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FINAL EVALUATION

Ethiopia

Thematic window
Culture and Development

Programme Title:
Harnessing Diversity for Sustainable Development and Social Change in Ethiopia

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Prologue

This final evaluation report has been coordinated by the MDG Achievement Fund joint programme in an effort to assess results at the completion point of the programme. As stipulated in the monitoring and evaluation strategy of the Fund, all 130 programmes, in 8 thematic windows, are required to commission and finance an independent final evaluation, in addition to the programme's mid-term evaluation.

Each final evaluation has been commissioned by the UN Resident Coordinator's Office (RCO) in the respective programme country. The MDG-F Secretariat has provided guidance and quality assurance to the country team in the evaluation process, including through the review of the TORs and the evaluation reports. All final evaluations are expected to be conducted in line with the OECD Development Assistant Committee (DAC) Evaluation Network "Quality Standards for Development Evaluation", and the United Nations Evaluation Group (UNEG) "Standards for Evaluation in the UN System".

Final evaluations are summative in nature and seek to measure to what extent the joint programme has fully implemented its activities, delivered outputs and attained outcomes. They also generate substantive evidence-based knowledge on each of the MDG-F thematic windows by identifying best practices and lessons learned to be carried forward to other development interventions and policy-making at local, national, and global levels.

We thank the UN Resident Coordinator and their respective coordination office, as well as the joint programme team for their efforts in undertaking this final evaluation.

MDG-F Secretariat

The analysis and recommendations of this evaluation are those of the evaluator and do not necessarily reflect the views of the Joint Programme or MDG-F Secretariat.

Harnessing Diversity for Sustainable Development and Social Change in Ethiopia

Final Evaluation

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Acknowledgement

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LIST OF ACRONYMS AND ABBREVIATIONS

ARCCH	Authority for Research and Conservation of Cultural Heritage
BoCT	Bureau of Culture and Tourism
BoFED	Bureau of Finance and Economic Development
CH	Cultural Heritage
CP	Country Program
CHP	Cultural Heritage Program
FACE	Fund Authorization and Certification of Expenditure (format)
GoE	Government of Ethiopia
GTP	Growth and Transformation Plan
HLSC	High Level Steering Committee
IPA	Implementation partners Agreement (format)
JP	Joint Programme
LCRC	Living Cultural Resource Centers
MDG-F	Millennium Development Achievement Fund
MDGs	Millennium Development Goals
MoCT	Ministry of Culture & Tourism
MoE	Ministry Of Education
MoFED	Ministry Of Finance and Economic Development
MTE	Mid-Term Evaluation
NPC	National Program Coordinator
NSC	National Steering Committee
PMC	Program Management Committee
PSNP	Productive Safety Net Program
RC	UN Resident Coordinator
RCO	Resident Coordinator's Office
RPC	Regional Program Coordinators
UNDP	United Nations Development Program
UNESCO	United Nations Education, Science and Culture Organization
UNDAF	United Nations Development Assistance Framework
JP	Joint Program
PIM	Program Implementation Manual for UN Agencies Assisted Programs In Ethiopia
PMT	Program Management Team
PASDEP	Plan for Accelerated and Sustainable Development to End Poverty
SNNPRS	Southern Nations, Nationalities and Peoples' Regional State
WHS	World Heritage Site

EXECUTIVE SUMMARY

1. Background

Ethiopia has a rich diversity of cultural and natural heritages. The Government of Ethiopia has expressed its desire to improve the management of the major cultural sites and the promotion of Tourism as a source of income and sustainable development. However, its potential for economic growth through tourism is highly underutilized. Population pressures, together with environmental degradation, poverty and global warming are endangering Ethiopia's natural and cultural heritages. In addition, pressure for modernization has undermined the value of cultural diversity, while indigenous knowledge and practices need to be safeguarded from globalization. National capacity, at both federal and regional levels, is limited, while infrastructure is weak. Potential linkages between the Tourist economy and other areas for development such as education or industry have not been made.

Therefore, Harnessing Diversity for Sustainable Development and Social Change Program was signed, by the Ministry of Finance and Economic Development (MoFED), on behalf of the Government of Ethiopia (GoE), and the Ministry of Culture and Tourism (MoCT) as an implementing partner. The Joint Programme (JP) team is comprised of UNESCO and UNDP, with UNESCO as the lead agency. UNESCO, as the sole UN agency responsible for culture and UNDP, as the lead UN agency for the MDGs, are charged with supporting the implementing partners by providing technical input in their respective fields of competence, and strengthening the capacity of different MoCT and BoCT structures. The key implementing government agency of the JP is the MoCT at the federal level and the Bureau of Culture and Tourism (BoCT) at the regional level.

The program was initially designed and approved with a total budget of $5 million dollars to be distributed between UNESCO (83%) and UNDP (17%), but in the third year it was revised down to about $3.623 million dollars, assuming a slow performance of the program implementation. Originally, the program was formulated to be implemented in three years (July 2009 to June 2012). However, it was later extended for six additional months (July to December, 2012) based on the recommendations of the Mid-term review, the monitoring mission undertaken by the MDG_F Secretariat in April 2012 and the submission of the status report by the JP management team as per the recommendation of the MDG-F Secretariat mission to Ethiopia.

The program is targeted to contribute to the goal of alleviating poverty and hunger (MDG 1), improve gender equality and women empowerment (MDG3) and ensure sustainable natural resource management (MDG7) through harnessing the potential of the cultural as well as the natural diversity of Ethiopia for economic and social development. The main aim of the joint program was to harness the rich heritage and cultural creativity of Ethiopia for its economic development and social progress. In order to realize this goal, the program has focused 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;
2. Development and implementation of policies as well as legal frameworks for the protection and safeguarding of Ethiopia's natural, tangible and intangible, mobile, cultural heritage;
3. Harnessing the potential of cultural and creative industries, particularly heritage-based activities such as handicrafts, cultural tourism for income generation, economic development, and poverty alleviation; and
4. Enhancing indigenous knowledge and practices of natural heritage management as well as strengthening the link between nature and culture-based sustainable development.

In line with the above-mentioned objectives, the program had three key outcomes: (i) mutual understanding of commonly shared cultural/religious values; (ii) better managed, protected and utilized cultural heritage and indigenous knowledge; and (iii) the potential of Cultural Industries Harnessed for income generation and poverty alleviation.

2. The purposes of the evaluation

This evaluation was made to assess the performance of the program in terms of Relevance, Efficiency, Effectiveness, Outcome/Impacts and Sustainability of the achievements. The key objectives of the evaluation include: (i) measuring the extent to which the joint programme has contributed to solve the needs and problems identified in the design phase; (ii) measuring to what extent the joint program has attained development results to the targeted, individual beneficiaries, communities and institutions; and (iii) identification and documentation of substantive lessons learned, good practices and challenges encountered.

3. Methodological Approach

The evaluation was largely based on the review of program documents, reports of Mid-Term Review, progress reports, related MDG and government strategies, and discussions with relevant individuals of UNESCO, UNDP and MOCT were undertaken. More importantly, three regions (Tigray, Amhara and Oromiya) were visited and intensive and focused group interviews were conducted with stakeholders, key informants and beneficiaries. Besides, the consultant made direct physical observations of activities and outputs on the ground.

4. Key findings

Relevance

The Program objectives and components are relevant to the government's GTP as they contribute to economic growth through enhancing income-generating activities, gender balance and sustainable natural resource management. The Program also addresses the MDG agenda and the UNDAF 2007-2011 and 2012-2015, including the needs and priorities of the beneficiaries at the grassroots level. The program objectives and outcomes are essentially interlinked, although not well articulated. Identification of common cultural and religious values and promotion of social coherence (outcome I) and development and implementation of policies, law and regulations (outcome II) would create an enabling environment to enhance possibilities for harnessing the potential of indigenous knowledge and economic values of cultural heritage based activities (outcome III) such as handicrafts and cultural tourism for income generation and poverty alleviation as well as conservation of natural heritages.

Efficiency

The Program has set up the governance structures required by the MDG-F. While the NSC and PMT were attempting their best in the entire period before the MTE, the PMC was not adequately fulfilling its assigned responsibilities. As a result, the oversight and quality control mechanisms were weak and insufficient. UNDP and UNESCO were also not jointly working as such; limiting all the potential benefits that joint programming has to offer. Interestingly, after the MTE, the UN agencies improved in regard to undertaking joint monitoring, quality and financial oversight. However, the consultant believes the coordination was not sufficient. Further, there was no real joint programming taking place between the UN agencies, either at activity level or at management level. Fund transfer and implementation were done in parallel, failing to achieve one of the MDG-F's main objectives. Thus, there is no convincing evidence whether or not the joint

program intervention (group of the UN-agencies) is more efficient in comparison to what could have been through a single agency's intervention.

After the MTE, the PMC was increasingly engaged in program management and monitoring mission, resulting in remarkable improvements, though for a while. Nevertheless, the role of the PMC suddenly collapsed towards the end of the program due to newly emerged conflicts between the top officials of MoCT. As noticed during the final evaluation, this created another challenge hampering the efficiency of the implementation management.

The implementation of the activities has generally been in line with the program document and implementation manual. The revised financial budget is almost exhaustively used up (99.5%). Most of the planned physical activities are accomplished despite some delays and the budget cut was attributed to the challenges in the program implementation. A large number of institutions and individuals, although the actual number could not be defined, participated in the implementation of the program and benefited as well. However, because of lack of program focus, the program fund was thinly distributed among many activities in six regional states (further scattered in several *woredas[1]*) limiting the efficient utilization of the resources. Inadequate staffing and lack of experience in program management at BOCT also restricted efficiency in program implementation. Therefore, the overall efficiency of the program implementation towards achieving its objectives is moderately satisfactory, compared to the expected level.

Effectiveness

Most of the program components focused on software intervention such as studies, workshops, awareness creation, training and dialogues. Although significant budget (about 50% of the program cost) was allocated for component III, actual support for handicrafts and creative industries was relatively inconsequential. Yet, despite all the challenges, the achievements are substantially large.

- Significant progress has been achieved towards the identification of prevailing and common cultural and religious values. Encouraging participatory approach was used by bringing together the government, civil society and academia. The programme responds to an emerging concern about inter-religious conflicts, and its sessions are being replicated by the beneficiaries. Best practices in conflict resolution in Jimma town have been replicated by the Youth Association in Addis Ababa, which reported to have created a chain of structures to reach the people at *woreda* and *kebele[2]* levels. There were also reports of increased visibility and discussion in the media as a result of the Program activities. *Participation Manual for Intercultural Dialogue* has been created as a system to harness shared cultural and religious values and diversity that will support future initiatives. Baseline studies, training and awareness raising workshops, conferences, festivals and dialogues have established a good working ground for further cultural development. The Program has enhanced the capacity of religious leaders, government staff and the cohesion among the society in general. The consultant concludes that considerable outputs have been achieved. However, the desired outcome, fostering mutual understanding of shared cultural/religious values, conservation of natural heritages and respect for diversity, are yet to be realized if continuous efforts are exerted by the concerned institutions and stakeholders.

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[1] Woreda is a local name - meaning district

[2] Kebele is the least administrative unit next to woreda (district).

- There are clear results towards managing, protecting and utilizing cultural and natural heritages including indigenous knowledge. Supported by the program, policy and regulatory frameworks as well as guidelines on the management and protection of heritage were revised and developed. Local communities and grass-root organizations have become more aware and have actively participated in the management, protection and utilization of heritages, including indigenous knowledge. For example, legal protection and management regulations were drafted for four World Heritage Sites in line with UNESCO standards; language policy was also drafted that would contribute to the understanding of multilingualism, and two mapping activities of tangible heritage sites have been undertaken. These achievements will greatly contribute to MDG7 and sustainable development of cultural heritages and respect for diversity. However, all these drafts need to be endorsed by the decision-makers (Council of the Ministers and the Parliament) for practical implementation.

- Harnessing the potential of cultural and creative industries (handicrafts and cultural tourism) for income generation and poverty alleviation is the other key intervention area of the program. Significant budget was allocated to this component but its implementation lagged far behind the schedule. Nevertheless, with strong efforts made in the second and third years, encouraging outputs have been achieved: database was developed; Living Cultural Resource Centres were established and linked to TVET; women and youth artisans have been supported in terms of training (on skill building and entrepreneurship), provision of working place, market linkages and revolving seed money. Such reinforcing program outputs would have significant impact on the success of the intended objectives and sustainability.

- An advocacy and communication strategy was developed. The strategy identifies activities already within the PRODOC that can be used for advocacy and communication purposes. However, its implementation was not as planned. It was extensively delayed, and activities of the JP were broadcasted through TV and Radio for a short time in some regions (Tigray and SNNPR) and intermittently in the others aligned with other program activities. Except in Tigray, the budget utilization was generally not as per the plan.

- In line with the Paris Declaration principle, the JP has fully engaged the national and local government institutions in the implementation of the project and created strong feeling of ownership and mutual accountability. The CSOs were involved in the provision of trainings, workshops, dialogue forums and others. As explained above, the JP aligned and harmonized the outcomes, outputs and activities, taking into account the priority plan of the government (GTP). The major harmonization procedure is that UNESCO entered into Harmonized Approach to Cash Transfers to implementing partners (HACT) modality. The UN agencies have significant value addition in technical advices for the IPs in preparing Annual Work Plans (AWPs), organizing training and experience-sharing workshops, coordinating joint monitoring missions, and preparation of improvement plans for the no-cost extension.

Outcomes

Salient outcomes of the program are summarized as follows:

- *Institutional:* MoCT/BoCT is relatively the youngest government institution. The program provided opportunities for the staff members to appreciate the values of cultural heritages from which great economic and social benefits can be accrued. Besides, the experience they gained on program management, monitoring and evaluation is considered to be a breakthrough to formulate new programs/projects for further cultural development. More importantly, the program catalyzed MoCT/BoCT to own the program activities in the regular programs. It has highly motivated the

sector bureaus and the Office of Youth and Women's' Affairs and has brightened their vision for cultural and tourism development. Consensus has been built that well preserved and promoted heritage is an all rounded asset for political, social, economic as well as cultural development.

- *Community and individual beneficiaries:* The program interventions contributed to community and individual benefits through transforming cultural values into economic values, and in the process the program has contributed to MDG1 and MDG3. An impressive impact is that the poorest of the poor and marginalized artisans (dominantly women and youth) have significantly increased production of cultural goods; they are better linked to markets and have generated much higher income than ever before. This is a good achievement towards MDG1 and MDG3. The program has influenced the negative attitude of the people towards the artisans and consequently a number of new people (who had never practiced) are now entering into the business. The voices and social networks of groups of artisans and some cultural artists are enhanced in their respective communities.

Sustainability

- The JP has been aligned with the national GTP and UNDAF. There appeared a high level of institutional support and ownership of the program, synchronized in the regular program of ARCCH and BoCT. Regardless of the personal conflicts of top officials of MoCT, the Government has showed leadership commitment to keep working with the program. This is a necessary decision and a right course of action to ensure sustainability of the effects of JP. However, they have limited technical and financial capacity to keep up the benefits produced by the programme and replicate or scale them up at national or local levels.

- The implementation of income harnessing from the economic values of cultural heritages and an IGA are technically and financially sustainable. The JP and IPs have established LCRC and have attempted to strengthen local institutions, associations and groups of beneficiaries to ensure sustainability of the program effects. However, Income generating activities, IGA, in pottery and wood works might have adverse impact on land degradation and deforestation, which implies the need for special technical support from concerned institutions to mitigate the risk and ensure environmental sustainability.

Challenges

The program design was not sufficiently SMART (specific, measurable, achievable, relevant and time bound). The expected outcomes are found to be ambitious in coverage, both thematically and geographically, given the time and resources allocated to it; activities are too many, redundant and fragmented. On the contrary, the program document proposed only few implementing staff (only one full-time coordinator in each region). The program revision did not significantly scale the program outcomes and activities down without embedding one into the other. The results of the evaluation also reveal that inadequate participation of stakeholders and lack of experience in program management in the sector might contribute to the problem. It is concluded that the program implementation suffered from poor formulation of the program, too much delay in staffing and fund transfer, absence of M&E experts and poor progress reporting, lack of harmony at the top of MoCT management and weak national coordination system.

In summary, many of the weaknesses identified rest under the supervision and responsibility of the PMC. The PMC failed to deliver as per its responsibilities, and that insufficient engagement at management level has negatively impacted the vision and quality of the program. It is in the context of the PMC that the UN agencies would be in a position to adequately contribute expertise and ensure oversight of program quality, and that the RC can promote joint programming as opposed to parallel implementation. Added to the

program management problems, as mentioned above, the program design severely affected the overall program performance. (Please see detailed recommendations included in this document).

1. INTROCDUCTION

1.1   Background

Ethiopia is endowed with a diversity of tangible and intangible heritages, both traditional and modern cultural expressions, ceremonies, festivals, celebrations, rituals, and other living expressions and centuries-old know-how in handicraft production. In fact, the country's cultural industry is perhaps one of the oldest in the world and is exceptionally diverse. Nine of Ethiopia's cultural and natural heritage sites have been registered in UNESCO's World Heritage Sites attesting to the outstanding and universal value of Ethiopia's heritage. The rich cultural landscape is further enhanced by the representation of numerous languages and religions, including Christianity, Islam, Judaism, and other traditional religions. The peaceful coexistence of these religious communities for centuries bears testimony to Ethiopia's social cohesion. Moreover, Ethiopia is a land endowed with immense biodiversity.

In contrast to its rich cultural and natural heritages, Ethiopia is among the least developed countries in the world. 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 heritages. Moreover, living indigenous knowledge and practices in natural resource management have not been utilized to safeguard these resources.

Given its rich cultural heritage, the country's potential for economic growth through tourism is highly underutilized. The abundant supply of labour is a potential resource for development with little requirement for investment, in particular with regard to handicrafts and other arts that require intensive manual labour. Although most products are original and functional, there is no standardization of products and this has prevented them from competing in the international market. Additionally, there are no market linkages between producers and traders, with middlemen retaining a good share of the profit. In addition to income loss, low level of specialization and inability to respond to market demands are predominant features of the problem. Poor coordination also leads to lack of integration and synergies, while efforts of stakeholders become fragmented and possibly duplicated.

The creative industries are not well developed due to numerous reasons including inadequate legal framework, ineffective enforcement of laws, weak operational capacity, and inadequate skill in entrepreneurship. This has resulted in a poor institutional framework. In general, national capacity at both federal and regional levels is limited, exacerbated by weak infrastructure. Potential linkages between the tourism economy and other areas of development such as education and industry, have not been well addressed.

Safeguarding and harnessing these assets would enable Ethiopia to capitalize on the prevailing rich heritage for the socio-economic well-being of the people. 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 enhancement of the role assigned to culture on the Ethiopian agenda for development. Therefore, to harness the socio-economic potential of culture, it needs to mobilize the culture sector and utilize its important economic contribution to poverty alleviation, social progress, and sustainable development. Accordingly, a Joint Program, "*Harnessing Diversity for Sustainable Development and Social Change in Ethiopia" has been under implementation for the last three years in Ethiopia.* The program is one of the 128 active programs in 49 countries spread across 5 regions of the MDG fund, and one of the 18 programs in the Culture and Development window. It seeks to contribute to the MDG goal through the use of culture and art, giving special attention to the participation of women and youth.

During the evaluation process, though the official program period has expired the program is under implementation with the 6-month No-Cost extension granted by the MDG-F Secretariat until 31st December, 2012. Given that financial, human, and materials resources have been committed, it would be the interest of the donors, the Government and the implementing agents to get the program evaluated so as to assess the achievements made, challenges encountered and document lessons learned for further development interventions. Therefore, in line with the instructions contained in the Monitoring and Evaluation Strategy and the Implementation Guide for Joint Programs under the Millennium Development Goals Achievement Fund, this final evaluation is produced by an independent evaluator.

1.2 Objectives of the Evaluation

As per the ToR, the evaluation has focused on measuring development results generated by the joint program, based on defined evaluation criteria. The following are specific objectives of the evaluation:

1. To measure the extent the joint program has contributed to solve the needs and problems identified in the design phase;
2. To measure the joint program's degree of implementation, efficiency and quality delivered on outputs and outcomes, against what was originally planned or subsequently officially revised.
3. To measure the extent the joint program has attained in delivering development results to the targeted population, beneficiaries, participants whether individuals, communities, institutions, etc.
4. To measure the joint program contribution to the objectives set in their respective specific thematic windows, Culture and Development as well as the overall MDG fund objectives at local and national levels. (MDGs, Paris Declaration and Accra Principles and UN reform);
5. To identify and document substantive lessons learned and good practices gained on specific topics of the thematic window, Culture and Development, MDGs, Paris Declaration, Accra Principles and UN reform with the aim of supporting the sustainability of the joint program or some of its components;
6. To conduct a thorough and complete analysis and description of the appropriateness of the financial arrangements and operations of the joint program, with the aim of fulfilling accountability purposes to the National Steering Committee and the MDG-F Secretariat.

2. EVALUATION APPROACH AND METHODOLOGY

The evaluation criteria are at the core of the methodological approach. Within the defined scope, the consultant had collected data and made assessments according to the criteria. In so doing, assessment was made to measure the performance of the program and identify its value addition towards economic and social development.

2.1 Analytical Framework

The consultant assessed the program with specific to certain defined criteria: *Program Relevance, Efficiency, Effectiveness, Outcome/Impact and Sustainability*. In addition, factors influencing program performance, best practices and lessons learned were explored. The following diagram illustrates this approach.

Findings: Factual statement about how the program has supported (i) mutual understanding of cultural heritage and values (ii) protection and safeguarding cultural heritages (iii) Harness the potential benefits (iv) identify the strengths and weaknesses cooperation between the UN Agencies involved ("One UN") and cooperation between the UN Agencies and the Lead Minister and other partners,and (v) Eenhance indegionous knowledges/practices for better management of the heriotages - based on evidences gathered

Assessment: (i) a judgement of program performance in relation to specific evaluation criteria vis-a-vis program development objectives; (ii) document **Most Significant Changes** attributed to the program; (iii) identification of the key facors that influence that performance; (iv) identification and analysis of the strengths and weaknesses of management, governance, coordination and implementation of the JP, in regard to the Implementation Guidelines,and (v) indentify lessons and best practices

Conclusions: Key messages based on the subjective interpretation of the assessments and the findings.

Recommendations: Proposals for action to be taken and the way forward

2.2 Data Collection and Analysis

The data collection and analysis of the results are made in accordance with the given ToR for the evaluation. The assessment was, by and large, participatory and involved relevant stakeholders. The consultant gathered information at various levels, ranging from the program management, implementers to community beneficiaries. In order to base the recommendations on quality data, the information collected from various sources and through different methods was triangulated. Both secondary and primary data were collected. Review of pertinent documents, focus group discussions and key informant interviews were employed. The evaluation process was conducted in three phases.

Phase I: Desk Review to Gathering Secondary Information

- A desk review was undertaken in order to become familiar with the program, its objectives, the challenges and context, and prepare an inception report and questionnaire/checklist for field work. Comments were incorporated by the evaluation Reference Group during the presentation of the inception report.
- Extensive documents such as the Program Document, annual work plans, monitoring reports, MDG-F mission reports, Mid-term review report, minutes from management meetings and correspondence, assessment reports and policy drafts were provided by the client. The consultant had thoroughly reviewed the documents and used them as secondary information to

measure the achievements of the program in terms of key output/outcome indicators; i.e. most significant Changes.

Phase II: Field Visits to Collect Primary Data

- Field visits were organized to collect first-hand information through direct interviews and focus group discussions using the checklist/semi-structured questionnaire.
- Four of the six regions (Addis Ababa, Oromiya, Amhara and Tigray) were covered in the field visits. Major Representative Staff (national and regional coordinators, BoCT representatives), counterparts (BoFED, Women and Youth Affairs) and beneficiaries (artisans and artists) were all interviewed.
- Representatives of the Spanish Development Cooperation and UNDP and UNESCO were interviewed.
- Visual observations of activities at the grass-root level were made as well. In addition, facilities and capacities developed at the Headquarters of the MoCT were visited.

Phase III: Data Analysis and report writing

- The data collected from different sources were triangulated and analyzed using both qualitative and quantitative techniques.
- A preliminary report was shared with the MDG-F Secretariat and country team for validation in accordance with the timeline set out in the inception report.
- A final report was drafted by taking into account the observations, corrections and suggestions made to the preliminary report.

2.3 Limitation to the Current Program End-Term Evaluation

While conducting this final evaluation of the JP, some constraints were encountered. First of all, information at MoCt and BOCT (except in Tigray) was not well organized. Progress reports lack details of program achievements, virtually no quantitative information. As well indicated in the program document, there is no baseline information for the program outcomes (rather baseline studies were considered as some of the outputs of the program implementation). Quantitative data on achievements (outputs or outcomes) were also lacking to compare them against what was originally planned. Thus, the evaluation process was limited to compare the outcome of the work done against the resource committed.

3. PROGRAM OVERVIEW

The program was jointly designed by UNESCO, UNDP and the Government of Ethiopia. The Program seeks to harness Ethiopia's cultural and natural diversity towards development and social progress, with the belief that this could, in turn, support social stability and have a positive and direct impact on three of the Millennium Development goals (MDGs). It aims:

1. to eradicate extreme poverty (MDG 1) by strengthening social cohesion, (which provides a stable environment necessary for development), by safeguarding heritage, developing institutional capacity, producing income-generating activities, and creating an enabling environment for cultural industries;
2. to promote gender equality (MDG 3) by ensuring full participation and engagement of women;
3. to ensure environment sustainability (MDG 7) by identifying indigenous knowledge and practices of natural heritage management;

3.1 Program Objectives

The main aim of the joint program was to harness the rich heritage and cultural creativity of Ethiopia for its economic development and social progress. In order to realize this goal, the program has focused on the following objectives:

1. Strengthening inter-cultural/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;
2. Development and implementation of policies as well as legal frameworks for the protection and safeguarding of Ethiopia's natural, tangible, intangible, and mobile cultural heritages;
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;
4. Enhancing indigenous knowledge and practices of natural heritage management as well as strengthening the link between nature and culture based sustainable development;

3.2 Program Outcomes

From the program document, the consultant identified five expected outcomes:

1. Strengthening inter-cultural/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;
2. Developing and implementing the legal and policy framework to protect and safeguard Ethiopia's tangible, intangible, mobile, and natural heritage and enhance national capacity on musicology, site management and inventory of intangible heritage;
3. Harnessing the potential of cultural and creative industries, particularly heritage based activities such as handicraft and cultural tourism for income generation, economic development, and poverty alleviation;
4. Enhancing indigenous knowledge and practices of natural heritage management as well as strengthening the link between nature and culture based sustainable development;
5. Enhancing cross cutting capacity at the federal and regional levels through the recruitment of a program officer and a program financial officer at both the regional and federal levels to assist MoCT and BoCT in their respective roles as specified in the Joint Project document;

However, based on the feedback from the MDG Secretariat that the Program needed to focus on specific objectives, the country team underwent a revision exercise on October 2010 (at Adama) and modified/reduced the initial five outcomes to three. A close observation tells that the 4th outcome has been just merged with the 1st and 2nd outcomes, but without significantly reducing the activities therein. Outcome 5 was regarded as program administration/staffing and hence excluded from the outcome list, while still maintaining the activities to be done hereof.

The revised program document has the following key outcomes:

Outcome I: "Mutual understanding of commonly shared cultural/religious values and respect for diversity were strengthened" through inter-religious and cultural dialogue, promoting social cohesion, stability and the social status of culture within society.

Outcome II: "Cultural heritage including indigenous knowledge were better managed, protected and utilized" supported and safeguarded through an effective policy framework.

Outcome III: "The potential of Cultural Industries (Handicrafts and Creative Arts) was harnessed for income generation and poverty alleviation" by identifying and strengthening skills, promoting better networks between producers and the market, acquisition of better knowledge of existing resources, demand and potential product branding.

3.3 Program Implementation Strategies

As per the program document, the following strategies have been proposed to achieve the desired goals (outcomes):

- A Participatory Approach: - In order to empower communities and enhance national ownership and thereby enhance sustainability, the national and regional institutions are expected to implement the Joint Program in accordance to the priority given to national experts.
- Social Mobilization: A series of awareness raising and advocacy campaigns to be carried out with an aim of advancing knowledge, enhancing skills, and sharing best practices towards realizing the intended change in attitude and behavior.
- Capacity Building: Lack of capacity of stakeholders was perceived as a major weakness in the cultural sector, including public and private organizations/institutions. Thus, the project document considered the need for capacity building of the relevant stakeholders for the realization of the Program objectives in a sustainable manner.
- Building Partnership: Go in partnership with relevant public and private sectors, civil society organizations, and development partners to create synergy among stakeholders, to avoid duplication, and to prevent waste of scarce resources.

- Establishing strong linkages vertically within the cultural industries and horizontally with other industries. The value chain approach is to be pursued in order to effectively integrate the actors within the industry allowing for specialization, greater productivity and enhanced sustainability.
- Focus on Multiplier Effect: The four outcomes were linked to the World Heritage Sites and other major tourist destinations to create synergy between them and enhance positive image of the country.

3.4 Program Budget

The program was initially designed and approved with a total budget of 5 million dollars to be distributed between UNESCO (83%) and UNDP (17%), and to be implemented in three years (July 2009 to June 2012). However, in July 2012, the total program budget was cut down to $ 3,623,131.85, reduced by about $1,376,868.51 due to slow financial implementation, delivery and absorption capacity of the program as noted by the MDG_F Secretariat during the monitoring mission undertaken in April

2012. The budget cut was endorsed by the NSC and the PMC. Accordingly, the budget initially planned for the third year was not disbursed and the amount initially allocated for two years was used for 3.5 years total period of implementation. Based on the recommendation of the MTE, no-cost extension for six months was made on the program period. Thus, this final program evaluation has been made based on the revised program outcomes and budget.

Table 1: Budget detail per outcome as indicated in the program document (USD $)

	Activity	Year 1	Year 2	Year 3@	Total
	Sub Total outcome 1	220,500	132,500	111,500	464,500
	Sub Total outcome 2	259,000	378,718	222,579	860,297
	Sub Total outcome 3	706,000	1,196,863	773,250	2,676,113
	Sub Total outcome 4®	142,500	65,874.	53,464	261,838
	Sub Total outcome 5	111,000	111,000	126,000	348,000
A	*Total Project Cost*	*1,439,000*	*1,884,955*	*1,286,793*	*4,610,748*
B	UNESCO	1,207,000	1,494,671	1,132,329	3,834,000
C	UNDP	232,000	390,284	154,464	776,748
D	UNESCO Indirect	84,490	104,627	79,263	268,380
E	UNDP Indirect Cost	16,240	27,320	10,813	54,372
F	Total Indirect Cost (D+E)	100,730	131,947	90,076	322,752
G	Direct and Indirect Cost (A+F)	1,539,730	2,016,902	1,376,868	4,933,500
H	Formulation Advance UNDP	0	0	0	20,000
I	AA Fee (1%)	0	0	0	46,500
J	**Project Total (G+H+I)**	**1,539,730**	**2,016,901.85**	**1,376,868.51**	**5,000.000**

Note: @ Indicates that the budget for Year-3 was not transferred to the JP at all.
®The budget for Outcome 4 was redistributed to Outcomes 1 and 2 in line with the revised program.
Source: Budget detail per outcome as indicated in the program document

3.5 Program target

The major beneficiaries of this joint program are community members, community leaders, cultural and religious institutions, faith-based organizations, all levels of government, cultural enterprises, cultural associations, and entrepreneurs, relevant private and community-based organizations. In addition, the program document stressed that special consideration would be given to women, children and the youth. The program was designed to be implemented in six regions, namely Addis Ababa, Amhara, Tigray, Harare, Oromia and Southern Nations, Nationalities and Peoples' Region (SNNPR) and the Federal Government (McCT). The specific locations for implementation of the program activities in each region were expected to be decided in close consultation with the MoCT and BoCT.

3.6 Program Management

The Program was signed, by the Ministry of Finance and Economic Development (MoFED), on behalf of the Government of Ethiopia (GoE), and the Ministry of Culture and Tourism (MoCT) as an implementing partner. The Joint Program (JP) team is comprised of UNESCO and UNDP, with UNESCO as the lead agency.

The key implementing government agency of the JP is the MoCT at the federal level and the Bureau of Culture and Tourism (BoCT) at the regional level. UNESCO, as the sole UN agency responsible for culture, and UNDP, as the lead UN agency for the MDGs, are charged with supporting the implementing partners by providing technical input in their respective fields of competence, and

strengthening the capacity of different MoCT and BoCT structures, while ensuring consolidated and harmonized reporting and reviewing mechanisms.

A Programme Management Team (PMT) was established in order to ensure the day-to-day activities of the program and MoCT and BoCT's effective implementation capability. The PMT, envisioned in the PRODOC, included two full-time staff members (a Programme Coordinator and a Finance Officer) at the federal level under MoCT, as well as a Programme Officer for each of the selected six regions, (the Regional Programme Management Teams or RPMT). The management team is accountable to MoCT and BoCT and charged with managing the day-to-day implementation activities of the Programme such as developing action plans, monitoring activities, and producing reports in their respective areas.

The Program Management Committee (PMC) comprises of representatives of the two participating UN agencies as well as the representatives of the Ethiopian Government counterparts, the Spain Government and the Program management team. It is co-chaired by the RCO and a senior representative of MoCT. Experts can be invited to PMC meetings as needed. The primary responsibility of the PMC is to provide technical and substantive leadership, follow-up the implementation process, ensure operational coordination, establish the program baseline and adequate reporting mechanisms, review and endorse annual progress reports to donors, and establish communication and public information plans.

The MDG-F relies on the UN Resident Coordinator (RC) to facilitate collaboration between the participating UN agencies and to ensure that the program is on track and the promised results are delivered. This is to be done through two governance structures: the National Steering Committee (NSC) and the Program Management Committee (PMC). The management and coordination arrangements follow the Operational Guidance Note for Participating UN Organization[3] and the PIM (Program Implementation Manual for UN agencies assisted programs in Ethiopia).

The National Steering Committee (NSC) is a country-wide structure that oversees all MDG-F Programmes in the country and provides strategic guidance as well as alignment with the National priorities. The NSC membership is limited to non-implementing parties to allow for independence, and should include at least a representative of the Government of Ethiopia (the State Minister of MoFED), a local representative of the Government of Spain (the Ambassador of the Kingdom of Spain), and the United Nations Resident Coordinator (URC). The representative of the Ethiopian Government and the RC will co-chair the NSC. The co-chairs can invite UNESCO, UNDP, and MoCT as observers. On April 28 2011, the High Level Steering Committee (HLSC) made the decision to merge the MDG-F Steering Committee with the HLSC[4]. Like the NSC, the HLSC meets twice a year and is co-chaired by the State Minister of MoFED and the RC. In addition to the Spanish Ambassador, the HLSC includes participation of the Ministry of Foreign Affairs, Ministry of Federal Affairs, Ministry of Agriculture, Ministry of Health, Ministry of Women's Affairs; 6 Representatives of the UN Country Team, including the three participating UN Organizations in the One UN Fund, as well as the three Representatives of donor partners from within the donor community based on invitation from the co-chairs (DFID, Norway and Spain).

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[3] MDG-F, 2 October 2007.
[4] A separate MDG-F NSC took place on June 2011 in spite of this decision.

4. ASSESSMENT OF THE PROGRAM PERFORMANCE

The program performance was assessed in terms of key issues: program relevance, efficiency, effectiveness, outcomes/impacts and sustainability of the results.

4.1 Program Relevance

In general, the program objectives are in line with the Government's GTP and elements of the MDGs and UNDAF. It also addresses priority needs and problems of beneficiaries at the grass-root level. However, the objectives were ambitiously designed and activities are too many and fragmented, given the resource and time allocated for implementation. Thus, the program design seems to affect the management and resource use efficiencies. This problem, in turn, might arise from inadequate participation and poor experience of the IPs (particularly the regional BOCT) in the program design.

4.1.1 Program Alignment with Government Policies/Strategies and the MDGs

One of the major issues assessed with reference to the relevance of the Joint Program was clarity of the objectives in the design process. Accordingly, it was found out that the initial Program was highly successful in identifying culturally appropriate solutions for national problems such as poverty and incipient religious conflicts. The program goals and objectives are clearly linked with National priorities as stipulated in PASDEP - sustainable income generation and poverty reduction. The national GTP also underlined "culture and tourism" as a cross cutting issue for economic transformation. Moreover, promotion of gender equality, through "unleashing the potential of women" and youth empowerment, is also the focal area of GTP that the program attempted to address.

Similarly, this final evaluation also found that the program attempted to address three of the MDGs (MDG1- poverty reduction, MDG3-gender equality, and MDG 7- environmental sustainability). In this regard, the JP has clear objectives and activities to reduce poverty through promoting cultural handicrafts and tourism as income-generating alternatives (addressing MDG1) and these opportunities are given dominantly for women (MDG3). It is complemented by creating awareness amongst communities in safeguarding their heritage (for economic gain) and by creating an enabling and peaceful environment where cultural industries can grow.

One of the program objectives is "enhancing indigenous knowledge and practices of natural heritage management as well as strengthening the link between nature and culture based sustainable development". The program design included awareness creation and development of effective policy frameworks to safeguard cultural (natural) heritages. These are, therefore, directly reflecting the relevance of the program to ensure environmental sustainability (MDG7). Promoting diversified income generation for economic growth, gender mainstreaming and enhancing environmental management are also the concern of the United Nations Development Assistance Framework (UNDAF).

Enhancing the management of natural (cultural) heritage and exploiting the economic potential of diverse cultural values are among the priority needs of citizens as a whole. The livelihoods of thousands of households in all parts of the nation are also dependent upon cultural and creative industries. However, these groups of the society were often marginalized, coupled with lack of adequate knowledge, skill, access to finance and market linkages to harness the potential benefits of their cultural practices. Thus, the program captured the priority needs of the direct beneficiaries as well.

In general, the program design has been aligned with the government's development policy direction, with selected MDGs, UNDAF as well as priorities of the beneficiaries. All objectives are perceived as

relevant and appropriate. This program is, perhaps, the first of its kind in the country to address the problems of the culture sector.
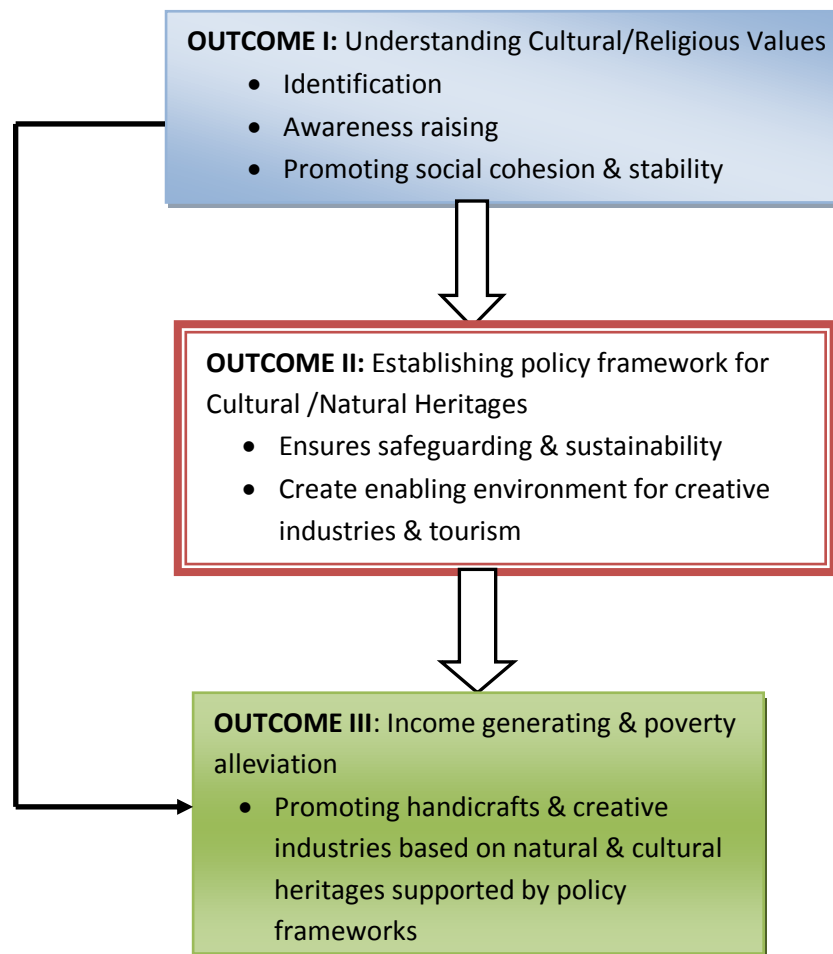
4.1.2 Complementarity of the Program Components/Activities

The program objectives and outcomes are found to be essentially interlinked. Identification of common cultural and religious values, conflict prevention and promotion of social coherence (outcome I) would create a favourable ground for the other two outcomes (II & III). Development and implementation of policies as well as legal frameworks for the protection and safeguarding of cultural heritage (outcome II) would enhance possibilities of harnessing the potential of indigenous knowledge and economic values of heritage-based activities (outcome III) such as handicrafts, and cultural tourism for income generation, economic development, and poverty alleviation. Packages of supports provided to artisans/artists (such as skill training, technical advice, finance, market linkages and administrative support providing with work/market places) are all internally and strongly coherent and reinforcing one another. Nevertheless, although outcomes (I) and (II) could promote a stable and strong environment for cultural development, their impact on economic and social development could be realized only in the long run.

However, when looked into the Result Framework, some activities seem unnecessarily duplicate and planned fragmentally[5], but were found to be implemented as one activity, creating confusion to the development practitioners.

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[5] For instance, four baseline studies on prevailing cultural values *(activity 1.1.1) - but* only one baseline survey in the six regions was undertaken. Similarly, seven assessments of institutional capacity at regional and municipal levels were conducted *(activity 3.6.2)*, *but* actually what was done is that data were collected from the six regions and federal level, *but* one full-fledged assessment document was produced.

Figure 1: Complementarities of Program Outcomes

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┌─────────────────────────────────────────────────┐
│ OUTCOME I: Understanding Cultural/Religious Values│
│    • Identification                              │
│    • Awareness raising                           │
│    • Promoting social cohesion & stability       │
└─────────────────────────────────────────────────┘
                        │
                        ▼
┌─────────────────────────────────────────────────┐
│ OUTCOME II: Establishing policy framework for    │
│ Cultural /Natural Heritages                      │
│    • Ensures safeguarding & sustainability       │
│    • Create enabling environment for creative    │
│      industries & tourism                        │
└─────────────────────────────────────────────────┘
                        │
                        ▼
┌─────────────────────────────────────────────────┐
│ OUTCOME III: Income generating & poverty         │
│ alleviation                                      │
│    • Promoting handicrafts & creative            │
│      industries based on natural & cultural      │
│      heritages supported by policy               │
│      frameworks                                  │
└─────────────────────────────────────────────────┘
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4.1.3   Scope of Program Design

The original project document identified five outcomes and with a number of activities to be implemented in six different geographical areas plus at federal level. However, practically, that is an ambitious plan given the time frame and the human and financial resources allocated to it. Clearly, some objectives cannot be realized in the specified period. For instance, it generally needs a long-term process to realize the objective/outcome (I) – "strengthening inter-cultural/religious dialogue to foster mutual understanding of heritage and the sharing of common values" as it requires attitudinal change of the society at large. The same is true for objective (IV) "enhancement of indigenous knowledge and practices of natural heritage management as well as strengthening the link between nature and culture based sustainable development." Awareness-raising workshops, dialogue forum and skill trainings were the key activities implemented towards achieving these objectives. However, such activities were undertaken only for a short time (often less than a week for each), which cannot change the prolonged attitude of the people enough to make them understand the mutual values of culture/religion and the significance of protecting and managing the heritages.

Program design is heavily and dominantly focused on undertaking software outputs and activities. There appeared too many studies, workshops/conferences, dialogues, policy reviews and trainings.

Except the training for artisans/cultural artists, the outcome of all these may not be realized in the short run and hence cannot be measured. The program design lacked focus in identifying key geographical areas for intervention. While the coverage in six regions is still large, failure of the program design to define specific locations within each region was another challenge. Consequently, program activities were disseminated to as many *woredas* as possible. This might have been done consciously by the federal and regional governments to appease grievances related to fairness between regions or to soften any political implications.

From close review of the revised program outcomes and objectives, the consultant could not find substantial change in the program revision. Nearly all the initial objectives/outcomes remain intact, except that outcome 4 was embedded into outcomes 1 and 2 based on the relevance of the activities. The program activities also still remained too many as it was before, though some reductions were made in the second year. Generally, although the objectives are all relevant, the design was not SMART as such, and has huge repercussions on implementation efficiency and outcomes to be realized.

With regard to beneficiaries, the program included various social groups in the respective regions. The major beneficiaries were 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, women, children, and the youth were given due attention in the program implementation processes.

Regarding the priority needs and development challenges of the target beneficiaries, JP was found to be a good option.

4.2   Program Efficiency

The work done is generally in line with the program design. However, as mentioned above, most of the program components focused on software intervention: different studies, workshops, awareness creation, training and dialogues but only one component (III) centred at harnessing the economic potential of cultural development (handicrafts and creative industries). Although significant budget (about 50% of the program cost) was allocated for component III, the volume and depth of technical supports provided in terms of skill training, experience sharing and market linkages was inadequate. Overall, the program fund was thinly distributed among many activities in six regional states (further scattered among several zones/woredas). Either the locations or the activities could have been downsized in a more succinct approach for more efficient and effective results. Consequently, the magnitude of observable outcomes at regional level is low as compared to the financial resource committed. Yet, relative to the resource committed at community level, the size of work done and results achieved is appreciable.

4.2.1   Achievement of Physical Plans

From the document analysis and field observations it has been proved that all of the three major components were addressed in the program implementation activities despite the budget cut. The accomplishment rates are found to be high, specifically for the software activities such as assessments/studies, awareness creation, training and capacity building among various sections of the community. As indicated in Table 2, a larger number of beneficiaries have been reached than initially planned. Despite all the challenges in design and management phases, cumulatively over 85% of the program outputs/activities proposed have been successfully implemented. This can be considered as substantially high.

Table 2: Plans against Program Accomplishment

Major Activities	Beneficiaries			
	Type	Targeted	Reached	% achieved
1. Awareness raising through workshops, dialogue, information sharing, etc.	Citizens Men /women	2500	2,984	119
2. Developing intercultural dialogue mechanisms	Civil servant/men	140	272	194
3. Developing intercultural dialogue mechanisms	Civil servant/women	110	186	169
4. Training and capacity building at the community, institutional, local, national levels	Communities	1,189	972	82
5. Awareness raising through workshops, dialogue, information sharing, etc	Professionals /men/	60	121	202
6. Awareness raising through workshops, dialogue, information sharing, etc	Professionals /women/	60	40	67
7. Provide technical support	Tour operators local institutions/	1	1	100
8. Strengthening cultural infrastructure, cultural community centres/villages, museums	LCRC Sites / municipalities	6	4	67
9. Creating socio-economic opportunities for women (craft, entrepreneurial skills, etc)	Cultural industries /small and medium enterprises/	18	11	61
Total	-	4,084	4,591	112

Source: compiled from 4th Biannual Report and 5th Annual Report.

Yet, the implementation performance considerably varies from region to region. The Authority for Research and Conservation of Cultural Heritage (ARCCH) nearly fully accomplished the implementation of all mandated activities, and among the regional states considered, Tigray relatively did the highest followed by Oromiya. However, the federal MoCT, Addis Ababa and SNNPR performed least.

4.2.2 Efficiency of Program Management

The performance of a program management is the most decisive factor for the success or failure of any intervention. In this regard, the current program has set up the governance structures required by the MDG-F. From the organizational structure, one can observe that there appeared a long ladder stretching from the highest decision maker HLSC or NSC down to PMC, PMT, and then to the local IPs. In the earlier program period, while NSC and PMT were making good efforts fulfilling their assigned responsibilities, PMC was ineffective hampering the program management efficiency. Similarly, UNDP and UNESCO were working rather independently and there was no a Joint Program as such.

Later, there appeared some improvement in program management in line with the recommendations of the MTE. Addis Ababa and Oromiya have been included as members of the PMT which created a sense of accountability and representation by the other project coordinators and a better access to information. As compared to the period before the MTE, UNDP and UNESCO were found working more jointly and strongly toward the third year. The evolvement of PMC also increased. For instance, the State Minister of the MoCT more intensively participated in monitoring mission and decision making processes. However, the engagement of PMC suddenly collapsed because of internal conflicts among the MoCT officials which created severe challenges towards concluding the program operation. Thus overall final

assessment shows that the higher program management committee were found not adequately fulfilling the roles and responsibilities expected of them in terms of strategic guidance and management oversight.

The following section addresses assessment results with regard to the program design, implementation and financial management and M&E and advocacy issues.

4.2.2.1 Program Design

According to the information from key informants at federal and regional levels, the program design was not adequately participatory. The program document was produced by an independent consultant (hired by MoCT/UNDP) without active participation of the IPs, the staff members of MoCT and BoCT. The consultant then organized just a one-day consultation workshop for the stakeholders to endorse the document. Subsequently, MoCT signed the Program document with no significant improvement after the workshop and sent it to the MDG_F Secretariat for approval.

4.2.2.2 Implementation Management

UNESCO and UNDP are mandated largely to allocate resources, support the IPs in preparing annual working plan, providing technical advices and undertaking M&E. From the discussion with the UNDP and UNESCO program focal persons, it was learned that the agencies in principle attempted to operate as a team (as ONE) thematically focusing on their respective areas (UNESCO on cultural issues and UNDP on development issues). However, they have no defined division of labour and no special geographic focus. UNESCO, as a lead agency, was actively engaged in the coordination of the JP. But, UNDP was preoccupied with other programs and was confronted with a high staff turnover. Thus, beyond fund transfer, the role of UNDP in the program implementation management was limited. Though there seems some improvement towards end of the program period, the concept of joint accountability was weak and much understood as individual agency accountability rather than collective accountability to joint results.

From this program evaluation, given the available information, there is a no clear indicator whether or not the implementation of a JP intervention by a group of UN agencies was more efficient in comparison to what could have been through a single agency's intervention. Therefore, this needs a different experimentation to come up with a conclusion as to which approach is more efficient in service delivery.

The day-to-day activities of the program were supposed to be monitored and coordinated by MoCT's National Program Coordinator and Finance Officer. However, though MoCT was basically responsible to coordinate the overall all program activities, it suffered from internal governance problems and hence its contribution to the program management was disappointing (see details in section 4.6).

Implementation of the program activities was fully undertaken by MoCT and BoCT, and contrary to the design it was appreciably participatory. A good social mobilization was undertaken; a series of awareness raising and advocacy campaigns were carried out with an aim of advancing knowledge, enhancing skills, and sharing best practices towards realizing the intended change in attitude and behaviour. More importantly, the Joint Program under evaluation was found to have high level of national ownership by the MoCT and BoCT.

According to the interview results with the representatives of ARCCH and BoCT, the program activities have already been incorporated into their yearly annual work plan. This finding is also in line with that of the MTE and JP monitoring mission report.

Close collaboration was also observed by the local Administration office, Small and Medium Enterprise Agency (SME) as well as office of Women Affairs at federal and regional levels. Similarly, there were several civil society institutions, the academics, religious leaders, youth groups, and women's organizations who were actively involved in the Program implementation processes. However, the program did not fully involve other relevant stakeholders like the Ministry of Trade, Ministry of Agriculture and Ministry of Education.

Supported by the UN agencies, particularly BoCT played a good role in preparation of the annual work plan and delivery of results. Thus, it has contributed considerable added values to solve the development challenges through implementing the program objectives. In each region, the program activities addressed religious and cultural/institutional problems, environmental challenges, social and economic matters, focussing on women and youth as key beneficiaries.

4.2.2.3 Financial management

The Multi Partner Trust Fund office (MPTF) of UNDP is the administrative agency (AA) for the MDG Achievement Fund. Upon request, funds are duly approved by the PMC and MPTF disburses the fund to the UNESCO and UNDP headquarters, The UN agencies, in turn, further channel the funds to their respective country offices in Ethiopia. Based on agreed work plans, the resources from UNESCO and UNDP country offices are transferred to MoCT for activities to be implemented by the Ministry at federal level and to the BoFED for activities implemented on regional level by the BoCT. MoCT disburses the funds to the federal implementing partners in accordance with the JP document and plans of action and in return collect activity and expenditure reports from them. Similarly, BoCT effects payments and submit quarterly financial and activity reports to BoFED and provid a copy of the report to MoCT. Finally, MoCT and regional BoFED prepare consolidated reports to UNESCO/UNDP and MoFED (the government coordination body).

Right from the beginning, UNDP has been using Fund Authorization and Certificate of Expenditure (FACE) format to transfer fund to the IPs but UNESCO was using Implementation Partners Agreement (IPA). The Government (MOFED/BOFED) has been well experienced with the FACE format, which is also simpler, but it has never been familiar with the IPA format which is more complex. This discrepancy in fund transferring formats was a big challenge during the first year, contributing to the delay of many program activities. Interestingly, based on Government request, FACE format was lately adopted by UNESCO and then a single format was used for financial transfers and reporting of the JP. This was a major change towards improvement in the aid effectiveness. Thus, despite some challenges in the first year, fund transfer to the regional BoFED was based on Harmonized Cash Transfer systems (HACT) in line with the national financial rules and regulations, auditing and procurement arrangements.

It is mentioned that originally the budget allocated for the program amounted to five million USD, which was later cut down to about $USD 3.623 million reducing the budget for the third year. This means, the program was implemented for three years using a two-year budget. The budget was reallocated to each targeted regions (including the federal MoCT) based on MoFED's norm of calculation, and thus politically and administratively acceptable. BoFED undertook annual internal auditing, and MoCT did it just recently. So far, the audit reports found that the fund use has been fair. However, the program is still subject to external audit.

About USD 1.5 million budget was allocated in the first year (First tranche) through both of the UN agencies and was fully utilized as planned in the original document. The allocated fund, through UNESCO for the remaining period, has also been totally disbursed and used. However, until the end of the program period, UNDP could not disburse about $18,600 because of the governance problem at the top of MoCT leadership. Overall, based on the review of the financial reports, the Program utilized about 99.5% of the revised total budget (see Table 3). Of the total program budget, 85.6% reached directly to beneficiary institutions and individuals, and the remaining balance was used for managerial expenses. This is found to be fairly a good allocation in relation to government regulation, which assumes 30% as a ceiling for administrative costs.

Table 3: Budget implementation allocated by UNDP and UNESCO (USD $)

	Sources	Total Revised Budget	Utilized/Released	% of utilization/Released
1	UNESCO	2,890,787.97	2,890,787.97	100
2	UNDP	665,843.85	647,243.85	97.0
	Total	*3,556,631.82*	*3,538,031.82*	*99.5*

Source: UNESCO, January 2013.

Based on the information from BoFED at regional level, FGD with beneficiaries and physical observation of the program activities, the program fund was used for the intended purposes as per the AWP objectives. However, because of the defects in program design the fund was thinly dispersed over several fragmented activities for which the outcomes could not be realized in the short run. In some cases, fund transfers from UNDP and UNESCO were constrained by delays in utilization and financial reports from respective regional states (particularly BoFED of Oromiya and MoCT). Good evidence is that, despite some budget cut from the original size, there was still unutilized fund with the UNDP. Thus, the efficiency of budget use in relation to the expected outcomes could be regarded as only less satisfactory than what was expected. In this respect, the PMC was reluctant to take timely necessary measures.

4.2.2.4 Monitoring and Evaluation

The JP has an M&E framework and a well defined annual plan for program monitoring, endorsed by UNESCO, UNDP and MOCT. The monitoring task is undertaken quarterly by the PMT with the participation of the local IPs. The PMT prepares a checklist for each thematic area to be monitored. A team of program coordinators from UNESCO, UNDP and National Coordinator, including Program Finance Officers from UNESCO and MoCT, participate in program monitoring.

According to information obtained from FGD, key informants and results of review of the progress reports, the team used to quarterly undertake field visits to regional BoCT, Finance Bureaus, and direct beneficiaries for close supervision and technical advices. PMT reported several joint monitoring missions, reaching all the program target areas: Amhara, Tigrai, Harari, Oromia, Addis Ababa and SNNP. After every monitoring, a report was produced using "the financial and physical activity implementation reporting format". Review of the progress report also revealed that regular monitoring missions to the different regions have been somehow jointly carried out.

However, as noted by the PMT, the participation of UNDP in Program monitoring was generally lower than expected, mainly due to overlapping responsibilities of the program focal person and finance officer. Disappointingly, there happened lack of smooth communication between the National

Coordinator and the UN agencies restricting effective monitoring and follow ups of the program activities (see details in section 4.6).

The results of all missions were also not shared on time with the rest of the team and stakeholders in each region. There appears to be no mechanism for knowledge management, even though centralized information is key for effective management and oversight. It is also necessary to assess progress and achievements and disseminate the results and lessons learned to others. The recent launch of the program Website and database at MoCT is a positive step in this direction and could serve as a tool to house knowledge in a sustained manner. But it largely depends on the strength of the IT system in the sector.

Regional officers also attempted to regularly undertake monitoring program activities. However, the reports by the regional coordinators are mostly process oriented and lack details. As per the MTE, capacity building training on topics like RBM, planning, reporting, monitoring and evaluation was organized in Addis Ababa, on 5-6 April 2011. A common monitoring form/checklist was also developed and shared with all IPs. However, the regional coordinators complained that the training was very inadequate (too broad topics covered in just two days) given the background they had, and that the checklist was too shallow to accommodate reports of details of program results. Thus, reports of the regional coordinators barely covered mostly description of activities, which lack sufficient detail to portray the program results. Yet, the reports vary significantly from region to region as to the level of details and relatively that of Tigray is most detailed. Feedback and technical assistance by the UNESCO (as a lead agency) and National Program Coordinator to the Regional Program Coordinators to improve their reporting system seems weak or absent. The poor quality of the report did not adequately reflect the actual implementation and achievements which undermined the overall perception of the program at the grass-root level, and hence may significantly contribute to tarnish the donors' good images.

4.2.2.5 Communication and Advocacy (C&A)

An advocacy and communication strategy was developed lately in May 2011, a task which should have been in place at the beginning of the program. The strategy proposed bases its activities on the already existing program activities within the document that can be used for advocacy and communication purposes. The strategy underlines the importance of citizens' participation, empowerment and policy influence, rather than a more traditional view which might focus on providing information. Communication and Advocacy (CA) activity plan was prepared with specified objectives, target groups to be addressed (institutions and the general public) and media types to be used. Of the total budget, about 2% was also allocated to accomplish the C&A.

As noted during the final evaluation, some activities such as the publication of flyers, posters as well as a book for tourist guides were undertaken independently by the regions. For instance, BoCT in Tigray Regional state broadcasted the activities of the JP through the regional radio and TV programs for several weeks. Similarly, BoCT in SNNPR broadcasted best achievements of the program through radio and TV. The remaining regions arbitrarily used the media to disseminate results of workshops, religious dialogues, cultural goods, market linkages, etc.

However, no information is available to assess effectiveness of the dissemination of information in achieving the desired objectives. The communication products had not been shared with the central body or with other regions. The TV and Radio coverage was not adequate and limited to regional programs only. As indicated during the interviews at different levels, the critical issue was that none of the IPs (except in Tigray) implemented the C&A as per the plan. In general, the work done in this regard was found to be inconsequential and the budget was used inefficiently.

The C&A suffered from the following weaknesses: (i) lack of internal communication mechanisms and information flow; (ii) absence of centralized knowledge management system; (iii) absence of responsible leadership in the area of communication; (iv) lack of centralization of products and resources, such as photographs or brochures produced for use by others; (v) absence of capacity building for the IPs, like on-the-job training; and (vi) weak M&E specific to C&A which makes it difficult to identify achievements and lessons learned;

4.3   Program Effectiveness

In this part of the evaluation, the effectiveness of the program was assessed along with the planned objectives of the program based on the three intended major outcomes in the revised document. Despite all the challenges, the consultant found out that the program has undertaken several activities in most of the intervention areas as per the objectives set in the program design. The outputs of the activities are discussed in the following sections under the major outcomes. (Quantitative data could not be available on the achievements to compare it against what was originally planned).

4.3.1   Creating Mutual Understanding of Commonly Shared Cultural/Religious Values and Respect for Diversity

In order to accomplish this outcome/objective, the program has undertaken a lot of activities and has come up with the following outputs:

- Extensive awareness-raising workshops, dialogues and festivals were conducted in which many people from all target areas of each region participated. Interestingly, the participants in such workshops were drawn from various government institutions, the academia and journalists, and it was found to be innovative in consolidating scattered efforts of the stakeholders. Through the workshops, the program has identified the richness of diversity and the common values of different religious and ethnic groups. Toolkits were produced for inter-cultural dialogue. If such dialogue becomes a continuous process, its potential to promote pluralism and multilingualism would be high in the long run.
- Training on how to facilitate intercultural dialogue was provided for trainers, and then a participatory manual for inter-cultural dialogue was produced, which can contribute to creating mutual understanding among the various cultural and religious groups.
- Even though there was no baseline data before the program design, this program established a baseline survey and identified the existing and common cultural and religious values to emphasise communalities across ethnic and religious groups which later were also validated. The document will be an asset for future planning of cultural development.
- To empower national and regional stakeholders (traditional and religious) regarding cultural and religious values and diversity, training was given to religious leaders and afterwards repeated inter-religious dialogues were undertaken in each target region. The result was that a welcoming atmosphere has been created among the stakeholders.
- Capacity building workshops were conducted to enhance the understanding of the stakeholders, defining and identifying the shared and intangible cultural assets in Ethiopia. Appreciation of the intangible cultural heritages has been perceived by many stakeholders for the first time and hence they have been motivated to further promote awareness-creation activities on a larger scale.
- To elicit the shared values of natural heritage, campaigns were made to raise awareness of the communities in environmental conservation and practices. This practice complemented the

existing activities that the Ministry of Agriculture is attempting to enhance sustainable natural resource management.

4.3.2 Managing, Protecting, and Utilizing Cultural Heritages Including Indigenous Knowledge

Most of the activities of this component have been exclusively implemented at federal level by MoCT/ARCCH, sometimes jointly with relevant regional BoCTs. Significant achievements have been recorded in supporting stakeholders to better manage, protect and utilize cultural heritages including indigenous knowledge.

- Firstly, national and regional government authorities have been assisted to develop the competence in identifying, managing, protecting heritage and indigenous knowledge.
- Policy frameworks and guidelines were revised and developed to facilitate better management of the heritages. MoCT/BoCT staff and other stakeholders were trained in the implementation of polices/laws for the safeguarding of cultural heritage and preservation of cultural industry. At the same time, through the awareness raising activities, local communities and grass-root organizations have also become more aware and active players in managing and protecting cultural values.

- The program has also revised the pending heritage legislation and policies in line with UNESCO conventions and other international charters. Identification and documentation of legal and traditional protection mechanisms for Aksum, Tiya, Gondar, and Lalibela is worth mentioning. Key management and conservation issues were identified jointly with the local communities that have traditionally looked after the heritage sites. Together with this, awareness activities were undertaken on how to harness the skill and creativity of the people for economic development.

- Mapping of the heritage sites at Lalibela (in Amhara) and the walled city of Harar was done in order to identify the number and distribution of properties that need protection and conservation and the interventions needed for the upkeep of the heritages.

- Policy frameworks and guidelines on the management and protection of heritage and indigenous knowledge were revised and developed. Awareness was created for people in the communities about the impact of environment degradation on human life, particularly for the communities living around the National parks.

- Four proclamations, together with their respective implementation regulations, were drafted to protect the four World Heritage Sites (Tiya, Lalibela, Aksum, and Gondar Fasiladas). The proclamations have proposed buffer zones to protect and better manage the heritages, but all are under process for approval by the Council of Ministers. Key management conservation issues were identified jointly with the communities that have traditionally looked after these sites, and awareness raising campaigns were made about the potential for economic development of the sites.

- Site Management Plans were drafted for Tiya and Lalibela to be part and parcel of World Heritage Sites. Still ARCCH is planning to draft a similar site management plan for Lower Omo and Lower Awash, whose project time is about to end.

- A baseline survey was conducted in four specific sample areas (Dessa in Tigray, Konso land management in NNPR, Yayu forest management in Oromia, Ela-water management in Boran/Oromiya, Church Forest management in Gonder/Amhara). The survey aimed at

identifying indigenous knowledge about historical roots and natural heritage conservation and management. The report is at a preliminary draft level (to be finalized soon).

- Local communities and grass-root organizations became more aware and actively participated in the management, protection and utilization of heritages and indigenous knowledge. A lot of participatory awareness-creating activities had been done as regard to the potential benefits of the natural sites.

- A draft language policy of Ethiopia has been prepared and submitted to the Parliament for endorsement. The program has prepared the first *Ethiopian Ethnographic Linguistic Atlas,* which will help to identify and map the existing ethnic groups and languages in the country. An awareness-creating workshop was also conducted; the documents are yet to be approved by the Council of Ministers and the Parliament.

- The orthography, Grammar and Folklore of the Ari and Hammer ethnic groups have been developed.

4.3.3 Harnessing the Potential of Cultural Industries for Income Generation and Poverty Alleviation

- Realizing the importance of harnessing the potential of cultural industries for income generation and poverty alleviation, the program has undertaken various activities which have resulted in encouraging achievements. Developing database, establishing LCRC, skill training for artisan, market linkages and financial support (revolving fund) are the key areas of interventions to harness the potential of cultural and creative industries. Towards the end of the program period, though late about 3.6 million Birr was provided to 867 beneficiaries (see Annex II for details).

- To build the capacity of the sector, a comprehensive database of handicraft industry has been developed. The database consists of the category, quality, materials, costs, and other facts of traditional products and crafts. A webpage named ***Ethiocraft*** (*www.ethiocraft.gov.e*t) has been launched to publicize the available data as an important source of sustainability and for knowledge sharing. In addition, staff members from all the nine regions were trained in order to be able to input the required data. Currently, the website is available for use, but not efficient enough to deliver available information and database and hence the need for upgrading and refinement is of paramount importance..

- Furthermore, living cultural resource centres (LCRC) have been developed in four regions (Tigray, Amhara, Oromiya and SNNPR). The LCRCs were either newly built (like in SNNPR) or old buildings renovated and/or upgraded (Bishoftu/Oromiya, Wukuro/Tigray and Gondor/Amhara). The land for constructing the new LCRCs was provided by the local administrators. The LCRC are planned to be used for different purposes: centre for training in culture development – handicrafts and creative industries; centre for market promotion of cultural products and services; and centre for production of strategic cultural products and services. Such reinforcing program outputs would have significant outcomes towards the intended program objectives and are sustainable. Moreover,, it is proposed that regional BoCTs be responsible to take care of them. The management of the LCRC has not yet been clearly specified. Therefore, although it is a step forward the sustainability cannot be ensured.

- With regard to skill development trainings (e.g.; designing, production techniques and entrepreneurship, marketing and bookkeeping) were given for artisans with emphasis on the participation of women, with the view of increasing women's access to economic opportunity.

The trainees were all very positive about the training and the new skills and designs acquired. In some cases, trainees had already been working in the sector, sometimes in cooperative associations and had obtained skills for new designs or more complex methods as a result of the program implementation. In other cases, the trainees had no previous knowledge of the art and were happy to have a potential source of skill. Some groups of artisans were also equipped with hand tools that assisted them to produce quality products thereby becoming competitive in the market.

- To complement the skills training and market linkages, the program disbursed a sum of about 3.6 thousand birr for 867 targeted artisans. This is to enable them to operate at full capacity and expand their business (see the details of the amount of disbursed as revolving fund in Annex II).

Box 1: Revolving Fund

Revolving fund is a sum of program budget provided as a grant to organized beneficiaries to run income-generating activities through administrative support of concerned (affiliated) legal institutions. The institutions can be the Office of Women's Affairs, Youth and Sport Office, BoCT or Micro Finance, etc. The institutions take responsibility to administer the revolving fund. To offer the revolving fund, at least the following procedures need to be accomplished:

(i)   Individual beneficiaries (youth or women) with common interest get organized and form a group or an association; establish by-laws and open bank account.

(ii)   Beneficiaries develop viable business plan with the assistance of local experts to be financed by the revolving fund

(iii)   The beneficiaries enter into commitment and sign agreement with one of the above-mentioned concerned institutes depending on their affiliation (e.g.; if women group, they can sign agreement with Office of Women's Affair). The concerned institute also signs agreement with BoCT and BOFED to be accountable to administer the revolving fund.

(iv)   Then BoFED transfers a specified amount of fund (defined by the business plan of the beneficiary groups/associations) to the concerned institution.

(v)   The fund is further disbursed by the concerned institute to the group/association of the beneficiaries or to individuals as a loan to undertake the income- generating activities as defined in the business plan. The loan period and interest rate are determined as per the business plan. Commonly, the loan period does not exceed two years and the interest rate not greater than 5%.

(vi)   Once the fund is transferred from BOFED in the name the group/association, the fund remains the property of that group/association (under the administration of the concerned institute) and revolves within the group members on credit basis.

- Regarding the creation of market linkages for the people in the cultural industries, the programme had made a study of identifying market linkages although further development was not reported in the available document. In relation to this, trade fairs and bazaars were orgainized in order to integrate the artisans into the market system so that they could fetch the maximum advantage and establish linkages with potential clients. However, the value chain approach has not yet been applied. For instance, no formal partnership was created with any of the private sector or development partners, and no mechanism was designed to link program outcomes to the World Heritage Sites and other major tourist destinations to create synergy and enhance economic linkages.

- Cultural artists engaged in creative industries (such as music, dramas and film production) got some material support (like video cameras). Nevertheless, they got nothing or little support in areas of skill training and finance.

- Though not well organized as planned, advocacy and lobby workshops were conducted with the participation of craft producers, concerned institutions and policy makers (particularly in

Tigray and SNNPR). Besides, awareness raising training and knowledge sharing on craft trading was undertaken. On the same workshop, assessment of the challenges and opportunities of creative industries was made.

- Furthermore, feasibility of tourism potential of the cultural assets was studied by multi-disciplinary professionals. Assessments include evaluating cultural tourism sites including tangible, intangible and museums, visitor services, organizational capacity, preservation and protection of cultural heritage and tourism marketing. This was supported by workshops organized for government and community stakeholders, including tour operators and would-be tour operators on current and potential interests, and publication of the "*Oromiya Tourist Guide Book.*" Until this report was concluded, the result of the studies and the assessment had no concrete effect on government policy.

4.4   Program Outcomes

Although some of the program outcomes are yet to be realized, given the time it takes to bring behavioural and attitudinal changes, a sustained period of intervention is required. Moreover, the PRODOC lacks concrete measurable indicators of expected results or outcomes. Nevertheless, the consultant confirms that the activities undertaken and the outputs achieved would advance the expected outcomes. This is because the government bodies, at federal (MoCT) and regional levels,(BoCT), have already owned and synchronized the program activities with their respective annual workings.

The following section concisely presents salient results/outcomes of the program at institutional and individual levels. Referring to the program document, some of the outcomes are intended while others are unintended, but all are positive.

4.4.1   At regional level

- The program has well responded to an emerging concern of inter-religious conflict, and its sessions were being replicated by the beneficiaries. For example, the Youth Association of Addis Ababa reported to have created a chain structure that was able to reach as many as 400 people at woreda level. Supported by the program, Oromiya BOCT also resolved the conflict that emerged between Muslims and Christians in Jimma Zone in West Oromiya.

- The program has also made some advances towards MDG 7 (to ensure environment sustainability) by identifying indigenous knowledge and practices of natural heritage management as originally envisioned under PRODOC. Work done involved the local communities and increased their awareness as to the potential benefits of the sites, beyond the site's religious or ethnic significance.

4.4.2   At Institutional level

- *Awareness created, experience gained and lessons learned*: MOCT and BOCT as government institutions are sectors recently established and mandated for cultural and tourism development. Until this project was implemented, the institution, as a whole, had never had any donor-supported project. As a result, the institution and its staff members lacked the prerequisite experience in program management. MoCT and BoCT professionals have got the opportunity of upgrading their skill in project management, strategic planning and project formulation, evaluation and monitoring. The staffs have come to know that values of cultural heritages must be realized into economic and social benefits. During the field work, the top leaders of the institutions confirmed that they have

acquired a lot of experience and lessons from the successes and failures of their endeavours and that these are assets for the institution for its future plans. Besides, the experience gained on program management is considered to be a breakthrough for all stakeholders (including UNESCO) to formulate new programs/projects for further cultural development activities in the future. Major intervention areas that need the preservation of heritages and the development of cultural industries are now identified and the interventions have already been undertaken.

- *Stimulated the Institutions:* The program components created awareness and instigated MoCT/BoCT to own the program activities in the regular programs and to initiate other similar projects. The program highly motivated the sector bureaus and brightened their vision for cultural and tourism development. Similarly, Office of Women's and Youth Affairs and SME set off to work further in the area of cultural development to create jobs for the unemployed and the poor people in both urban and rural areas. The workshops have created considerable awareness and many have come to understand that a well preserved and promoted heritage is an all-round asset (political, social, economic as well as cultural). A general consensus has been reached among the stakeholders on the need to work together on culture, tourism and environment and share their experiences with the young generation. So important is creating a strong partnership with the community in heritage preservation. Some have already engaged themselves in heritage associations and some others are involved in small tourism and cultural businesses.

- Furthermore, it was observed that a highly relevant cultural policy was drafted/reviewed for language development, heritage conservation, spread of cultural knowledge, and other similar legal frameworks to protect the cultures of the Ethiopian people. If endorsed by the decision makers and be properly implemented, these documents would create a strong base for cultural development leading to economic and social progress that culminates in achieving the MDGs.

4.4.3   At Community and Private Level

(i)   Cultural values transformed into economic values:

- Skill of artisans has been upgraded and they are highly motivated to further develop cultural goods/services. Most artisans and some artists have already applied the skill obtained from the training and significantly improved the quality of their production (with different designs), and increased market sales and income. For instance, groups of women engaged in basketry at Frewoini (Tigray) increased their monthly household income by 35% (from an average of 350 birr); embroidery at Wukuro (Tigray) by 65% (from an average of 500 birr); wood sculptures at Zegei (Amhara) by more than double (from 275 to 750 birr). These JP achievements greatly contribute towards MDG1 (poverty alleviation) and MGD3 (gender balance).

- Some women households involved in basketry business in Frewoini (Tigray) are planning to withdraw from the government PSNP and to fully deploy their time for basketry work if provided with more loans to expand their business – guaranteed with high turnover and profitability of the business. They are happy not only with the improvement of the quality of their work after training but also with the increased market outlets (linkages).

- Targeted cultural Artists in Tigray, Amahara and Oromiya have started to show tangible contributions to their local government offices and communities (such as music show and dramas for the public, etc.). As a result, a group of young artists in Burayu (Oromiya)6 and Wukuro (Tigray) and leather artisans in Hawuzein (Tigray) generated a group income of about 20,000 birr, 12,000 birr and 8,000 birr respectively in about three months after August 2012, contributing their share towards MDG1.

- Equally important is the encouraging effect of the program in saving mobilization. A good example is the case of the pottery workers of Lagatafo (Oromiya) who generate a good monthly income, ranging from 1000 to 2,500 birr, but were saving nothing before the project intervention. After the program intervention, chiefly because of the intensive training on financial management, saving and credit systems, the target households dramatically boosted their savings. During the field visit, an average HH had saved more than 2,000 birr within a three month period. Similarly, almost all groups of artisans in all the program areas have saved a good amount of money, which is a commendable achievement towards poverty reduction in a sustainable manner.

(ii) Created market linkage

- Small groups of artisans have created demand for their products by large-scale industries, particularly by textile and leather industries. Thus, although not strong enough, market linkages have been created between the large industries engaged in the textile and leathers works and groups of producers of related cultural goods.

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[6] plus each member generated individual income of over 1,050 birr per month

- Rural–urban linkage is geting stronger as the rural people are supplying raw materials to urbanites who are involved in the production and marketing of cultural goods and, in turn, buy the cultural products from them (such as basketry, pottery, leather and embroidery products). The information from the beneficiaries indicates that the demand for these products by the rural people is increasing, particularly during wedding and religious/ritual ceremonies.

- The impact of the trainings on income-generating activities of the artisans is vivid, particularly in the case of Addis Ababa and Tigray. A group of weavers and basket makers also informed that they have been getting increasingly larger orders from clients as a result of their ability to produce high quality products. In addition, there was an increment in their sales and the value of their products as a result of the introduction of new designs and better architects.

(iii) Contributed to attitudinal change

- In Ethiopia, dismally handicraft is traditionally regarded as the job of the low class. But the program has significantly contributed to change the disappointing attitude of the society against handicraft. In the intervention areas, handicraft is becoming a means of livelihoods for many (including for those who have never practiced the craft before). Better marketability and profitability of the products have attracted many individuals to engage themselves in the business, overcoming the stigma attached to handicraft. Moreover, the youth and women particularly, engaged in handicraft activities, such as basketry, leather and pottery works are highly motivated and have become morally energetic to rapidly expand their business.
- The participating beneficiaries improved their skill and business knowledge and developed aspirations for further improvement in their livelihood.
- Many other poor individuals (men and women) are now demanding to be formally organized to involve themselves in similar cultural practices, a fact which bears testimony to the success of JP in addressing the Paris Declaration.

(iv) Addressing Disadvantaged People

Most interestingly, the program particularly benefited the marginalized groups of the society, namely women and youth, the landless and the unemployed. These groups of people have become more productive and improved their livelihood. The program has instigated many communities located in high tourism potential areas to engage themselves in these activities as the best alternative income sources. Accordingly, in the areas visited, the Offices of the *Woreda* Women's Affairs have been aggressively organizing and administratively supporting the poor women and youth to enable them to involve themselves in similar livelihood activities, which would further promote the harnessing of the economic merits of cultural values.

(v) Enhance the voices of the poor and their social network groups

Formation of groups of artisans and artists for common goals stregthened their friendliness and common values and improved their collective decision-making power and voice to influence the local government stakeholders and administrations.

4.5 Sustainability

Elements that the program has brought about to ensure the sustainability of the gains achieved so far are discussed thematically as follows:

Financial sustainability: -
- Cultural products/services are highly marketable. Although the prices for the goods and services are generally low, due to low bargaining power of the artisans/artists, the producers are still making profits. Thus, further developing cultural products is financially highly sustainable.

Institutions:
- Cooperatives (groups) of artisans and artists have been founded based on common goals and governed by legally accepted by-laws, but they lack adequate knowledge on group dynamism and management.
- Draft policy documents, if approved, will also contribute to the sustainability of cultural development in the country as a whole. More interestingly, local governments (for instance, Bureaus of Women's and Youth Affairs) have been strongly supporting the youth and women groups engaged in the production of cultural goods and services. In addition, database and different study documents are now available for implementers to review and plan their future work for cultural development. MoCT and regional BoCTs have owned the program components, synchronizing with their annual working programs in the respective directorates. Moreover, close collaboration of stakeholders such as the Small and Medium Enterprise Agency (SME) as well as the Offices of the Women's Affairs at federal and regional levels have helped provide institutional capacity building. Similarly, there were several civil society institutions, the academics, religious leaders, youth groups, and women's organizations who were actively involved in the program implementation processes. This implies, despite leadership problem at the top level, there is high level of ownership as the IPs have taken necessary actions to ensure the sustainability of the effects of the JP at both national and local levels. The establishment of LCRC (government provided land for free) would also be a good strategic intervention for further promoting cultural heritages in a sustainable manner, if effective management system could be in place (particularly in Oromiya).

- Results of the discussion with BOCT and MOCT officials revealed that the institutions have technical capacity and commitment to keep at the program, but presently have limited regular budget to keep up and replicate the benefits accrued by the program at national or local level.

Technical sustainability:
- Targeted people have already developed indigenous knowledge in the production of cultural goods and services (CGS) and further training was provided to upscale their skill. The inputs for production of cultural goods are all locally available. The people are market-oriented and have been intensively engaged in the business. Most interestingly, the program particularly benefited the disadvantaged groups of society, landless women and youth (or those in dry land areas) and the unemployed. MoCT/BoCT is planning to provide more training in the areas of entrepreneurship and designing of arts and the technical viability of the program is likely to be very successful in the long run.

Environmental:
- Because of the program support, some artisans have completely shifted from sale of firewood and charcoal to production and sale of craft products (like the one in Zegei, Amhara Region). The training on natural heritage conservation will have a positive effect at least in the long run. However, pottery may not be environment-friendly as it is likely to cause soil degradation as it consumes a lot of fuel wood/animal dung in making the products. Similarly, woodwork, if intensified, may also aggravate the already existing problem of deforestation. Thus, these require an urgent measure.

4.6   Challenges and Weaknesses

In the process of implementation of the program there were a number of challenges and weaknesses that have affected the overall performance of the program. This section addresses the most important challenges and weaknesses noted during the final evaluation. Critical challenges of the program implementation stemmed mainly from the weaknesses in program design and management.

(i) Design problem: From a critical review of the program document, the consultant could observe that it is:

- *Too much ambitious and lacks focus:* - With too broad outcomes and too many activities spread over large geo-political regions, the program lacked thematic and geographic focus. It also failed to clearly specify targeted localities (like woredas) and Cultural Heritage Sites. Moreover, some activities seem redundant and fragmented yet each was allocated with a defined budget. Despite all the challenges to implement in the first year, no significant modification was made in the following years. Thus, the program fund was thinly distributed among many activities in large geographical areas. There was too much focus on workshops, conferences, festivals, awareness creation and too many studies all throughout the program life. Financial allocation does not commensurate with the depth of activities required by the program components. Though it was noted that the skill development trainings have benefited a lot, relatively much less time and budget was actually allocated to enhance the capacity of the beneficiaries (artisans and artists) at the grass-root level vis-à-vis the project budget allocated.

- *Design not adequately participatory:* Program design was highly centralized with little engagement of the regional stakeholders, and, thus, participation of local governments was lacking. As a result, the program was not well contextualized to the circumstances of the country.

- *Discrepancy in format of fund transfer*: Particularly in the initial program period, the format of UNESCO (IPA) for the fund transfer was time demanding and mismatching with the existing practice of the government and the UNDAF systems (IPs resisted to sign the contract at the beginning). Though the mismatch was significantly resolved lately, it considerably contributed to the delay of implementation of the activities, adversely affecting the overall program performance. Like many other projects/programs, this program was supposed to follow government procurement procedures which is often lengthy and highly bureaucratic. Consequently, material procurement process was cumbersome and lengthy.

- *Too much delay in start-up*: The actual implementation of the program lagged behind for over six months after its official launching, mainly due to delay in recruiting key coordinating staff at all UNESCO, MOCT and BOCT offices, and partly because of the challenge to transfer fund from UNESCO to the MOCT/BOCT. Unfortunately, no significant measures were taken to compensate for the delay.

- o *Poor Staffing*: The program coordinating staff were recruited too late, 5 to 6 months after the program launch. The other key challenge was insufficient staffing at both of the UN agencies, MoCT and BoCT. Contrary to all the ambitious outcomes and activities proposed, only one program coordinator was proposed for all UNESCO, MoCT, and BoCT offices to be fully responsible for the whole program management in the respective institutions. At least one M&E expert at each IPs was critically important as suggested during MTE, but failed to consider the suggestion. Moreover, the staff members in the IPs lacked sufficient capacity/experience in program management and the program failed to consider the need for capacity building to fill

the gap (i.e.; providing intensive training on project cycle management and organizing experience sharing with other government/non-government experienced project implementers).

(ii) Program management: Challenges and weaknesses associated with the program management include:

- *Staff turnover:* there was high staff turnover within UNESCO and frequent changes of the focal person of UNDP just at the critical time of program launching.

- *Lack of good governance in MOCT and lack of good national coordination*: There appeared frequent conflicts and disputes among MoCT top leaders throughout the program life. This resulted in weak coordination of the program at national level. On the other hand, the National Project Coordinator (NPC) was expected to facilitate the program implementation through connecting the Ministry with the UN agencies and then with the Regional BoCT but such critical role was missing. There appeared no close communication between the NPC and UNESCO/UNDP. Moreover, among others, the NPC was expected to provide technical support to the regional coordinators, to actively lead internal M&E and consolidate progress reports of all regions. However, these tasks were disappointingly not adequately delivered. Although the UN agencies repeatedly reacted to the problem, the MoCT refrained from taking the necessary measures in a timely manner to ease the implementation and M&E system of the project.

- *Inadequate M&E:-* M&E system was weak owing to shortage of human power at all levels as mentioned earlier. The progress reports from each of the targeted regions (except Tigray) are only activity oriented and do not reflect results of the interventions due to lack of capacity of the IPs at regional level; neither UNESCO/UNDP nor the NPC could timely provide the necessary technical support and feedback in that regard. The training provided (on result based management, reporting, monitoring and evaluation) was criticized to be very brief to adequately upgrade the knowledge and skill of the regional coordinators.

- *Small Size Revolving fund*: - The size of the revolving fund (loan size) provided to the groups of artisan/artists is generally inadequate to establish efficient business activities in the production and marketing of cultural products.

4.7 Lessons Learned

As the program is the first of its kind in the country, it was found to be educative in many ways.

- UNESCO, UNDP, MoCT and BoCT learnt enormous lessons on how to manage joint programs in general and cultural development in particular. Thus, any continuum new development programs would be more effective and efficient.

- The implementing government bodies have learned that innovative intervention areas of the program do promote cultural values, whose potential can be harnessed and transformed into economic values. The program has also disclosed the fact that there is a wide-ranging issues that the sector should accomplish through regular budget allocations, formulating similar projects (for instance, further promoting quality standards of handicrafts, creating strong market linkages and harnessing economic values of heritages through tourism development, implementing the proposed policy frameworks, etc.)

- The project also revealed the relevance of establishing strong inter-sectoral linkages for culture and tourism development (for instance, MoCT/BoCT should work with Religious Institutions, Bureaus of Education, Bureau of Agriculture, Youth and Women's Affairs, etc.).
- Promoting cultural diversity serves as a springboard to sustain the achievements of the program since it provides a range of opportunities in nurturing human capacities and values.

- Development of diversity of cultural and natural heritages is perhaps the most important area to generate non-farm incomes (hence poverty reduction) for marginalized people and is decisive for the growth of the tourism sector.

- Unlike the other sectors, intervention to preserve and promote cultural heritages seems relatively not expensive if well managed, but the rewards are so huge, particularly benefiting the poor and micro enterprises at the grass-root level and the nation at large by promoting tourism.

- This program showed that culture and tourism need to be considered as one of the focal areas for the development of the nation since it serves as a vehicle for social cohesion, stability and sustainable economic development. The program has already put in place the basis and helped to identify gaps for future interventions. That is, it has created opportunities for a new intervention to build on what have been already established.

- Rather than undertaking several pieces of studies, fragmented workshops and trainings, it is advisable to organize such endeavours comprehensively at national or regional level for efficient use of resources.

- A new program need to take into account the existing enabling environment, i.e. socio-cultural, institutional and policy factors before entering into operation. A good lesson from this program is that it was difficult to implement right after signing the agreement, mainly due to problems associated with program staffing and fund transferring arrangements. In general, there is always a time gap to implement a project/program right away after signing the agreement (particularly for those institutions with little experience in program management). It could be learnt that the first year of this program was challenging. However, it went on gaining momentum in the second and third year and showed remarkable achievements during the no-cost extension period. Thus, program schedule needs to be reasonably flexible and donors should understand this as well. Otherwise, the resources committed could restrict the result in sub-optimal outcomes only.

5. CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusion

The program was found to be relevant with respect to all government policies/strategies, MDGs, Paris Declaration and needs and priorities of the direct beneficiaries. However, the program design was not well articulated (i.e.; not SMART as such). It was ambitious with too broad expected outcomes and too many activities (fragmented thematically and geographically), given the limited budget and time. Lack of experience in program management in almost all participating institutions was another challenge. The program was confronted with complicated administrative and managerial challenges at the top of the ladder, with the lion's share of the problems associated with the circumstances in MoCT. The MTE concludes that the PMC has failed to deliver its responsibilities, and insufficient engagement at management level has negatively impacted the vision and quality of the Programme. This final evaluation also came up with similar conclusion.

There was no real joint programming arrangement between the UN agencies either at activity level or at management level. Fund transfer and implementation showed parallel trends. There are no clear indications that the Program is benefiting from the joint programming, thus failing to achieve one of the MDG-F's main objectives. Consequently, the program implementation was sluggishly moving during the first year and as a result it failed to be completed within the specified period. Therefore, the efficiency of resource utilization was severely affected and ultimately the donor was forced to make a considerable amount of budget cut.

Despite all the problems and challenges in the program design and management, the consultant found out that significant results have been achieved. The implementation was moderately effective towards achieving the intended objectives. Appreciable outcomes, at both institutional and community levels, have been noted, and the potential impacts in the long run would be immense.

- Interestingly, the program awakened the concerned government institutions and motivated them to work more efficiently towards cultural development, harnessing all the potential of socio-economic benefits.

- Knowledge developed and awareness created on the potential of culture and cultural heritage, as a source of economic development, is one of the programme's benefits. To fully appreciate the benefits of the program, concerned government institutions and development partners should provide clear proof of this potential and make them visible and accessible to all.

- The proliferation of inter-religious dialogues and the peaceful reality of multilingual communities are encouraging at least at the local intervention areas to enhance tolerant attitudes towards other religions and peoples, thus advancing the true benefits of coexistence and diversity. Religious leaders, academia and government officials participated in the dialogues and appreciated the concern of the program and owned its relevance to continue practicing the same in their respective institutions. Indeed, how far it would contribute to harmonize the emerging problem of fundamentalism in religion depends on the strength of political commitment of the government along with a stronger participatory work of MoCT/BoCT.

- Several studies have been made and results were documented and relevant policies, laws and proclamations were reviewed and refined (but yet to be endorsed by decision makers). These are all the cornerstones and assets in planning and designing strategic intervention areas for further cultural development. However, the MoCT/BoCT should take the lead responsibility to

disseminate the relevant information to appropriate users and to oversee the use the documents for the intended purposes in the future.

- Most significant impact was recorded from the support given to the artisans/artists, which are found to be the poorest of the poor and the most marginalized groups of society. The training provided improved their skill for the production of better quality cultural goods and services. With the financial support provided, they could expand their production of cultural goods and services, and dramatically increased their sales and generated a considerable amount of income. Some households have already made substantial progress in earning their source of livelihood. The support from the local administration and line offices should be duly appreciated as well.

- The consultant concludes that program outcomes are moderately sustainable. There appeared high level of institutional ownership of the program, synchronized with the regular program of MoCT/BoCT and the implementation is technically and financially sustainable. If artisans engaged in pottery and woodwork are provided with special technical support from MoA to mitigate land degradation and deforestation, then results would be environmentally sustainable. Nevertheless, ensuring the sustainability of the effects of the JP, at both national and local levels, may be limited. This is because MoCT / BoCT have relatively inadequate capital budget for the sector and the management of LCRC is not yet clearly articulated. In addition, groups and associations of artisans and cultural artists lack adequate knowledge on management and market intelligence for their cultural goods and services.

5.2 Recommendations

Based on the findings of the evaluation, the following recommendations are forwarded.

1. Endorsing and implementing policies/laws/regulations: MoCT strongly suggested the approval and implementation of the drafts of policies, laws and regulations for the management and protection of cultural heritage. Similarly, the results of the studies should be utilized for the intended purposes.

2. Training and access to financial services for artisans/artists: The training given so far is appreciated but more training is still strongly recommended for people engaged in arts and crafts and creative industries. Important areas of training include: (i) knowledge and skill building for better quality standards on production of cultural goods and services both for the already trained and for future trainees; (ii) marketing strategies and entrepreneurship; (iii) bookkeeping; and (iv) group management and leadership. Moreover, it is imperative that artisians will demand more access to financial resources as their skill and knowledge are upgraded. Therefore, facilitating access to revolving fund and loan service from micro-finance institutions is advisable.

3. Capacity building: It is obvious that the MoCT and regional BoCTs are literally new sectors to manage such a project. Though they have gained good experience from this program. Yet, they still require the prerequisite capacity to independently formulate and implement development interventions to deliver tangible results in culture and tourism development. Therefore, the UN agencies should continue to support building the capacities of MoCT/BoCT's human resources with the provision of working facilities. Similarly, special supports should be urgently designed (arranged) by UNESCO/MoCT for the program beneficiaries to complete the suspended activities, if the interest is really to see the fruits of the Program.

4. UNESCO is strongly advised to enhance its capacity in program management (increase experienced human resources. It should at least include an M&E specialist in the program and similarly encourage the IPs at federal and regional levels. Moreover, UNESCO needs to gain experience from UNDP on how to speed up fund transfer to respective IPs.

5. LCRC: Development of the LCRC is an innovative approach for sustainable cultural development. However, it needs a more clearly defined management system, annual working budget and strategic plan to fully utilize the budget for the intended purpose. In the mean time, LCRC at Bishoft (Oromiya) must urgently be fully equipped; otherwise, it would be a vacuum for some time.

6. The findings of this evaluation also indicate that the participation of other sectors is also important to harness the potentials of diversity in cultural and social development. For instance, Ministry/Bureaus of Trade to contribute to the growth of business enterprises development for cultural goods and services; Ministry/Bureau of Agriculture to provide technical support for conservation of natural heritage; and Ministry/Bureau of Education to mainstream language or culture development through curriculum design/revision.

7. Knowledge management: As noted earlier, the implementation of the C&A suffered from a number of weaknesses such as lack of internal and external communication links and absence of appropriate skilled manpower, to name a few. For instance, salient achievements, success stories and best practices need to be available for the public through different media. The consultant strongly recommends that for such a program, which is the first of its kind in the country, practices should be chronologically and systematically documented and be available in appropriate websites to attract more donor support. The deployment of relevant experts, proficient in IT technology, is imperative.

8. More donor support: The program, being the first in the country working with culture as a source of economic growth, provoked wide-ranging intervention areas which are necessary to initiate similar other programs/projects. Therefore, concerned institutions should aggressively look for more donor supports.

ANNEX I: Institutions and People Contacted

Table: Institutions/People Contacted, Field Visit Made for the Final Evaluation

	People Contacted	Institutions	Region
1.	Reference Group (ERG)	UNESCO/UNDP	
2.	Ines Mazarrasa	UN RCO	
3.	Techane Adugna	UNDP	
4.	Jose Antonio Nsang- Deputy head	Spanish Development Cooperation	
5.	Weavers and Potters	Group of Individuals beneficiaries	Addis Ababa
6. 7. 8.	H.E. Mr. Dawood Mohamod, State Minister of Culture and Tourism Akalu W/Mariam,- National Program Coordinator Visiting the data base experts	MoCT	Federal
9.	Hailu Zeleke	ARCCH	Federal
10. 11.	Daniel Deressa – Program t Coordinator Bishoftu town Mayor, Women Affairs and Bureau Heads	Bishoft Woreda Offices	Oromiya
12.	Pottery workers and Cultural Artists	Groups of individual beneficiaries	Oromiya (Laga-tafo, Burayu)
13. 14.	Berhanu W/Michael- Program coordinator Zafu G/Hwiot - Aid Coordinator	Project Coordinator BoFED	Tigray
15. 16.	Ato Mesfin Fetene, Project Coordinator Mulugeta Seid – Head Berihanu, Deputy head	BoCT	Amhara
17.	Artisans – scripture at Zegae Cultural artistis (Goder & Bahir Dar(Film, script writing, drama, etc)	Group of individuals beneficiaries	

Annex II: Total Amount of Fund Provided to the Beneficiaries over the Program Period

Region		Amount of revolving fund provided (Birr)	Number of beneficiaries			Remarks
			Male	Female	Total	
1	Tigray	731,909	9	90	99	From 13 associations
2	Amhara	643,502	-	-	69	-
3	Oromiya	710,260	42	84	126	-
4	Addis Ababa	515,429	-	-	375	From 15 enterprises
5	SNNPR	670,057	-	-	100	From 10 associations
6	Harari	321,009	-	-	98	From 2 association & individuals
X	*Total*	*3,592,166*	*-*	*-*	*867*	

Note: USD $ 1 = 8.35 Birr
Source: Progress report, UNESCO (Feb. 2013)

Annex III: Terms of References for Consultancy Services

Project Title:	MDG-F: UN JOINT PROGRAMME ON HARNESSING DIVERSITY FOR SUSTAINABLE DEVELOPMENT AND SOCIAL CHANGE
Vacancy Type:	External Vacancy
Duty Station:	ETHIOPIA (ADDIS ABABA)
Application Deadline:	25 October, 2012
Category:	CULTURE AND DEVELOPMENT (CD)
Type of contract:	Individual Contract (IC)
Reporting Language:	English
Starting Date:	01/11/2012
Expected duration of Assignment:	40 days (consecutive)
Duration of Contract:	01 November, 2012 – 10 December, 2012

Background

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.

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.

- Mutual understanding of commonly shared cultural and religious values and respect for diversity as well as natural heritage conservation strengthened.

- Cultural and natural heritage, including indigenous knowledge better managed, protected and utilized.
- The potential of cultural industries (handicraft and creative industries) and tourism harnessed for income generation and poverty alleviation.

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.

The Joint Programme contributes to the national priorities articulated in the PASDEP and the Growth and Transformation Plan (GTP) 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 are 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 has been 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 have been decided in close cooperation with the MoCT and BoCT.

Overall Goal of the Evaluation

One of the roles of the Secretariat is to monitor and evaluate the MDG-F. This role is fulfilled in line with the instructions contained in the Monitoring and Evaluation Strategy and the Implementation Guide for Joint Programmes under the Millennium Development Goals Achievement Fund. These documents stipulate that all joint programmes will commission and finance a final independent evaluation.

Final evaluations are summative in nature and seek to:

1. Measure to what extent the joint programme has fully implemented their activities, delivered intended outputs and attained outcomes and specifically measuring development results.
2. Generate substantive evidence based knowledge, on the MDG-F Culture and Development thematic windows by identifying best practices and lessons learned that could be useful to other development interventions at national (scale up) and international level (replicability).

As a result, the findings, conclusions and recommendations generated by these evaluations will be part of the thematic window Meta evaluation, the Secretariat is undertaking to synthesize the overall impact of the fund at national and international level.

Scope of the Evaluation and Specific Objectives

The final evaluation will focus on measuring development results and potential impacts generated by the joint programme, based on the scope and criteria included in this term of reference.

The unit of analysis or object of study for this evaluation is the joint programme, understood to be the set of components, outcomes, outputs, activities and inputs that were detailed in the joint programme document and in associated modifications made during implementation. This final evaluation has the following specific objectives:

- Measure to what extent the joint programme has contributed to solve the needs and problems identified in the design phase.
- To measure joint programme's degree of implementation, efficiency and quality delivered on outputs and outcomes, against what was originally planned or subsequently officially revised.
- Measure to what extent the joint programme has attained development results to the targeted population, beneficiaries, participants whether individuals, communities, institutions, etc.
- To measure the joint programme contribution to the objectives set in their respective specific thematic windows Culture and Development as well as the overall MDG fund objectives at local and national level. (MDGs, Paris Declaration and Accra Principles and UN reform).
- To identify and document substantive lessons learned and good practices on the specific topics of the thematic window Culture and development, MDGs, Paris Declaration, Accra Principles and UN reform with the aim to support the sustainability of the joint programme or some of its components.
- To conduct a thorough and complete analysis and description of the appropriateness of the financial arrangements and operations of the joint programme, with the aim of fulfilling accountability purposes to the National Steering Committee and the MDG-F Secretariat.

Evaluation Questions, Levels of Analysis and Evaluation Criteria

The evaluation questions define the information that must be generated as a result of the evaluation process. The questions are grouped according to the criteria to be used in assessing and answering them. These criteria are, in turn, grouped according to the three levels of the programme.

Design level:

- Relevance: The extent to which the objectives of a development intervention are consistent with the needs and interest of the people, the needs of the country and the Millennium Development Goals.

    a- To what extent was the design and strategy of the development intervention relevant (assess including link to MDGs, UNDAF and national priorities, stakeholder participation, national ownership design process)?

    b- How much and in what ways did the joint programme contributed to solve the (socio-economical) needs and problems identified in the design phase?

    c- To what extent this programme was designed, implemented, monitored and evaluated jointly? (see MDG-F joint programme guidelines and final evaluation guidelines)

    d- To what extent joint programming was the best option to respond to development challenges stated in the programme document?

    e- To what extent the implementing partners participating in the joint programme had an added value to solve the development challenges stated in the programme document?

    f- To what extent did the joint programme have a useful and reliable Monitoring and Evaluation (M&E) strategy that contributed to measure development results?

    g- To what extend did the joint programme have a useful and reliable Communication and Advocacy (C&A) strategy?

    h- If the programme was revised, did it reflect the changes that were needed? Did the JP follow the mid-term evaluation recommendations on the programme design?

Process level:

- Efficiency: Extent to which resources/inputs (funds, time, human resources, etc.) have been turned into results

a- To what extent did the joint programme's management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) was efficient in comparison to the development results attained?

b- To what extent was the implementation of a joint programme intervention (group of agencies) more efficient in comparison to what could have been through a single agency's intervention?

c- To what extent the governance of the fund at programme level (PMC) and at national level (NSC) contributed to efficiency and effectiveness of the joint programme? To what extent these governance structures were useful for development purposes, ownership, for working together as one? Did they enable management and delivery of outputs and results?

d- To what extent and in what ways did the joint programme increase or reduce efficiency in delivering outputs and attaining outcomes?

e- What type of work methodologies, financial instruments, and business practices have the implementing partners used to increase efficiency in delivering as one?

f- What type of (administrative, financial and managerial) obstacles did the joint programme face and to what extent have this affected its efficiency?

g- To what extent and in what ways did the mid-term evaluation had an impact on the joint programme? Was it useful? Did the joint programme implement the improvement plan?

h- What was the progress of the JP in financial terms, indicating amounts committed and disbursed (total amounts & as percentage of total) by agency? Where there are large discrepancies between agencies, these should be analyzed.

i- What type of financial arrangements did the joint programme have?

j- To what extent have the joint programme financial arrangements been appropriate to the objectives of the programme?

k- What kind and how many intermediaries have been in charge of processing the financial operations of the Fund?

l- How was the budget allocated and spent? To what extent was it efficient and effective?

m- What percentage of funds have been directed to finance the programme activities and how much directed to managerial expenses?

n- What percentage of funds out of the total, reached the direct beneficiaries of the programme?

- Ownership in the process: Effective exercise of leadership by the country's national/local partners in development interventions

a- To what extent did the targeted population, citizens, participants, local and national authorities made the programme their own, taking an active role in it? What modes of participation (leadership) have driven the process?

b- To what extent and in what ways has ownership or the lack of it, impacted in the efficiency and effectiveness of the joint programme?

Results level:

- Effectiveness: Extent to which the objectives of the development intervention have been achieved.

a- To what extent did the joint programme contribute to the attainment of the development outputs and outcomes initially expected /stipulated in the programme document? (detailed analysis of: 1) planned activities and outputs, 2) achievement of results)?

b- To what extent and in what ways did the joint programme contribute:
1. To the Millennium Development Goals at the local and national levels?
2. To the goals set in the thematic window?
3. To the Paris Declaration, in particular the principle of national ownership? (consider JP's policy, budgets, design, and implementation)
4. To the goals of delivering as one at country level?

c- What kind of oversight processes and instruments have been in place to financially and substantively monitor the implementation of the joint programme? To what extent were these instruments relevant and effective for accountability purposes?

d- What were the key gaps of accountability during the joint programme's implementation?

e- What is the consolidated and completed list of activities and products finalized by the joint programmme?

f- What is the list of activities and outputs originally planned but not completed by the joint programme?

g- To what extent were joint programme's outputs and outcomes synergistic and coherent to produce development results? `What kinds of results were reached?

h- To what extent did the joint programme had an impact on the targeted citizens?

i- Have any good practices, success stories, lessons learned or transferable examples been identified? Please describe and document them

j- What types of differentiated effects are resulting from the joint programme in accordance with the sex, race, ethnic group, rural or urban setting of the beneficiary population, and to what extent?

k- To what extent has the joint programme contributed to the advancement and the progress of fostering national ownership processes and outcomes (the design and implementation of National Development Plans, Public Policies, UNDAF, etc)

l- To what extent did the joint programme help to increase stakeholder/citizen dialogue and or engagement on development issues and policies?

m- To what extent and in what ways did the mid-term evaluation recommendations contribute to the JP´s achievement of development results?

-Sustainability: Probability of the benefits of the intervention continuing in the long term.

a- To what extent the joint programme decision making bodies and implementing partners have undertaken the necessary decisions and course of actions to ensure the sustainability of the effects of the joint programme?

At local and national level:

    i. To what extent did national and/or local institutions support the joint programme?

    ii. Did these institutions show technical capacity and leadership commitment to keep working with the programme or to scale it up?

    iii. Have operating capacities been created and/or reinforced in national partners?

    iv. Did the partners have sufficient financial capacity to keep up the benefits produced by the programme?

b- To what extent will the joint programme be replicable or scaled up at national or local levels?

c- To what extent did the joint programme align itself with the National Development Strategies and/or the UNDAF?

Methodological Approach

This final evaluation will use methodologies and techniques as determined by the specific needs for information, the questions set out in the TOR and the availability of resources and the priorities of stakeholders. In all cases, Final Evaluator is expected to analyse all relevant information sources, such as reports, programme documents, internal review reports, programme files, strategic country development documents, mid-term evaluations and any other documents that may provide evidence on which to form judgments. Final Evaluator is also expected to use interviews, surveys or any other relevant quantitative and/or qualitative tool as a means to collect relevant data for the final evaluation. The Final Evaluator will make sure that the voices, opinions and information of targeted citizens/participants of the joint programme are taken into account.

The methodology and techniques to be used in the evaluation should be described in detail in the desk study report and the final evaluation report, and should contain, at minimum, information on the instruments used for data collection and analysis, whether these be documents, interviews, field visits, questionnaires or participatory techniques.

Key Roles and Responsibilities in the Evaluation Process

There will be 3 main actors involved in the implementation of MDG-F final evaluations:

1. The Resident Coordinator Office as commissioner of the final evaluation will have the following functions:
   - Lead the evaluation process throughout the 3 main phases of a final evaluation (design, implementation and dissemination)
   - Convene the evaluation reference group
   - Lead the finalization of the evaluation TOR
   - Coordinate the selection and recruitment of the Final Evaluator by making sure the lead agency undertakes the necessary procurement processes and contractual arrangements required to hire the Final Evaluator
   - Ensure the evaluation products meet quality standards (in collaboration with the MDG-F Secretariat)
   - Provide clear specific advice and support to the evaluation reference group and the Final Evaluator throughout the whole evaluation process
   - Connect the Final Evaluator with the wider programme unit, senior management and key evaluation stakeholders, and ensure a fully inclusive and transparent approach to the evaluation.
   - Take responsibility for disseminating and learning across evaluations on the various joint programme areas as well as the liaison with the National Steering Committee
   - Safeguard the independence of the exercise, including the selection of the Final Evaluator
2. The Programme Management Committee members or their delegates and experts agreed upon by the PMC, will function as the evaluation reference group, this group will comprise the representatives of the major stakeholders in the joint programme
   - Review the draft evaluation report and ensure final draft meets
   - Facilitating the participation of those involved in the evaluation design
   - Identifying information needs, defining objectives and delimiting the scope of the evaluation.
   - Providing input and participating in finalizing the evaluation Terms of Reference
   - Facilitating the Final Evaluator's access to all information and documentation relevant to the intervention, as well as to key actors and informants who should participate in interviews, focus groups or other information-gathering methods
   - Oversee progress and conduct of the evaluation the quality of the process and the products
   - Disseminating the results of the evaluation
3. The Project Management Team at UNESCO, UNDP and MoCT in Ethiopia for the Harnessing Diversity for Sustainable Development and Social Change Programme will have the following functions:
   - Supports the evaluation reference group
   - Provide executive and coordination support to the reference group
   - Provide the Final Evaluator with administrative support and required data
   - Liaise with and respond to the Final Evaluator
   - Connect the Final Evaluator with the wider programme unit, senior management and key evaluation stakeholders, and ensure a fully inclusive and transparent approach to the evaluation
   - Review the inception report and the draft evaluation report(s);
   - ensure that adequate funding and human resources are allocated for the evaluation
   - The MDG-F Secretariat that will function as a quality assurance member of the evaluation in cooperation with the Project Management Team reviews and provide advice on the quality of evaluation process as well as on the evaluation products (comments and suggestions on the adapted TOR, draft reports, final report of the evaluation) and options for improvement.
4. The MDG-F Secretariat will function as a quality assurance member of the evaluation, in cooperation with the commissioner of the evaluation, and will have the following functions: review and provide advice on the quality of the evaluation process as well as on the evaluation products (comments and suggestions on the adapted ToRs, draft reports, final report of the evaluation) and options for improvement.
5. The final evaluator will conduct the evaluation study by:
   Fulfilling the contractual arrangements in line with the TOR, UNEG/OECD norms and standards and ethical guidelines; this includes developing an evaluation matrix as part of the inception report, drafting reports, and briefing the commissioner and stakeholders on the progress and key findings and recommendations, as needed

Evaluation Deliverables

The Final Evaluator is responsible for submitting the following deliverables to the evaluation reference group. Inception Report (to be submitted within 5 days of the submission of all programme documentation to the Final Evaluator)

This report will be 10 to 15 pages in length and will propose the methods, sources and procedures to be used for data collection. It will also include a proposed timeline of activities and submission of deliverables. The desk study report will propose initial lines of inquiry about the joint programme. This report will be used as an initial point of agreement and understanding between the Final Evaluator and the evaluation reference group.

Draft Final Report (to be submitted within 10 days after the completion of the field visit to the UN Agencies and the RC Office.

The draft final report will contain the same sections as the final report (described in the next paragraph) and will be 20 to 30 pages in length. This report will be shared among the evaluation reference group. It will also contain an executive report of no more than 5 pages that includes a brief description of the joint programme, its context and current situation, the purpose of the evaluation, its methodology and its main findings, conclusions and recommendations. The final report will be shared with evaluation reference group to seek their comments and suggestions. This report will contain the same sections as the final report, described below.

Final Evaluation Report (to be submitted within 5 days after reception of the draft final report with comments to the UN Agencies and the RC Office.

The final report will be 20 to 30 pages in length. It will also contain an executive summary of no more than 5 pages that includes a brief description of the joint programme, its context and current situation, the purpose of the evaluation, its methodology and its major findings, conclusions and recommendations. The final report will be sent to the evaluation reference group. This report will contain the sections establish in annex 2:

- *Reporting Line:* The Reports is subject to approval of the Project Management Committee in order to realize the payments to the consultant.
- *Reporting Language:* The reporting language should be in English.
- *Title Rights:* The title rights, copyrights and all other rights whatsoever nature in any material produced under the provisions of this TOR will be vested exclusively in Participating UN Agencies, RCO and MDG-F Secretariat

Evaluation Report Quality Standard

The following UNEG standards should be taken into account when writing all evaluation reports:

1. The final report should be logically structured, containing evidence-based findings, conclusions, lessons and recommendations and should be free of information that is not relevant to the overall analysis (S-3.16).
2. A reader of an evaluation report must be able to understand: the purpose of the evaluation; exactly what was evaluated; how the evaluation was designed and conducted; what evidence was found; what conclusions were drawn; what recommendations were made; what lessons were distilled. (S-3.16
3. In all cases, evaluators should strive to present results as clearly and simply as possible so that clients and other stakeholders can easily understand the evaluation process and results.(S-3.16)

4. The level of participation of stakeholders in the evaluation should be described, including the rationale for selecting that particular level. (S-4.10)

5. The Executive Summary should "stand alone", providing a synopsis of the substantive elements of the evaluation. The level of information should provide the uninitiated reader with a clear understanding of what was found and recommended and what was learned from the evaluation. (see Outline in Annex 2 for more details). (S-4.2)

6. The joint programme being evaluated should be clearly described (as short as possible while ensuring that all pertinent information is provided). It should include the purpose, logic model, expected results chain and intended impact, its implementation strategy and key assumptions. Additional important elements include: the importance, scope and scale of the joint programme; a description of the recipients/ intended beneficiaries and stakeholders; and budget figures. (S-4.3)

7. The role and contributions of the UN organizations and other stakeholders to the joint programme being evaluated should be clearly described (who is involved, roles and contributions, participation, leadership). (S-4.4). See UNEG Guidance Document 'Standards for Evaluation in the UN System", UNEG/FN/Standards (2005).

8. http://www.uneval.org/papersandspubs/documentdetail.jsp?doc_id=22

9. Note: Using evidence implies making a statement based on valid and reliable facts, documents, triangulation of informant's views or any other appropriate means or techniques that contribute to create the internal validity of the evaluation. It is not enough to just state an informed opinion or reproduce an informant's take on a specific issue.

10. In presenting the findings, inputs, outputs, and outcomes/ impacts should be measured to the extent possible (or an appropriate rationale given as to why not). The report should make a logical distinction in the findings, showing the progression from implementation to results with an appropriate measurement (use benchmarks when available) and analysis of the results chain (and unintended effects), or a rationale as to why an analysis of results was not provided. Findings regarding inputs for the completion of activities or process achievements should be distinguished clearly from outputs, outcomes. (S-4.12)

11. Additionally, reports should not segregate findings by data source. (S-4.12)

12. Conclusions need to be substantiated by findings consistent with data collected and methodology, and represent insights into identification and/ or solutions of important problems or issues. (S-4.15)

13. Recommendations should be firmly based on evidence and analysis, be relevant and realistic, with priorities for action made clear. (S-4.16)

14. Lessons, when presented, should be generalized beyond the immediate subject being evaluated to indicate what wider relevance they might have. (S-4.17)

Evaluation Process: Timeline

The work will be consecutively undertaken throughout the time-frame below;
Start Date: 01 November, 2012; and Completion Date: 10 December, 2012

Use and Utility of the Evaluation

Final evaluations are summative exercises that are oriented to gather data and information to measure to what extent development results were attained. However, the utility of the evaluation process and the products goes far beyond what was said during the field visit by programme stakeholders or what the Final Evaluator wrote in the evaluation report.

The momentum created by the evaluations process (meetings with government, donors, beneficiaries, civil society, etc) it's the ideal opportunity to set an agenda on the future of the programme or some of their components (sustainability). It is also excellent platforms to communicate lessons learnt and convey key messages on good practices, share products that can be replicated or scale up in the country as well as at international level.

The Evaluation Reference Group, the Project Management Team and any other stakeholders relevant for the joint programme will jointly design and implement a complete plan of dissemination of the evaluation findings, conclusions and recommendations with the aim to advocate for sustainability, replicability, scaling up or to share good practices and lessons learnt at local, national or/and international level.

Ethical Principles and Premises of the Evaluation

The final evaluation of the joint programme is to be carried out according to ethical principles and standards established by the United Nations Evaluation Group (UNEG).

- Anonymity and confidentiality. The evaluation must respect the rights of individuals who provide information, ensuring their anonymity and confidentiality.
- Responsibility. The report must mention any dispute or difference of opinion that may have arisen between the Final Evaluator and the heads of the Joint Programme in connection with the findings and/or recommendations. The team must corroborate all assertions, or disagreement with them noted.
- Integrity. The Final Evaluator will be responsible for highlighting issues not specifically mentioned in the TOR, if this is needed to obtain a more complete analysis of the intervention.
- Independence. The Final Evaluator should ensure his or her independence from the intervention under review, and he or she must not be associated with its management or any element thereof.
- Incidents. If problems arise during the fieldwork, or at any other stage of the evaluation, they must be reported immediately to the Secretariat of the MDGF. If this is not done, the existence of such problems may in no case be used to justify the failure to obtain the results stipulated by the Secretariat of the MDGF in these terms of reference.
- Validation of information. The Final Evaluator will be responsible for ensuring the accuracy of the information collected while preparing the reports and will be ultimately responsible for the information presented in the evaluation report.
- Intellectual property. In handling information sources, the Final Evaluator shall respect the intellectual property rights of the institutions and communities that are under review.
- Delivery of reports. If delivery of the reports is delayed, or in the event that the quality of the reports delivered is clearly lower than what was agreed, the penalties stipulated in these terms of reference will be applicable.

Location and Duty Station(s)

Duty station of the expert will be his/her home base. All mission expenses are included within the contract.

Terms and Payment

- Contracting Authority
  Contracting Authority for this TOR is UNESCO,

- Contracting Modality
  IC – Individual Contract of UNESCO

- Payment schedule
  Payments will be effected upon submission of the deliverables stated in Section 7 of this TOR by the FE and acceptance and approval by the Project Management Committee. If the deliverables are not submitted by the FE as defined in the TOR, the FE will not be entitled to any payment even if s/he invests time in the assignment. The payment will be done on the following schedule.

The Final Evaluator will be paid in US$.

# of Deliverable	Name of the Deliverable /Report	Expected Delivery Date Intervals of the Reports*	Percentage payment	Estimated Number of Days to be Invested
1	Finalization of the inception report	9 November, 2012	30%	9
2	Draft Evaluation Report	30 November, 2012	40%	30
3	Final Evaluation Report	10 December, 2012	30%	40
Estimated Total Number of Days Invested			100%	40

The number of days required is subject to change based on the needs of the project.

- Tax obligation

The Final Evaluator is solely responsible for all taxation or other assessments on any income derived from UNESCO. UNESCO will not make any withholding from payments for the purposes of income tax. UNESCO is exempt from any liabilities regarding taxation and will not reimburse any such taxation to the subscriber.

Qualification Requirements

The expected qualifications of the expert are as follows:

- Minimum Masters degree in economics, business administration, regional development/planning or any other social sciences related to the pro-poor economic growth and Culture and Development
- At least seven years of experience in conducting development evaluations with extensive experience in quantitative and qualitative data collection and research and analysis methods. Experience with focus group discussions and key informant interviews, strong working knowledge of international and/or UN institutions and agencies, the civil society and working with government authorities
- Extensive knowledge of results-based management evaluation, as well as participatory M&E methodologies and approaches,
- Proven experience in applying SMART indicators and reconstructing or validating baseline scenarios,
- Excellent facilitation and communication skills and
- Ability to deal with multi-stakeholder groups
- Minimum 7-10 years of professional experience in one of the following areas of development, Culture and Development, regional development, gender equality and social policies.

Competencies:

- Ability and experience in leading evaluations
- Strong research and analytical skills
- Strategic thinking skills
- Strong reporting and communication skills in English
- Excellent communication skills with various partners including donors
- Team work skills and experience in leading teams
- Result oriented
- Ability to work and deliver results under pressure and ensure timely submission of quality evaluation reports within tight deadlines.

Documents to be reviewed:
MDG – F Website
www.undp.org/mdgf
www.unesco.org/culture/mdgf
http://www.mdgfund.org/program/harnessingdiversitysustainabledevelopmentandsocialchange
Harnessing Diversity for Sustainable Development
Ethiopia – Culture – Mid – Term Evaluation Report
Ethiopia Culture Improvement Plan
Final Evaluation Generic TORs
Final Evaluation – Guidance Note on Final Evaluation Reports

Terms of Reference for Thematic Window on Culture and Development
Annual Work Plan
Mission report from the Secretariat
Biannual monitoring report
Quarterly reports
Financial reports