethiopia are plagued with discrimination, disempowerment, and poverty. Moreover, gender inequality continues to prevail in urban Ethiopia. To the extent that gender inequalities have declined in rural Ethiopia, land ownership appears to be a major factor that distinguishes the situation of women in rural Ethiopia from those in the urban areas. To redress gender inequality, special consideration was given to gender while drafting social development policies such as the education policy and the health policy. Moreover, the Family Code and the Penal Code were recently revised to include gender sensitive provisions. In addition, the Government has identified the need for women focused programming in urban areas. In line with this need assessment, the JPD places an emphasis on training women in the cultural industries. The project employs a participatory approach that engages women in formulating small-scale income generating activities and provides seed funding for women cultural associations. Furthermore, women will play a center role in identifying tourism related enterprises and opportunities as well as assessing capacity building needs in community initiatives. They will also assist in the establishment of a community oriented tourism enterprise delivery. Women will be encouraged to participate in intercultural dialogue and their representation will be ensured in training as well as validation workshops. Therefore, the JPD strengthen opportunities for women, increases their access to funds, and enhances their representation.

Please refer to Annex C for gender-disaggregated statistics for the six regions.

MDG 7: Ensure Environment Sustainability

Limited awareness of environment issues on the part of the public and in bilateral and multilateral development efforts continue to pose a challenge. The limited capacity of the Federal Environment Protection Authority further hinders environment conservation efforts. The JPD utilizes a two-prong approach on the issue of environment sustainability. The first approach enhances tolerance and respect for natural heritage by strengthening the capacities of religious leaders. It compiles shared natural conservation values and raises awareness of these shared values. The second approach focuses on enhancing indigenous knowledge and practices of natural heritage management by linking traditional and modern practices, preparing nature based development strategies, and raising awareness on the environmental risks of tourism.

SWOT Analysis

The current situation of the four components will be analyzed using the SWOT matrix.

STRENGTH

Rich Cultural diversity*:* Ethiopia is the multicultural nation with more than 80 nations and nationalities each with its own distinct language and culture. The cultural landscape composed of rich and varied tangible and intangible cultural heritage is further enriched by the diverse religions practiced in Ethiopia including Christianity, Islam, Judaism, and numerous traditional religions. The peaceful coexistence of diverse ethnic and religious communities for centuries is a great testament to Ethiopia's social cohesion. The long-standing social interactions between the various ethnic and religious communities have resulted in shared values and practices including values regarding tolerance for diversity and respect for nature. However, little has been done to capitalize on this rich social resource to attain the development endeavors of the nation. Similarly, the cultural diversity has greatly contributed to the availability of diverse cultural products including crafts and fine arts.

Cultural Tourism: Given its rich cultural heritage including eight World Heritage Sites (as many as in Egypt), cultural tourism is highly undervalued and underutilized in Ethiopia. Cognizant of this issue, the Government has clearly stipulated the great needs of this sector and expressed its support for efforts to improve the management of the major cultural sites with a view of safeguarding Ethiopia's cultural heritage and enhancing the experience of tourists. (PASDEP) To this end, the Joint Programme is one of the major interventions pursued to realize this objective.

Rich Biodiversity*:* Equally diverse is Ethiopia's natural heritage. Ethiopia is endowed with a rich variety of biodiversity. The different climatic and landscape characteristics as well as the streams that shelter the abundant stocks of faunas and floras some of which are endemic demonstrate this diversity.

World Heritage Sites: Ethiopia has eight cultural and natural heritage sites registered on the UNESCO World Heritage list. Moreover, other efforts to register tangible and intangible heritage are under way.

Human Resource: Ethiopia is the second most populous country in Africa. The abundant supply of labor is a potential resource for development.

Political Stability: Ethiopia is political stable and decentralized to allow for pluralism.

Cultural Policy: The Cultural Policy, which is based on the constitutional provision, strengthens the support for cultural diversity.

Legal Instruments: Existing legal instruments such as the recently enacted intellectual property laws can create an enabling environment for cultural industries. Moreover, indigenous knowledge and natural heritage management practices can be incorporated into natural heritage protection efforts.

Cultural Industries: Despite the lack of appreciation for the talent and contributions of artisans in Ethiopia, the cultural industries have survived for thousands of years. Artisans as well as artists have been subjected to discrimination and their products have sold for low prices until recently. Consequently, this has discouraged others from pursing the trade. Manufactured products and the growing influence of trade liberalization fuelled by globalization has also severely affected this industry. The industry, however, has managed to survive.

Originality: Majority of the cultural products of the various nations and nationality are authentic cultural products with very little to no influence from foreign cultures. This gives Ethiopian artifacts and art a strong comparative advantage particularly when pursuing foreign markets.

Environmental Friendly: Most of the artifacts are made from natural products and are free from harmful effects. Moreover, the production and processing methods are environmentally friendly and safe for those involved in the production process.

Functionality*:* Most of the artifacts produced in the country serve a function. This can ease the marketing of such products locally and internationally.

Labor Intensive: The cultural industries are characterized as labor intensive and generally require low investment capital.

Employment and Empowerment: The cultural industry employs a considerable high proportion of women both in the formal and informal sector.

Diversification: Most Ethiopians often depend on a single or limited source of income. The promotion of the cultural industries will contribute to the diversification of income.

Autonomy: Organizations/ agencies working in the culture sector enjoy management and institutional freedom.

Liberalization of fine arts: Foreign films dominate the film industry in Ethiopia. However, after the demise of the military government, the adoption of a liberalized economic policy, and the active involvement of the private section, locally produced films began to emerge on the scene. Similarly, the publishing sector has gained momentum owing to the lifting of censorship and the rise of privately owned publishing houses.

WEAKNESS

Socio-cultural Context: The history of cultural homogenization perpetuated by the ideology of the feudal regime has adversely affected society's attitude. Similarly, the society's attitude towards people engaged in cultural activities particularly artisans and artists have not been accommodating or encouraging. This has greatly limited the development of the industry.

Weak Culture of Dialogue*:* Emanating from historical experiences that undermined the value of cultural diversity, dialogue across ethnic and religious communities has not been encouraged.

Local mechanisms: Due to the pressure of modernization and urbanization, indigenous knowledge and practices have been neglected as a source of knowledge.

Inadequate Local Participation: Owing to the neglect of local mechanisms, community participation in decision-making and management of natural heritage has been weakened.

 Weak institutional Framework: The lack of comprehensive laws and polices as well as the poor enforcement and implementation of existing policy and regulatory frameworks has resulted in poor institutional framework. This is in part due to the lack of capacity.

Capacity: Although an assessment of capacity is an ongoing process, capacity or lack thereof has been assessed in a preliminary manner. National capacity is limited in several aspects including limitations of institutional capacity, human resource capacity, management capacity and technical capacity. There is a need to reinforce institutional capacity at the federal and regional level as this sector is poorly equipped both in terms of professional as well as physical capacity. The available human capacity is inadequate as demonstrated by the lack of professional competencies required by the specialized fields of culture. Moreover, the government has expressed the need for site

management plans including the site management needs of World Heritage Sites. Insufficient technical expertise in both the public and private sectors is also noted.

Inadequate Cultural Tourism Infrastructure: Infrastructure and capacity of the sector is weak.

Insufficient Protection: Insufficient protection of cultural heritage and inadequate site management. Moreover, intangible culture is not identified and safeguarded.

Poor quality of cultural products: Cultural products are mostly of poor quality. This is due to the lack of technical and financial capacity as well as the lack of equipment and working space.

Lack of standard: One of the requirements of markets particularly the international market is the ability to produce standardized products. Ethiopian artifacts have considerable demand in foreign markets. However, the products are not standardized. This is in part due to the poor innovation in the cultural industry. No significant changes have been made in the design and quality of the products. It should be noted, however, that innovation should not be understood as the need for diverting from traditional based production. Instead, the aim is to produce products that are culturally based yet market driven.

Poor market linkages: The players in the industry are not adequately linked to each other. Producers and traders often have limited contact with one another as brokers usually serve as agents between them. These agents also retain a good share of the profit. Consequently, this affects producers' income and at times results in job dissatisfaction. Moreover, the poor link between producers does not allow for specialization. This in turn affects efficiency and effectiveness.

Limited Transfer of knowledge: Due to the low status of artisans and the low profit margin, parents are reluctant to transfer their skills to their children. The children also lack the necessary incentives to learn the trade.

Limited Participation The fine arts industry in Ethiopia is not inclusive, as many languages of the various nationalities have not had the opportunity to develop their own written language and theatre. Therefore, films currently produced in Ethiopia are only available in one language, i.e. Amharic. Similarly, the technical quality of films produced in the country is poor. Lack of capacity and experience is in part to blame for the technical shortcomings. The recording experience is limited as the recorded history of the nation is a product of the religious institutions that use languages understood by limited members of the society. Facilities required for the film industry are also limited to few towns of the country. Therefore, films in the country do not reflect the diversified cultural assets of the country. The lack of strong professional associations and weak publishing businesses further undermines the influence of the industry.

Poor Coordination: Due to the lack of synergy among key stakeholders, efforts of stakeholders are fragmented and possibly duplicated.

OPPORTUNITIES

Constitutional Recognition: The current government's, political commitment is clearly manifested in the preamble to the constitution (The Constitution of FDRE-1995). This expression of commitment of the people of Ethiopia is articulated as follows.

> "…Firmly convinced that the fulfillment of this objective requires full respect of individual and people's fundamental freedoms and rights, to live together on the basis of equality and without any sexual, religious, or cultural discrimination. Further convinced that by continuing to live with our rich and proud cultural legacies in territories we have long inhabited, through continuous interaction on various levels and forms of

life, built-up common interests and have also contributed to the emergence of a common outlook. Fully cognizant that our common destiny can best be served by rectifying historically unjust relationships and by further promoting our shared interests……"

Furthermore, the rights of peoples have clearly been endorsed in article 39 (2) of constitution. The Constitution states "…..Every Nation, Nationality and people in Ethiopia has the right to speak, to write and to develop its own language; to express, to develop and to promote its culture; and to preserve its history." Such constitutional principles and the federalist governance structure, which transfers power to the grassroots level aims to advance pluralism.

Global recognition of diversity*:* The global focus that attaches high importance to basic rights for ensuring diversity is also an opportunity that should be utilized as a strategy.

High demand*:* There is high demand for Ethiopian artifacts particularly in the international market.

Easy to scale-up*:* At least one person in each household is said to posses the talent and/or skill to produce artifacts. Provided an enabling environment is created, the possibility of engaging millions of people in the industry should not be challenging.

Informal Sector Activity*:* The industry is one that can accommodate people from other sectors during their spare time. For instance, farmers can engage in the manufacturing of artifacts to supplement their income.

Recognition of Fine Arts: The cultural creativity and biodiversity of the country offers a great opportunity for the development of the film industry, literature, and other artistic work. The national and international recognition of film and literature as well as the commitment of the public private partnership for the development of the industry will create a conducive environment for the further development of the sector. The constitutions recognition of the peoples' right to develop their own languages and use their native language as a working language is likely to enhance the diversification of films, literature, and creative works. The current trend in the film business indicates a growing demand for locally produced movies in the country and amongst Ethiopians in Diaspora. The expansion of education particularly education conducted in native languages and the urbanization process should provide greater opportunities for the development of film and literature in numerous languages.

Government Support and Cultural Industry: As the sector is labor intensive and requires minimum investment capital, it is one of the sectors receiving strong support from the Ethiopian government. In addition, it also receives strong support by the United Nations specialized agencies in relation with achieving the Millennium Development Goals. The government also recognizes and supports the contribution of cultural tourism.

Foreign Markets Access: The large number of Ethiopians in the Diaspora allows for easy access of Ethiopian artifacts into foreign markets.

THREATS

Under development: Underdevelopment, inequality, and poverty are main threats as it is likely to jeopardize the social cohesion and stability.

Globalization Pressure*:* The global trend towards a standardized system jeopardizes diversity. Pressure exerted by globalization undoubtedly moves toward the convergence of identities into one system against the denial of the specificity of life styles and patterns of work is also evident in Ethiopia.   The advancement in generic production is also becoming a serious threat to biodiversity. In addition, the invasion of the domestic market by manufactured products with similar utilities as cultural products threatens the domestically produced cultural products. Furthermore,

the increasing liberalization of the market has exacerbated the situation. The strong influence of foreign music, literature, and movies pose a significant threat to the development of local cultural industries.

Global warming and environmental depletion*:* The increase in desertification and climate change strongly influences the stock of biodiversity of Ethiopia. Moreover, as the cultural industry depends upon the local environment for inputs, depletion of the environment significantly affects the industry.

Negative Perception*:* The societal attitude towards artisans and artists is non-accommodating and discouraging. This also affects the transfer of knowledge and skills to the new generation.

Lack of Cultural industry Policy and weak enforcement of laws: Ethiopia does not have a policy framework to guide the development of the cultural industry. Despite the enactment of copyright law and the establishment of an institution to implementation these laws, copyright infringement is rampant. This is largely due to the weak capacity of the enforcement agencies and the lack of public awareness.

Reading Culture: As to be expected, the high rate of illiteracy coupled with a lack of a culture of reading seriously affects the availability of literature. Likewise, the inadequate demand for reading materials does not allow publishers to benefit from economies of scale and results in high publishing costs.

Lack of recognition: The lack of recognition of outstanding writers, artists, artisans, and other actors in the cultural industry is likely to have an adverse effect.

Major intervention areas identified by the SWOT Analysis

- Changing the public perception and understanding of pluralism.
- Upgrading the weak technical, financial, and institutional capacity.
- Organizing producers within the craft industry thereby, allowing for specialization and economies of scale.
- Designing a national policy that guides the development of the cultural industry in the country.
- Changing societal attitude towards the cultural industries.
- Developing the domestic market for cultural produce and preventing excessive import.
- Organizing the actors in the cultural industries in order to maximize their market share internationally.
- Compiling and creating a comprehensive and reliable database of the cultural industries in Ethiopia.
- Developing strategic focus and programmatic approaches in implementation and enforcement.
- Developing specific policies and regulatory frameworks.
- Building capacity to implement laws and policies.
- Developing coordination and information sharing among stakeholders including ministries and regional bureaus.

IV. Strategies including Lessons Learned and the Proposed Joint Programme

Context

The enhancement of economic growth is one of the five priority areas jointly identified by the Government of Ethiopia and the UNCT as a target area for action in the UNDAF 2007-11. Moreover, within the UNDAF outcomes, the UNCT have identified enhanced economic growth as one of the three areas for joint programming. To contribute to the achievement of this national priority, the Joint Project document supports the Ethiopian government efforts through the direct and indirect contributions of culture to economic growth. The indirect contributions include the creation of enabling environment by enhancing social cohesion, empowering the community with special emphases on empowering disadvantaged groups, strengthening the development and implementation of culture related laws/policies and the incorporation of indigenous knowledge to heritage management. While the direct contributions include culture related income generating schemes and culture based tourism. Income generated through cultural industries as well as culture based tourism will allow for economic development, diversification of income, and serve to supplement the income of the poor.

Another related outcome of the UNDAF concerns food security, which is closely linked to environment degradation. The Joint Project document seeks to incorporate indigenous knowledge and practices of natural heritage management and strengthens the link between nature and culture based sustainable development. Despite the enormous potential of culture to contribute to economic growth, projects that link culture and development are very limited in the Ethiopian context. One such project was the recent World Bank project on cultural heritage, which is phasing out at this time. This project will complement that project as some of the regions selected were part of that project.

The UN Country Team (UNCT) for the Joint Project will consist of UNESCO and UNDP. UNESCO is active in some of the selected regions including the Amhara and Harar regions as these regions house Ethiopia's World Heritage sites. The major implementing partners are MoCT and MoFED. The MoCT mandate confers upon it the duty to promote and preserve cultural heritage, induce changes in cultural attitudes, promote the contribution of culture for development, advance the tourist industry as well as collect, compile and disseminate culture and tourism related information. Please refer to Annex D for the organization structure of MoCT. MoFED is responsible for establishing a system for preparing the Federal Government's development plan in cooperation with the concerned organs and following up implementation of the same as well as mobilizing, negotiating and signing foreign development aid and loans, and following up with the implementation. As the governing structure of Ethiopia is decentralized and given the local authorities close proximity and engagement with their respective communities, the local authorities are best positioned to carry out promotion and implementation at the grass root level. The local authorities include the regional, zone and wereda authorities. Please refer to Annex E for the organization structure of the regional cultural and/or tourism authorities.

Furthermore, the Ministry of Education (MoE) will be involved in the implementation of the third component (Cultural Industries) and the Ministry of Federal Affairs (MoFA) will participate in the implementation of the first component (Interreligious/intercultural dialogue). Moreover, religious and academic institutions will play a key role in the implementation of the first component.

Lessons Learned

Prior projects that address the aim of the Joint Project document are extremely limited. Therefore, it is difficult to confidently comment on specific lessons learnt. However, an attempt has been made to extract lessons from the available information and observations of cross cutting concerns.

As mentioned earlier, a cultural heritage project financed by the World Bank has been undertaken. Although the final project evaluation has not been conducted, the lessons drawn from this project include the projects failure to recognize the role of the private sector and the need for a decentralized management from the inception to the subsequent implementation of the project. Moreover, the serious marketing problems encountered by producers also stem from the lack of involvement of the private sector. Similarly, due to centralized management arrangement, the project lacked the support and ownership of the respective regional public institutions and local communities. These shortcomings seriously affected the sustainability of the project outcomes. Therefore, this Joint Project document entails a participatory approach that ensures the effective participation of the private sector particularly those actors along side the value chain during the implementation phase of the project. For instance, this project will engage the private sector such as Muya PLC in handcraft promotion, marketing, training, and linking beneficiaries to the market. Muya crafts authentic, high quality handmade products inspired by traditional Ethiopia patterns. Muya's social responsible business model has earned it the distinction of being the first Ethiopian company to obtain International Fair Trade Association membership. Muya displays its fair trade crafts at major international trade shows. Moreover, Muya's work in the community includes collaborating with UNESCO to establish a craft association and center in Lalibela where community members received training in handicraft production and marketing. Furthermore, UNESCO contracted Muya to provide handicraft training of Debre Brehan female prisoners. In addition to engaging the private sector, special consideration will also be given to coordination as the system of governance (federalism) is decentralized and this is the first project of this type and scale in this sector.

Proposed Strategies
With a view of alleviating poverty and creating a favorable environment for culture to serve as a pillar of development, the following strategies have been selected.

Participatory Approach: Participation is central to ensure community empowerment and enhance national ownership. National and regional institutions will implement the joint programme. Moreover, national experts will be given priority. International experts will only be used where national experts are not available. Active participation will also ensure that the programme is contextually appropriate, thereby, enhancing sustainability. Moreover, the local community will actively engage in the Joint Programme through training activities including interfaith dialogue skill development, inventorying taking of intangible heritage, handicraft training, and handicraft marketing. Please refer to Annex F for a detailed list of stakeholders.

Social Mobilization: A series of awareness raising and advocacy campaigns will be carried out with an aim of advancing knowledge, enhancing skills, and sharing best practices. This can be achieved by utilizing both modern and folk media. Subsequently, society support can be mobilized towards realizing the intended change in attitude and behavior.

Building Partnership: Creating a strong alliance with the relevant public and private sector, civil society organizations, and development partners will be a key strategy in attaining joint programme objectives. Such partnership is effective in creating synergy among stakeholders, avoiding duplication of efforts, and preventing the waste of scare resources.

Creating strong linkages: Establishing strong linkages vertically within the cultural industries and horizontally with other industries is necessary for the development of the cultural industries in Ethiopia. The value chain approach will be pursued in order to effectively integrate the actors within the industry. The major actors identified within the value chain include the organized producers, the product designers, the promoters/distributor, tour operators, hotel chains, airlines, and travel agencies. This approach allows for specialization and greater productivity. Moreover, it enhances sustainability.

Focus on multiplier effect: The four outcomes will be linked to the World Heritage Sites and other major tourist destination to create synergy between them and enhance the positive image.

Capacity building: The preliminary assessment conducted as part of the preparation of this project document revealed the lack of capacity of stakeholders in the cultural sector including public and private organizations/institutions. Therefore, it is imperative to focus on capacity building of the relevant stakeholder for the realization of the project objectives in a sustainable manner.

After extensive consultation with the government and in line with the five priorities of the UNDAF, UNDP has identified capacity building as a cross cutting driver. The Joint Project document includes capacity building at the national and regional level.

This project will contribute to public capacity building by establishing seven cultural centers to work with the cultural bureaus on the federal as well as the regional level. Moreover, the project will strengthen the legal and policy framework through the activities described in component two. Furthermore, human capacity will be developed through numerous trainings and through the experience of implementing the project. The development of a management plan is incorporated in the project activities to address that need. Capacity building will also involve the local communities with an aim of empowering local communities and providing them with job opportunities.

Sustainability/Exit Strategy: To ensure the sustainability of project outcomes, the project will invest in seven cultural centers to be established on the federal and regional level. The cultural centers will serve as living cultural centers. The centers will be used to organize and present exhibitions, host cultural and multicultural events, house craft trainings and workshops, host cultural award ceremonies, as well as sponsor lectures or panel discussions that stimulate dialogue and raise awareness. Linking the centers to the respective cultural bureaus and local universities will further strengthen sustainability. The capacity of the cultural bureaus will be reinforced through the Joint Project activities. The inclusion of local community members in the management team will also contribute to the sustainability of the living culture resource centers. Furthermore, the project will engage the private sector, link the private sector to the public sector including linking entrepreneurs to the tourism sector, integrate artisans into the market, and will empower communities through their active participation, thereby, enhancing the sustainability of the project outcomes. Securing preferential treatment in government procurement regulations for the purchase of cultural products will also advance the project's objectives in the long term. In addition, the development of laws and policies will facilitate the creation of a conducive environment for the development of the cultural sector. The development of intercultural/religious skills and the incorporation of indigenous knowledge will also strengthen sustainability. The PJD aims are consistent with the national priorities and the UNDAF further reinforcing sustainability. Moreover, the strong national ownership enhances the sustainability of the project outcomes.

V. Result Framework

The aim of the joint programme is to mobilize the culture sector and utilize culture to alleviate poverty, enhance social cohesion, and promote sustainable development in Ethiopia. In order to realize this goal, the project will focus on the following objectives.

1. Strengthening intercultural/religious dialogue to foster mutual understanding of heritage and the sharing of common values with a view of contributing towards social process and social cohesion. (UNESCO)

   Promoting dialogue on shared cultural and religious values is aimed at cultivating mutual understanding, enhancing respect for diversity including biodiversity, and advancing the development agenda. Encouraging such dialogue is likely to further enhance stability as cultural and spiritual foundations are determining factors for the vibrancy of the social fabric. Furthermore, given the existing circumstances, the importance of constructive dialogue cannot be sufficiently underscored. Through such dialogue, the foundation for vertical and horizontal integration of society will be laid down, with a view of deepening the basis for mutual understanding, fraternity, national consensus, and solidarity within Ethiopia.

   Intra and inter cultural/religious community dialogue skills will be developed at the national and local stakeholder level. To attain this objective, activities will be based on survey findings and geared at building the public's intercultural/religious dialogue skills through a series of workshops and round table sessions. The activities will also be complemented by publications. The common understanding of cultural and natural heritage as well as the sharing of common values can aid in achieving this objective. Re - socialization will also be emphasized.

2. Development and implementation of policies as well as legal frameworks for the protection and safeguarding of Ethiopia's natural, and tangible, intangible, mobile cultural heritage. (UNESCO)

   The legal and policy framework is crucial to creating an enabling environment for safeguarding the sources of Ethiopia's rich heritage. The existing legal, policy, and operational framework will be assessed to identify gaps, unintended impact, and structural inadequacies. Once the challenges are identified, the issues will be addressed by supporting the development of laws and policies (with reference to the 1972 and 2003 UNESCO Conventions). Efforts are currently underway to revise the National Culture Policy (1997). The Policy has been evaluated and recommendations were made after compiling other countries culture policies and examining the approaches undertaken during their respective policy formulation. Moreover, MoCT established a committee and organized a workshop in which it presented a draft policy framework to the regional authorities for comments. During this workshop, participants noted that the draft framework warranted additional assessment. Therefore, further assessment of the national Cultural Policy will be conducted as part of the JPD policy assessment. Furthermore, capacity building and awareness raising will be emphasized to ensure effective implementation of the laws and policies. Institutional capacity building will also include monitoring and evaluating the effectiveness of culture related laws and policies. Furthermore, activities will also improve capacities in site protection and management, inventory taking of intangible cultural heritage, and protection of heritage.

3. Harnessing the potential of the cultural and creative industries, particularly heritage-based activities such as handicrafts, and cultural tourism for income generation, economic development, and poverty alleviation. (UNESCO, UNDP)

   The cultural industries in Ethiopia are rooted in all the geographical regions of the country and employ a considerably large number of people. Due to unavailability of a centralized database, it is difficult to assess the scope of the cultural industry. However the major components of the artifact industry include, but are not limited to

the following: wood and stone carving, leather works, weaving and embroidery, jewelry making, basket making, grass fiber and ceramic work. The fine art category includes music, painting, literature, and films. This diverse cultural industry can play a pivotal role in the economic development of a nation when it is given due recognition.

This programme aims to assist Ethiopia to harness these creative and cultural industries while promoting Ethiopia's cultural diversity through the production and dissemination of cultural products that contribute to income generating activities as well as other forms of poverty alleviation. In addition, the six-selected regions are rich in cultural heritage and house some of Ethiopia's World Heritage sites. These sites can be used as models for site management and as source for eco and cultural tourism. A recent World Bank report has identified cultural tourism in Ethiopia as a key sector for economic development. To capitalize on this resource, these sites must be managed and conserved.

Economic development will be enhanced through capacity building of the cultural industries, the development of business networks, the empowerment of artisans, and through linking the cultural industries development to heritage tourism. Activities geared at attaining this objective include, developing artisans designing and marketing skills, community awareness raising, assessing tourism facilities, profiling markets, and creating "culture brand identity.

4. Enhancement of indigenous knowledge and practices of natural heritage management as well as strengthening the link between nature and culture based sustainable development. (UNESCO, UNDP)

Traditional knowledge and cultural practices prove useful for the protection and management of nature as well as life sustaining technologies. Therefore indigenous knowledge and practices particularly those pertaining to heritage management will be strengthened. Moreover, society will be mobilized, and local participation will be enhanced through awareness raising and the development of a culture as well as nature sensitive development strategy. Methodologies to associate these practices to modern principles, as those included in the main UNESCO conventions will also be undertaken. These activities will contribute to social progress and social cohesion.

5. Enhancement of cross cutting capacity at the federal and regional level.

Capacity will be strengthened at the regional and federal level. A program officer and program financial officer will be employed at both the regional (six regions) and federal level to assist MoCT and BoCT in their respective roles as specified in the Joint Project document. Likewise, UNESCO will employ two national staff members namely an Assistant Project Coordinator and Administrative Assistance for the duration of the implementation of this project.