

## UNDP-Spain MDG Achievement Fund

### Terms of Reference for Thematic Window on Culture and Development

This document provides policy guidance to UN Country Teams applying for funding under the UNDP-Spain MDG Achievement Fund (MDG-F) Thematic Window for **Culture and Development**. The framework elaborated below aims to set out the policy goals of the Fund in this area and illustrate the types of interventions the Fund will support. This guidance will also be applied by the technical assessment process that will review applications. These Terms of Reference should be read in conjunction with the Fund's "**Framework Document**" which sets out the overarching strategy for the MDG-F and the "**Concept Note Format**" which provides the format for submissions. These can be viewed at the Fund's home page at [www.undp.org/mdgf](http://www.undp.org/mdgf). Kindly note that MDG-F Thematic Windows will only accept applications from UN Resident Coordinators in eligible countries, applying on behalf of their UN Country Team.

#### Background and Rationale

A succession of international milestones have built a compelling case for the interdependence of sustainable development, along with recognition and acknowledgement of the diversity of peoples and cultures worldwide, such as the 1995 UNESCO Report of the World Commission on Culture and Development (*Our Creative Diversity*), the 1998 Stockholm Conference on Cultural Policies for Development, and the 2004 UNDP *Human Development Report*.

These principles underpin the various dimensions of culture, ranging from the well-known representations of cultural heritage to the living dimensions of it, enshrined in the artistic expressions, traditions and know-how which are the intangible heritage of peoples and communities. The *World Commission on Culture and Development* (2001) described culture as the "common heritage of humanity." The 2005 *World Summit Outcome* document underlined the importance of respect and understanding for cultural diversity as a contribution to the enrichment of humankind. Cultural diversity lies at the heart of a vision of development which encompasses access to goods and services and also the opportunity to choose a full, satisfying, valuable and valued way of living together. It is a singular asset for sustainable development and indispensable for poverty reduction efforts.

Tolerance and respect for cultural diversity lie at the heart of the UN's normative principles, as underscored by the September 2000 *Millennium Declaration*. In signing this document, Heads of State pledged to spare no effort to promote these values calling on all "Human beings (to)... respect one other, in all their diversity of belief, culture and language" and asserting that "(d)ifferences within and between societies should be neither feared nor repressed, but cherished as a precious asset of humanity. A culture of peace and dialogue among all civilizations should be actively promoted."

Efforts to address the complex linkages between culture and development have long pursued a two-track approach; on the one hand promoting the inclusion of minorities and disadvantaged groups in social, political and cultural life, and on the other hand harnessing the potential of the creative sector for job creation, economic growth and poverty reduction efforts more broadly. This two-track approach remains both appropriate and necessary.

The 2004 *Human Development Report* underscored how diverse and unequal the world has become. Over 150 countries have significant minority ethnic or religious groups and only 30 countries do not have a minority that constitutes at least 10% of the population. Furthermore, in over 70 countries 300 million people belong to indigenous groups, representing at least some 4,000 distinctive languages. Many of these countries have experienced rapidly-increasing levels of national prosperity over recent years. However, increasing levels of national prosperity co-exist with growing socio-economic disparities among groups within society. These inequalities can take multiple forms with some of the most critical relating to language, religion, and ethnic/racial identities. Minorities in multi-ethnic states, and many indigenous peoples, often face severe problems of discrimination in access to jobs, housing, health and basic living conditions. According to one estimate, almost 900 million people today belong to groups that are discriminated against or disadvantaged as a result of their identity, facing cultural, economic or political exclusion of one form or another.<sup>1</sup> Poverty, in its many forms, is often therefore intimately linked with issues of access to opportunities and knowledge and invariably has a particular impact on social, ethnic and religious groups. For these reasons, the inclusion of minorities and disadvantaged groups in social, political and cultural life remains an ongoing development priority.<sup>2</sup>

At the same time, culture can clearly facilitate economic growth through job creation, tourism and the cultural industries (i.e. culture as an economic sector for production, consumption, and access). Cultural and Creative industries are understood in this context as those which comprise the formation, production, commercialisation, and distribution of cultural goods and services resulting from human inspiration and imagination. They include, among others, printing and publishing, visual and performing arts, cultural tourism and related heritage industries, cinema, music, radio, television and online industries, arts, and design and crafts. Creative industries are one of the fastest growing sectors in the global economy reaching a global value close to US\$1.3 trillion today.<sup>3</sup> The promotion of viable creative industries in developing countries offers real possibilities to

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<sup>1</sup> *Minorities at Risk* dataset in Tedd Robert Gurr. 2000. *People versus States: Minorities at Risk in the New Century*. Washington DC: US Institute of Peace.

<sup>2</sup> The policy messages and evidence are provided in the 2004 HDR and in previous UN work such as *Our Creative Diversity*, the 1995 Report of the UN/UNESCO World Commission on Culture and Development (<http://www.unesco.org/culture/policies/wccd/index.shtml>), the 1998 Report of the UNESCO Intergovernmental Conference on Cultural Policies for Development ([http://www.unesco.org/culture/laws/stockholm/html\\_eng/actionpl1.shtml](http://www.unesco.org/culture/laws/stockholm/html_eng/actionpl1.shtml)) or the 2002 Chile HDR, (<http://www.desarrollohumano.cl/informes/inf2002/pres.pdf>), just to name a few.

<sup>3</sup> *PWC Entertainment and Media Outlook: Global Entertainment and Media Outlook: 2006-2010* June 2006 ; UNCTAD XI High-Level Panel on Creative Industries and Development. *Backgrounder* TD(XI)BP/13 4 June 2004; 'Urban Development needs creativity: how creative industries affect urban areas.' *Development Outreach*, November 2003. World Bank

expand the economic and trade potential of local creativity, talent and expertise. The recently approved UNESCO 2005 *Convention on the Protection and Promotion of the Diversity of Cultural Expressions* recognized the importance of the sector in article 14 on Cooperation for Development, whereby Parties commit to support cooperation in order to foster the emergence of a dynamic cultural sector. In addition, creative industries can provide new approaches to improve dialogue between peoples, shared identities and social cohesion.

Furthermore, culture provides the social basis that allows for stimulating creativity, innovation, human progress and well-being. In this sense, culture can be seen as a driving force for human development, in respect of economic growth and also as a means of leading a more fulfilling intellectual, emotional, moral and spiritual life.

Actions linking culture and development should target disadvantaged groups that have fewer opportunities to participate in the cultural life of the societies they belong to due to economic, social or ethnic factors. The fight against poverty from a cultural standpoint has to go hand-in-hand with other cooperation for development actions.

Together, these accumulated policies, strategies and international undertakings provide a powerful framework linking culture and development to key policy issues of our time, making cultural policy a key component of development strategies, including the respect for cultural diversity, the promotion of social inclusion of minority and disadvantaged groups, and the promotion of cultural and creative industries. Culture and development has a critical role in assisting efforts to generate inclusive growth as well as for human rights, democracy, and peace-building, all of which are essential for achieving the MDGs by 2015.

### **Key challenges and opportunities in this sector**

Despite the potential positive gains arising from cultural assets, problems such as lack of social trust, intolerance of cultural differences and discrimination against minorities, can be major barriers to how far all sectors of society benefit equally in progress towards achieving the MDGs.

As highlighted by the 2004 *Human Development Report*, cultural liberty is a requirement for human development as it is critical for people to live fulfilling lives. The report emphasized that multicultural policies are required which recognize differences, champion diversity and promote cultural freedoms, so that all people can choose to speak their language, practice their religion, and participate in shaping their culture - thereby choosing to be who they are.

Moreover in countries riven with deep-rooted conflict, greater tolerance of cultural diversity, trust, and inter-cultural dialogue, both among and within nation-states, and the creation of power-sharing institutions, also facilitates peace-building and the conditions for lasting recovery. Conflicts arising within plural societies divided by linguistic, religious and ethnic cultural identities have been at the forefront of UN recovery and peace-building activities, notably in the Palestinian Territories, Lebanon, the DR Congo, Iraq or Bosnia-Herzegovina. In this way, culture has an important potential for conflict

prevention and peace building, and needs to be included in the design and planning of policies as an instrument to improve co-habitation.

In particular in societies recovering from conflict, culture is crucial for giving people a sense of identity and belonging that gives meaning to the efforts to reconstruct their nation. It is central to social and economic renewal. In this regard, it is essential, for example, to ensure early-stage interventions to protect culture in all its forms, far beyond the focus on monuments to which it is all too-often confined. It includes reviving living culture in its innumerable forms of expressions. Cultural heritage has enormous symbolic value as a focus of identity, continuity and shared values, and for building social cohesion and stability. Culture needs to be rebuilt and rediscovered also through actions to revive cultural expression, to safeguard cultural heritage (both tangible and intangible) helping reassert the cultural identity of the different communities and bringing them closer together whilst maintaining their cultural diversity.

Across the globe, there is a widespread need to develop and promote policies, laws, and regulations which protect the rights of minority groups excluded for cultural reasons, respect multiculturalism, and encourage political participation and representation by cultural minorities. Such policy interventions should be designed to ensure that linguistic, religious, and ethnic cultural minorities, and indigenous peoples, are fully engaged, consulted, and represented as an integral part of the public policymaking process.

Creative industries, for their part, have suffered from weak institutional and political support, low levels of entrepreneurial capability, low added value, over-dependence on foreign firms and massive copyright infringement. Earnings, working conditions and employment, as well as people's ability to express their rich creativity and diverse voices, could be enhanced if the industries were more effectively organized, if capacities for cultural entrepreneurship were strengthened, and if new market opportunities were identified and exploited more fully.

Policy guidance and capacity-building activities are needed to help transform local talent and creativity into a viable industry that can foster stable employment, encourage economic growth, enhance trade and sustain diversity of expression. The effective integration of private and public stakeholders in the formulation of policies, regulations and strategies for improving creative industries has also shown positive results in a number of countries.

Interventions in support of the creative industries can be a means of generating employment and income, expanding the private sector, developing cultural entrepreneurship, particularly small and medium-sized enterprises, and, thus, widening access to diverse forms of cultural expression around the world.

**The MDG Achievement Fund seeks to support countries in the design, implementation and evaluation of effective public policies that promote social and cultural inclusion, and facilitate political participation and the protection of rights. The Fund also seeks to support efforts to promote cultural and creative industries and to generate the data and information necessary for the effective formulation and monitoring of policies on diversity, culture and development.**

### **Illustrative interventions**

The MDG-F will welcome funding applications that aim to:

- **Design, implement, and evaluate public policies that facilitate the political participation and protect the rights of groups excluded on cultural grounds.** These initiatives would support the formulation of inclusive policies, laws and regulations which protect cultural rights, respect intercultural relations, increase political participation, facilitate the representation of excluded groups, reduce discrimination, and promote equal opportunities;
- **Promote cultural and creative industries as drivers of economic and social development** and means for expanding people's opportunities; and/or
- **Develop institutional capacity to generate useful and accurate information monitoring and evaluating the effectiveness of cultural policies.**

To achieve these kinds of goals, proposals could contain some or all of the following illustrative elements:

#### **1. Formulate, implement and monitor socially- and culturally-inclusive public policies including:**

- *Support dialogue, cross-cultural initiatives, and educational exchanges* designed to promote understanding and tolerance among different cultural communities;
- Build *institutional capacity in official bodies, departments and agencies* responsible for implementing policies and cultural practices which promote equal opportunity;
- Promote respect, intercultural understanding and multiculturalism in *policies regulating religion and religious practice*;
- Support inter-culturalism and multiculturalism in policies on *customary law and legal pluralism*, and laws on official languages;
- *Protect systems of traditional knowledge*, recognizing its contribution to environmental protection and natural resource management, health and education.
- Develop, implement and monitor legal policies, procedures, and regulations at the national, regional and local level designed to facilitate *the inclusion of cultural minorities in public office*;
- Develop, implement and monitor *equal opportunity policies* in the recruitment and promotion of cultural minorities and other groups excluded for cultural reason in (i)

*the public sector*, including in appointed office, the civil service and the security forces at local, regional and national levels; (ii) *elected parliaments*, in sub-national assemblies, and in ministerial office; and (iii) *the judicial branch and the courts*;

- *Promote civic engagement* among ethnic minorities through the news media, voluntary groups, community associations, interest organizations, and new social movements; and
- *Develop and implement equal opportunity policies and practices*, especially in promoting minority access to employment, education and training, as well as access to other public goods and services.

**2. Realize the economic and social potential of the cultural sector and strengthen cultural and creative industries, including:**

- Develop policy recommendations to *improve the institutional and regulatory environment in specific cultural and creative industry sector(s)* such as music, new media, design and crafts, newspapers, television and books;
- Build capacity designed to improve the *management of cultural assets*, entrepreneurial skills, and business management practices among cultural entrepreneurs, start-up businesses, self-employed artists, both within the formal and informal economies;
- Support the creation of local cultural enterprises by developing “*creative enterprise incubators*” for both men and women entrepreneurs operating in the creative sector;
- Develop *training activities on cultural management*, as well as exchange programmes to build and expand the capacity of local cultural managers;
- Build capacity in the creation of *fiscal and other incentives for technological renewal* or improvement of facilities and infrastructure, as well as funding schemes for developing the creative sector;
- Support the *preservation of physical and non-physical heritage and promote its social value*;
- *Recover depleted or destroyed cultural assets*, for example in the aftermath of conflicts and crises, identifying and analysing assets for their patrimonial value and potential contribution to regenerating and rebuilding social fabric;
- Design and implement specific policies for the *development of micro and small industries* related to the production of arts and craft industries;
- Focus on the *economic viability of producing contemporary cultural products* for targeting domestic audiences using ICTs as well as more traditional media such as community radios;
- *Commercialize local cultural products* in national domestic markets and seek opportunities to export to regional and international markets;
- *Support the presence of domestic cultural products* and creativity in international markets and multicultural spaces, through trade policies and export programs; and

- *Collect data and develop relevant and reliable indicators* in the area of creative industries in order to develop appropriate policies.

**3. Generate information, monitor and evaluate the effectiveness of cultural policies, including:**

- *Build local capacity in statistical analysis* and the dissemination of existing data relevant to monitoring cultural diversity derived from official household census, public opinion polls, market research, and social surveys;
- *Encourage the exchange of expertise and the dissemination of best practices* on data collection, surveys and the use of indicators at national and international levels, including south-south cooperation, through seminars, exchanges, and technical training workshops, among government officials, educational research institutes, private sector market research companies, and non-governmental think-tanks;
- *Expand local institutional capacity to design, manage, and implement surveys*, including sampling techniques and the organization of survey fieldwork;
- *Expand geographical and time-series coverage in the leading cross-national surveys* of cultural attitudes, values, and behaviour in the selected countries, such as the World Values Survey, Global Barometer, the Gallup World Poll, and the International Social Survey Program;
- *Use social audits to monitor the effectiveness of public service delivery* in reaching minority communities and creative communities;
- *Build and deepen the capacity of institutes in developing countries to collect relevant statistical data* on cultural diversity and cultural rights, to conduct social scientific surveys, to influence their design, and to interpret the results; and
- *Develop indicators on culture and development in the context of Human Development Indices.*

**How will we know we are having an impact?**

Programmes financed by the MDG-F in this sector, will be expected to demonstrate credible, measurable results. Applications to the Fund will therefore be required to identify the key indicators including a base-line, performance, and results indicators that can be used to measure and monitor success of the programme and the means to collect that data during and after the proposed programme period. Some of the indicators that should be considered in formulating proposals in this field would include quantitative statistics relevant to the MDGs, minority representation and so forth, as well as qualitative surveys to measure attitudes and values relevant to cultural diversity and focusing on social tolerance and trust.

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