CULTURE AND SUSTAINABLE DEVELOPMENT

A Framework for Action –

The World Bank

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James D. Wolfensohn

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Foreword

As globalization draws us all into greater proximity, it is essential that we nurture, prize, and support the diverse cultures and historical experiences of the countries in which The World Bank Group operates. We simply cannot conceive of development without cultural continuity. It must be acknowledged and must form the basis for the future. Serious attention to culture is basic to improving development effectiveness—in education, health, the production of goods and services, the management of cities. It is at the very heart of poverty reduction as well as the quality of life.

Attention to culture demands scrutiny and analysis. Recent events make it brutally clear that cultures can have adverse elements—those that oppress and degrade. The challenge is to draw on traditions, values, knowledge and strengths that can make development more effective.

If we ignore culture, the consequences can be profound. When school books in Africa teach reading through stories set in the wintry Alps—as I have witnessed myself—they do not draw on the children’s cognitive map of reality, or on words and images that have meaning for them. This can impede not only reading and understanding, but also opportunities to evaluate material and practice analytic skills. City management systems imported into parts of Asia, from Western Europe and North America, are turning out to be less effective than previously assumed. Why? Because they do not draw on the existing social strengths and values inherent in the way population agglomerations were managed before.

Our attention to culture is letting us look at development issues in new ways, to explore development solutions that are more effective, and that reinforce people’s distinctive identities and build on their strengths. The self-awareness and pride that come from cultural identity are an essential ingredient if communities are to take charge of their own lives and choices.

Hence, we are at a crossroads in our understanding of development and how to go about it. We are realizing that building development solutions on local forms of social interchange, values, traditions, and knowledge reinforces the social fabric. We are starting to understand that development effectiveness depends, in part, on “solutions” that resonate with a community’s sense of who it is.

Much of the knowledge on the various aspects of culture which I have mentioned here resides outside of the World Bank. Integrating culture into the Bank’s work will depend on successful partnerships. Partnerships that bring together international, regional, national, and local actors; that bridge formal and informal, private and public sectors. Partnerships that bring in foundations, civil society and the communities themselves, as well as national governments and international agencies.

As we enter the new millennium, we look forward to working with other organizations in the continuing fight against poverty. We understand fully that we need to proceed in ways that retain local identities and support pluralism. Most of all, we hope that through our collaboration, emerging development practice will conserve and amplify the values, expression and heritage that give people’s lives meaning and human dignity.

— James D. Wolfensohn, President, World Bank
Executive Summary

Many organizations have worked in the culture field for years. Among them are the United Nations Educational, Scientific, and Cultural Organization (UNESCO), the International Council on Monuments and Sites (ICOMOS), the International Center for the Preservation and the Restoration of Cultural Property (ICCROM), the Aga Khan Trust for Culture, and the Smithsonian Institution. The World Bank’s entry into this field is relatively recent. In May 1998 a report by the Bank’s Social Development Task Group concluded that culture is an essential dimension of development and can provide a “lens for development,” illuminating hidden assets and defining a range of institutions to address problems that the Bank could not otherwise resolve. It also contributes to development directly.

Specifically, a program on culture and development can

- provide new economic opportunities for communities to grow out of poverty;
- catalyze local-level development by building on diverse social, cultural, economic, and physical resources;
- generate revenues from existing cultural assets;
- strengthen social capital and social cohesion; and
- complement strategies for human development and build dynamic, knowledge-based societies.

The key question is not whether culture matters, but how the World Bank should integrate cultural dimensions into its work, in order to carry out its development mandate and its sectoral work more sensitively and effectively.

This paper describes the World Bank’s evolving work program for culture and sustainable development. It articulates criteria that justify lending for culture, and criteria that limit the Bank’s participation. The program is a work in progress, modest in size and geared toward enhancing the World Bank’s development effectiveness. It is carried out within the parameters of Board-approved policies for operations (see Annex A), but it adds an important proactive emphasis on culture and identity to the World Bank’s ongoing work. The program works in a learning mode, and builds on the expertise and experience of others. Fostering innovation and learning through partnerships, it will be one input into the holistic Comprehensive Development Framework proposed by World Bank President James D. Wolfensohn. The program described here contributes to a more integrated view of development and more effective results on the ground.

**Framework for Support**

World Bank assistance programs have impacts on culture, whether intended or not. The World Bank has long had policies aimed at avoiding adverse impacts on societies and cultures, and it has done extensive work under the Strategic Compact to inculcate cultural awareness and sensitivity into World Bank work.

Because culture underlies development and development work, *mainstreaming attention to culture* into Country Assistance Strategies (CASS), sector strategies, projects, economic
and sector work will increase the Bank's effectiveness. This is especially true in education, health, targeted poverty programs, and urban and rural development. For example, in education, the Africa Region is developing strategies to support grass-roots library services and to make available books in vernacular languages, based on Africa's strong oral tradition. In urban upgrading and reconstruction activities, as in the Fez Medina and Yunnan Earthquake Reconstruction projects, the conservation and restoration of historic architecture are being used to restore commercial life to cities in ways that are labor-intensive, attract small businesses, and minimize social dislocation (see Annex B).

Building on the cultures of poor and marginalized groups is part of the World Bank's poverty agenda. Within that framework, the World Bank has begun to develop strategies to support social inclusion and strengthen locally relevant institutions for development purposes. This includes helping poor groups to create employment and income opportunities on the basis of their traditions. The World Bank also supports cultural activities in countries concerned about the cultural survival of poor and marginalized groups, to assist in strengthening the social cohesion, identity, and capacity of these groups. The Peru Indigenous Peoples' Development Strategy and the community-based indigenous peoples projects under development in Peru and Bolivia are cases in point. While such projects are heavily culture-oriented, they explicitly support the World Bank's development goals of social inclusion and poverty reduction.

When the World Bank supports conservation of monuments and heritage sites it is to achieve economic and social objectives. Most World Bank projects that include site conservation are justified on tourism grounds. However, it must be kept in mind that tourism can itself degrade the environment and culture. A key issue in World Bank support for site conservation linked to tourism will be to determine how the World Bank Group, including the International Finance Corporation (IFC) and the Multilateral Investment Guarantee Agency (MIGA), can work with governments, the private sector, and nongovernmental organizations to stimulate and regulate tourism development in such a way as to prevent deterioration of the natural environment, sites, and community life, while enhancing local employment and revenues.

Lending Criteria

Although all the World Bank's work needs to be culturally sensitive, Bank support for cultural projects as such will depend on their impact and on whether the Bank has a comparative advantage. Financing culture-based activities is justified when it responds to needs expressed by client governments and supports CAS diagnoses and priorities. In particular, it is justified when it

- reinforces sectoral or project objectives; or core development activities;
- reduces poverty and stimulates enterprise development by the poor;
- contributes to poor groups' social capital and capacity; or
- leverages private direct investment that generates local employment benefiting the poor, yields tax revenues, and contributes to environmental and cultural conservation.

In any case, the Bank should be involved only when it can add value to the assistance of others by integrating the work of specialized organizations into the social and economic development context. The World Bank does not finance culture-based activities when there is no demonstrable socioeconomic benefit consistent with the Bank's development man-
date, when alternative financing is or could be available, or when the activity contravenes the CAS or is not in response to effective client demand. This said, it is clear that further analysis is needed to clarify the conditions under which

- culture-based activities can strengthen the identity, social cohesion, and efficacy of poor groups and contribute to their economic and social inclusion;
- tourism development can benefit the poor, yield significant government revenues, and avoid degrading environmental and cultural assets; and
- World Bank intervention would not crowd out the activities of the private sector or other agencies.

This evidence will help in working out more incisive criteria to govern support for cultural activities that are developmental, but not directly income generating, and for conservation linked to tourism development.
Overall, the World Bank’s work in this arena should be pluralistic and should not seek to promote one culture or another. The program’s success will depend on the World Bank’s ability to leverage not only its own capacities but also the skills of expert organizations and the insights of grass-roots organizations to produce significant, sustained social and economic impacts.

**Work Program**

The work program for culture and development flows from these considerations and focuses on operational development, analytic work, and partnerships.

**Operational Support and Best Practice Cases**

In FY1998-99 the World Bank developed 30 operations—20 with culture components and 10 self-standing culture projects, primarily learning and innovation loans (LILs)—as well as a few small nonlending pilots and training activities. Most of these operations are in the World Bank’s traditional sectors, but they open new opportunities for community commitment and improve the local relevance and sustainability of program content and implementation arrangements.

In FY2000 operational support will include the following lines of work:

- Mainstreaming culture into the World Bank’s Country Assistance Strategies (CASs), sector strategies and operations. Mechanisms for mainstreaming include:
  - Catalytic action to identify and disseminate significant opportunities and approaches to regional staff, mobilize expertise and funding, and prompt research and development;
  - Collaboration in a Bankwide thematic group to develop mainstreaming priorities, tactics, and review mechanisms geared to country priorities in the regions; and
  - Advocacy and advice by a small group of engaged Bank managers and staff.

- Supporting culture-based operations. Such projects are expected to have various objectives: conserving physical assets and leveraging private investment (World Bank with IFC and MIGA); stimulating cultural enterprise development; strengthening identity and social cohesion to reduce poverty; and supporting nonformal education. This work will be complemented by supervision and learning from nonlending pilots—for example, Internet craft marketing, cultural Development Grant Facility (DGF) pilots, “art securities,” and tracking of Private Sector Development (PSD) Exchange pilots.

- Building capacity linked to partnerships. This will include development of knowledge management systems; preparation of case studies; training for staff and clients, and with partners and the World Bank Institute; and steps to improve social assessments and cultural sensitivity.

**Analytical Work**

In FY1999 the program has supported country strategies (e.g., for Peru and Yemen) and regional strategies (Middle East and North Africa Region). Increasingly CASs are addressing the problems of excluded groups and local governance and providing a platform for integrating culture into the development strategy.

In the future, the social and economic justification of the World Bank’s investment in living and material culture will be the main topic of analysis. Discussions are being organized among eminent economists on the rationale for investing in culture. In addition, best
practice cases on tourism will be developed. At this stage, the Bank has identified three domains for review:
- policies, regulations, and public infrastructure choices that reflect advice of industry groups well known for gentle impacts on culture and environment;
- development of broad-based civic support for the legal and regulatory framework (e.g., zoning, building standards) and of benefit streams for local residents, which depend on conservation; and
- alliances between investors and local associations and nongovernmental organizations (NGOs) representing poor residents, to forge linkages with the local economy.

**Partnerships**

The World Bank’s work on culture depends, and will continue to depend, on partnerships. The institution’s work and collaboration with other organizations is grounded in the principle of comparative advantage. The World Bank will not attempt to replicate the skills of, or duplicate the work of, specialized organizations such as UNESCO, the World Monuments Fund, the Smithsonian Institution, and ICCROM. Rather, the Bank is engaging in pragmatic partnerships for joint work through which it can draw on such organizations’ technical expertise. In return, the Bank’s involvement in the field can strengthen the effectiveness of the other organizations by facilitating their contacts with government ministries and NGOs, providing expertise in project evaluation, and mobilizing private sector interest.

Through the Culture and Development Network, the World Bank has provided forums for specialized cultural organizations, foundations, and regional organizations to forge such partnerships. Network participants have agreed to collaborate on projects when their respective priorities and work programs overlap and the work is self-financed by each organization. To connect organizations having capacity and resources with those that need them for activities involving both culture and development, the World Bank has organized three brokerage workshops (in April 1998, October 1998, and April 1999). In the course of the workshops, organizations in the Culture and Development Network have learned about projects in the World Bank’s lending program and have agreed with task managers on specific areas of collaboration. It is expected that as work in the field progresses, the role of the World Bank in relationship to such specialized organizations as UNESCO will be further refined and improved methods for working together will evolve.

**Conclusion**

This paper sets out the rationale and justification for the World Bank’s integration of cultural dimensions into its work, as well as the criteria for World Bank financing of culture-based activities. It is an interim report on an early phase of the work and will be followed in 18 to 24 months by stocktaking and development of a strategy paper for Board consideration. Findings by the Operations Evaluation Department (OED) will be incorporated into this strategy paper. The strategy paper will evaluate the conditions under which the World Bank should be supporting the conservation of living culture linked to social development, and physical conservation of cultural sites linked to tourism development. Periodic reporting on new lessons, clarification of the World Bank’s comparative advantage, and the evolution of criteria for World Bank support will be an important part of learning—in the World Bank Group, including the Board; with partners; and with our clients and beneficiaries.
Culture: An Integral Part of Development

The World Bank’s engagement with culture is part of a broader transformation in development thinking in the 1990s. UNESCO should be credited for its part in stimulating this transformation, which led the United Nations to establish an independent World Commission on Culture and Development in 1992. As Javier Perez de Cuellar, president of the commission, observed in the body’s 1995 report: Just as the Bruntland Commission had so successfully served notice to the international community that a marriage of economy and ecology was overdue and had set in motion a new world agenda for that purpose, so, it was felt, the relationship between culture and development should be clarified and deepened, in practical and constructive ways.

This theme was echoed at the UNESCO conference on Culture and Development held in Stockholm in March 1998 and in UNESCO’s 1998 World Culture Report, which discusses the role of cultural enterprises and cultural pluralism in development and identifies indicators of cultural development.

In April 1998 the World Bank’s Task Group on Social Development stated that culture is an essential dimension of development, that development solutions should be tailored to locally relevant traditions and institutions, and that these activities should make use of local expertise and knowledge. The Task Group also noted a need to support social inclusion, pluralism, and collaboration within society as part of the World Bank’s development agenda. The World Bank’s current work on culture and sustainable development is a direct outgrowth of this shift in the development paradigm toward people-centered development.

The Working Definition of Culture

Culture can be defined in many ways. In this paper, the word is understood in the same sense as used by UNESCO and by the World Commission on Culture and Development in its 1995 report Our Creative Diversity: culture is the whole complex of distinctive spiritual, material, intellectual, and emotional features that characterize a society or social group. It includes creative expression (e.g., oral history, language, literature, performing arts, fine arts, and crafts), community practices (e.g., traditional healing methods, traditional natural resource management, celebrations, and patterns of social interaction that contribute to group and individual welfare and identity), and material or built forms such as sites, buildings, historic city centers, landscapes, art, and objects.

The Role of Culture in Sustainable Development

Economic globalization has brought cultural homogenization, dominated by the pressures of popular culture and a priority on wealth. In many areas, a result has been social displacement—a lack of continuity with traditions and perspectives that gave life meaning, and for many, a feeling of dislocation and alienation. Some societies have reacted by turning inward, toward isolationism and exclusion. But for development to be inclusive and sustainable, it must nurture the diversity of belief systems and traditions that enhance peo-
ple's self-images and give them confidence to act in their own interests while respecting and supporting the traditions of other groups.

For the poor, the role of culture is particularly significant. Their endowments are largely sociocultural. As studies by the Inter-American Foundation, Cultural Survival, and other organizations have shown, legitimizing and supporting the culture and heritage of poor and marginalized groups can bring about profound improvements in self-esteem, energize communities and help them get organized, and assist them in finding new ways to improve their livelihoods. By including support for the cultural priorities of poor and marginalized groups in its community development projects, social investment funds, and targeted matching grant programs, the World Bank can help poor communities identify their own strengths and open opportunities for them to revive, use, and adapt their own heritage and identity. This suggests that the World Bank can make its programs of poverty reduction and social inclusion more effective by explicitly supporting the cultural assets of the poor.

For societies at large, cultural diversity and uniqueness can be leveraged into major foreign exchange earnings and economic opportunities. The most obvious means is through tourism development. Travel and tourism constitute the world's largest industry. The challenge is to encourage tourism that does not degrade the very culture that attracts it. Ways are increasingly being found to develop environmentally and socially sustainable tourism, through high-quality investment and low-impact educational travel that conserve traditional local architecture and are environmentally sensitive. But making tourism culturally and environmentally sustainable, and effective in improving incomes and opportunities for poor local residents, requires effort on several fronts, by local communities and associations, private investors, and public authorities. These efforts include:

- devising policies, regulations, and public infrastructure choices that the industry recognizes as supporting culturally and environmentally gentle investment;
- managing fragile areas and sites, controlling tourism pressure, and enhancing the educational value of attractions;
- facilitating the role of local residents in setting ground rules and getting early benefits, and fostering attractions that are important to local community life and that bring incomes to the poor; and
- forging business linkages between hotel investors and local producers and services, as well as alliances between investors and local NGOs and associations, to improve employment and income opportunities (and in some cases, services) for the poor.

**Box 1: The Relationship between the World Bank's Safeguard Policies and the Culture and Sustainable Development Program**

The World Bank's operational policies pertaining to cultural property and cultural groups include OPN 11.03, *Managing Cultural Property in World Bank-Financed Projects* (now being converted into draft OP 4.11 with the same name) and OD 4.20, *Indigenous Peoples*. These policies are part of the World Bank's safeguard framework and focus on mandatory actions to protect people and resources from harm. Before being finalized, they must pass through informal and external consultations and review and be approved by the Bank's Board.

The World Bank's culture and sustainable development program goes beyond these precautionary policies to encourage good practice through projects and nonlending services. It supports initiatives to protect and enhance material culture, creative expression, and community practices, when those initiatives contribute to poverty reduction and economic development, and to strengthen social capital. The World Bank's urban lending program also takes a proactive approach, seeking to reduce waste and social disruption during revitalization of urban centers by conserving and reusing physical assets of value rather than demolishing structures and neighborhoods and building anew.

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Country Assistance Strategies and Sectoral Effectiveness

There is an emerging consensus that the cultural dimensions of development should be integrated into the CAS. Culture should also be integrated into key sectors in which the World Bank works—education, health, rural development, urban development, infrastructure, private sector development, environment, and poverty reduction strategies—to make the work of the Bank’s networks and families more productive and increase the Bank’s development effectiveness.

Operations that build on social capital—that are grounded in cooperative relationships which people value—have a better chance of being implemented successfully than those that are not. Strategies and operations that resonate with the existing social values and traditions of the beneficiaries have an advantage over those that do not.

Program Objectives

There is also broad agreement that culture can directly contribute to core development objectives. It can help to:

- **Provide new opportunities for poor communities** to generate incomes from their own cultural knowledge and production and to grow out of poverty
- **Catalyze local-level development** through the diverse social, cultural, economic, and physical resources that communities have to work with
- **Conserve and generate revenues from existing assets** by reviving city centers, conserving socially significant natural assets, and generating sustainable, significant tourism revenues
- **Strengthen social capital**—in particular, to provide a basis on which poor, marginalized groups can pursue activities that enhance their self-respect and efficacy and to strengthen respect for diversity and social inclusion so that they can share in the benefits of economic development
- **Diversify strategies of human development and capacity-building** for knowledge-based, dynamic societies—for example, through support for local publishing, library services, and museum services, especially those that serve marginalized communities and children.

The World Bank’s Comparative Advantage

Most expertise on culture and cultural heritage resides in organizations outside the World Bank. Within the UN system, the World Bank’s lending for culture, and its linking of culture to development, are informed by the normative frameworks and technical analyses and recommendations of UNESCO. Similarly, the Bank’s support for education complements
UNESCO’s role, and its lending for health care complements the technical analyses and recommendations of the World Health Organization. Considering the diversity of issues that are encompassed in “culture,” it is essential that the World Bank work in partnership with other, more specialized organizations.

The World Bank’s contribution is to be strategic and integrative, catalyzing and financing assistance programs that scale up development benefits. Partner organizations that are active in the field seek certain capacities and perspectives from the World Bank to complement their own contributions. For example:

- The World Bank Group’s access to and influence with governments and the private sector can help place cultural issues in a broader development context.
- The World Bank is engaged with other institutions to help clarify the economic benefits of investing in cultural heritage and contemporary cultural activities.
- The World Bank, in its work with other institutions in the culture field, is applying its experience in large-scale programs for community and municipal development, practicable policy frameworks and institutional programs, and development of financial management and resource mobilization strategies. All of these are critical for reaping developmental benefits from culture, linking culture to business development, and sustaining cultural institutions and programs.
- The World Bank can convene diverse organizations and stakeholders, ranging from local to global in character, to forge mutually supporting development programs, which it can help to finance.

These key elements of the World Bank’s comparative advantage complement the technical expertise of UNESCO and other specialized organizations in the culture field. The greatest contributions of the World Bank’s support to culture—through lending and nonlending programs—will come from leveraging not only its own capacities but also the particular skills of expert organizations to produce significant, sustained social and economic impacts. As the program evolves, there will be a continuous effort to document and evaluate the World Bank’s comparative advantage in this work.
Integrating Culture into the World Bank’s Operations

The Lending Program to Date

Over the past 20 years, the World Bank’s support for culture has focused primarily on the restoration and conservation of historic city centers, and this physical conservation work continues. But the World Bank’s recent work on social issues, participation, and social capital has also shown that supporting activities to which poor groups are strongly committed can be very effective in helping those groups gain self-respect and become more economically productive.

Lending operations supporting culture include both freestanding cultural operations and projects that include a cultural aspect or component. Most such operations are in traditional sectors, but they open new opportunities for community involvement and commitment and improve the local relevance and sustainability of program content and implementation arrangements. In each case, the justification involves poverty reduction and broad-based human and social capital development.

Types of Operations Supported

Operations have fallen into three broad categories:
- **Mainstreaming through sectors**—for example, to improve educational effectiveness
- **Community-based projects**—indigenous peoples’ projects, community-based development projects, social investment funds (SIFS), and microenterprise development
- **Projects focused on conservation of built and natural assets**—usually urban, environmental, or rural development projects.

Mainstreaming Culture in Sector Programs: The Case of Education

The Africa region has begun an initiative to increase readership by making available books in vernacular languages, based on the region’s oral traditions. This began when brainstorming identified several key problems that go to the heart of educational effectiveness. These problems focused on the disconnection of education from culture—in language (and the cognitive map informed by daily life), subject matter, and learning style. These issues related to formal schooling but also highlighted the importance of putting interesting stories in vernacular languages into the hands of children, teenagers, and adults outside of school. Critical objectives became clearer: to stimulate thinking, reading, learning, and questioning; to improve educational effectiveness by engaging the imagination of children—by making learning not just utilitarian and school-bound but an integral part of life, built on values and traditions already present. Developing readership and visual and experiential learning, through development of library services and museums, is fundamental to building the social institutions that support a dynamic, open civil society.
Box 2  Educational Effectiveness: Using Africa’s Oral Traditions

In Sub-Saharan Africa, there is a dearth of children’s books and interesting materials for adult literacy programs. Shortly after independence, numerous books based on traditional poems, songs, stories, and history were published in Africa. In some countries, such as Kenya, mobile libraries went to villages once a week. A Kenyan staff member of the Bank recalls how she used to wait eagerly for the library truck to arrive at her village, when she would get a pile of treasured books and sit in rapt attention, poring over them until they had to be returned. This helped create a lifelong pleasure in reading which, on a larger scale is fundamental to a thinking, dynamic society.

Now such books are unavailable. Children do not read outside school, and, in general, only textbooks are available in school. Children and young adults do not have the opportunity to develop a love of reading and to expand their horizons beyond the school curriculum and textbooks.

But there is a thriving oral tradition in Africa. Storytelling is used to teach and entertain. In the villages, at the first evening star, grandparents and other elders call the children around them and start telling stories. These tales are fascinating and thought-provoking, and various ones become favorites. Here is a treasure-trove of material for children’s books.

Staff in the Africa Region are responding to this challenge by developing a grass-roots library services program that will, at the same time, preserve oral traditions, integrate them into children’s books and adult literacy materials in vernacular languages, and encourage indigenous publishing.

As a result, the Bank is exploring how it can assist in developing grassroots library services, including mobile libraries and purchase of books in vernacular languages, some based on traditional stories, poems, songs, and history (see Box 2). The Bank is exploring with the African Publishing Network (APNET) how to support development of the African publishing industry cost-effectively as a part of this effort.

Making libraries and museums part of the life of poor communities has benefits, not only in educational terms but also in strengthening the communities’ self-esteem and their ability to question and make informed choices. For example, in Uganda—a country with the potential to become divided along ethnic lines—physical patrimony has been turned over to be managed by local communities, opening the way for small community museums to develop as a form of accessible education and to serve both as community centers and as destinations on a decentralized tourism route. In support of both economic and social objectives, the Smithsonian Institution has joined with the World Bank to assist the government of Uganda and diverse local stakeholders in forging a museum development strategy and developing a network of museums with related community services and tourism outreach. Similar development of museums and community cultural centers is being considered for inclusion in the Ethiopia Cultural Heritage LIL.

Community-Based Initiatives

Studies have shown that there is a very large return to the promotion of positive social relationships and cooperation at the grass-roots level. In Tanzania, for example, participation in civic associations has a greater impact on consumption of the poor than does girls’ education or access to markets. The effectiveness of these networks of reciprocity depends on shared values and common identities. The promotion of networks of solidarity at the community level should be an important part of the poverty reduction strategy of both governments and the World Bank.

Demand-driven community-based projects, including Bank loans or credits that are
passed on as matching grant programs to the very poor, can offer poor communities opportunities to obtain support for culturally based activities that increase their incomes and enhance their self-esteem and self-organization—their social capital. For example, projects being developed in the Latin American and the Caribbean Region (LAC) focus primarily on supporting excluded and marginalized groups, particularly indigenous peoples, in promoting their own development, on the basis of priorities they themselves set. A major theme emerging from discussions with indigenous groups in LAC has been their need to ensure their cultural survival and identity and where possible, to generate incomes from their traditional knowledge and culture-based skills (see Annex B).

Social investment funds can also include technical support and seed capital for cultural production (e.g., traditional high-quality textile production in Indonesia), which in most cases would benefit poor women and could provide a more sustainable source of income than temporary labor in infrastructure subprojects.
Artisans and small craftsmen, who draw on and celebrate the local culture as much as they shape it, frequently need the support of small credit and microcredit schemes and assistance through their cooperatives or to the solidarity groups that market their products. This is especially true of indigenous peoples’ and women’s groups. For example, in the Ethiopia Cultural Heritage LIL now being prepared, an artisanal craft development component focuses on preserving ancient craft traditions and reestablishing craft production as a vital part of community and national economic life. The project will assist artisans in pilot areas with design guidance, technical skills, business understanding, and direct market links to generate sales to local, tourist, regional, and export markets and to develop the market momentum and local capacity needed to sustain growth of craft industries.

Conservation of Built and Natural Assets

The World Heritage Convention (administered by UNESCO) recognizes both built and natural sites as parts of the common heritage of humanity. In Europe and Central Asia (ECA), the Middle East and North Africa (MNA), and East Asia and Pacific (EAP), most projects that include cultural investments have focused on conservation of the built and natural environment, with expected benefits in terms of enhanced local revenue generation or improved public services. Annex B contains a number of examples of such lending operations. The World Bank has supported built heritage through restoration and conservation components in larger investment projects (such as the Yunnan Earthquake Reconstruction Project); within urban projects (for Lahore, Hafsia, and most recently, Fez); within tourism projects (e.g., Bethlehem 2000 and two Jordan Tourism projects); or in cultural site conservation projects linked to tourism development (e.g., the Croatia Split/Kastela Bay, Turkey, Ethiopia, and Lebanon Cultural Heritage projects).

Foreign direct investment in culturally and environmentally sensitive tourism can be mobilized within such cultural conservation projects. The FY1999 Second Jordan Tourism Development Project is supporting the development of a long-term tourism strategy with measures to deregulate and streamline the procedures that impede private sector participation in tourism development. The Bethlehem 2000 Project includes a tourism promotion drive.

The potential for sensitive tourism development depends on developing clear common agendas, objectives, and cooperative arrangements between environmentally and culturally sensitive investors (principally in hotels), governments, and local communities and NGOs. Recent Bank experience has shown that appropriate sequencing is crucial to developing nondegrading tourism. A common mistake is to focus on restoration, conservation, and management of a specific site and to assume that tourism will come, and with it development that is not degrading. In planning site conservation, it is crucial to

- evaluate the potential of the overall region and the key tourism attractions and fabric of life that should not be despoiled;
- ascertain whether there is a market in culturally and environmentally sensitive tourism for that area; and
- take action on both these fronts.

Another common mistake is to emphasize the potential for capital-intensive (hotel- or resort-based) tourism in a region’s development strategy before a legal, regulatory and institutional framework is put in place, with local communities’ support, to prevent overbuilding and degradation of the area. The tourism sectors with the softest impact on the character of a region are usually educational tourism, ecotourism, and adventure travel, as
well as the bed-and-breakfast trade. These businesses can provide immediate income opportunities for poor communities in heritage areas and can give them a stake in maintaining the natural beauty or authenticity of the space. For these reasons, adventure travel, eco-tourism, or educational travel opportunities can be developed between local communities and reputable entrepreneurs simultaneously with zoning development.

Crucial first steps are

- public education campaigns for conservation;
- an early emphasis on low-impact tourism, in which interested communities set the ground rules and are able to earn immediate income; and
- development of conservation and heritage zones and site management arrangements that take into account carrying capacity and the unique character of the area and that use transparent permitting regimes.

Supporting Instruments and Programs

Lending specifically for culture is being developed largely through LILS, which afford opportunities to test new approaches, pilot efforts for later expansion, and develop programmatic strategies. Governments' interest in starting with LILS for cultural support is understandable and is a good risk management strategy for gaining experience with the World Bank's support in this field. In addition a range of nonlending services is coming into play.

Innovation is also being stimulated through the World Bank's grant programs: Institutional Development Fund (IDF) grants, the Development Grant Facility (DGF) program for culture pilots, infoDev, the Innovation Marketplace, and the Private Sector Development (PSD) Exchange. For example:

- IDF support for development of cultural heritage legislation and a national agenda in Georgia has recently been completed. In LAC, six IDs supported indigenous peoples' consultations and priority setting.
- Demand for DGF grants is arising in four broad areas: community-managed low-impact tourism development; participatory assessment of cultural assets, and participatory priority-setting and planning; programming and use of communications media to link cultural traditions to sustainable development through theater, literature, oral history conservation, and cultural radio programming; and development of crafts marketing.
- In FY1998, the World Bank, through the Economic Development Institute (now the World Bank Institute), funded a pilot for Internet marketing of crafts, with NGO assistance. The program, which offers reduced intermediation costs and expanded market access for highly skilled artisans in remote areas, has had a good start in Morocco, Tunisia, and Lebanon. The program and its Website (www.elsouk.com) were strongly endorsed at infoDev's annual meeting in December 1998. An application to infoDev and the European Union is now being prepared for expansion of the program to other countries in MNA and to several other regions (see Annex C for further details about the Website).
- In FY1998, innovation grants through the Innovation Market Place and PSD Exchange were approved for prefeasibility analysis of a global culture securities proposal, development of a cultural industries technical agency for South Africa, and entrepreneurship training programs for artisans, in cooperation with the World Bank Institute.

These nonlending services represent some of the most innovative aspects of the World Bank's assistance program.
Making the Case: Analytical Work

In Fiscal Year 1999, the World Bank’s analytical activity consisted largely of regional and country sector work, responding to demand by governments and identification of the issues that future economic analyses should address. In addition, the World Bank has begun to convene economists and other social scientists to define a substantial program of applied research on Culture and Economic Development.

**Economic and Sector Work**

Several sector studies and notes are in preparation to define adequate strategies for cultural conservation and sustainable management. Experience thus far suggests that clients’ interest in such studies emerges after some initial dialogue and experience with operations with limited investments that help identify existing needs and work patterns appropriate to the cultural domain. An example of such sector work involves consultations with indigenous peoples in Peru (see Box 3).

MNA is preparing a regional cultural heritage strategy that synthesizes accumulated lessons and orients future lending and nonlending assistance. Investments in culture are being identified that help achieve key policy objectives in the region: poverty reduction, employment creation, inclusion, and social cohesion. MNA’s cultural strategy is being prepared on the basis of dialogue with country governments, representatives of civil society, UNESCO, the private tourism industry, and other relevant stakeholders. The Africa, EAP, and ECA regions are all contemplating regional think-pieces or strategy/discussion notes to help orient their assistance so as to reinforce key regional policy objectives agreed with client governments.

**Country Assistance Strategies**

The CAS has both direct and indirect roles to play in all these areas and will increasingly become a focal point for mainstreaming culture into assistance programs. Increasingly, CAS consultations have included groups with diverse cultural perspectives. The Guatemala CAS is an exceptionally good example. Other CASs that have made greatest use of consultative processes and have dealt most thoroughly with issues of local governance include those for Bolivia, Ecuador, Kenya, Mongolia, Papua New Guinea, Tajikistan, and Vietnam. But the existing CAS instrument needs to include cultural issues and strengths more systematically, to diagnose factors in the country’s development and to make World Bank assistance more effective. To this end, efforts will be made to

- work with governments to engage poor, marginalized groups in diagnosis and strategy development;
- improve the social analysis in the diagnostic part of the CAS to identify sociocultural issues and practices of social exclusion, as well as cultural assets, strengths, and perspectives that would inform strategy and operations; and
Box 3 □ Peru Indigenous Peoples' Development Strategy

In 1998 consultations were organized among indigenous peoples in the highlands and Amazon region of Peru. It was striking that in identifying their own priorities, the indigenous peoples emphasized that preserving their cultural identity was vitally important to them. These first consultations were followed up by preparation of a strategy paper.

The objectives of the report are to generate information on the demographic, socioeconomic, and cultural conditions of Peru’s indigenous peoples; provide recommendations on a policy framework and institutional arrangements for their development; and make information available to a wide variety of related interest groups. Through social science research, the collection of Geographic Information System (GIS) data, and, most important, more widespread consultations with the groups, specific actions were identified as crucial for enhancing the quality of life for these peoples, on the following fronts:

- strengthening indigenous organizations;
- recognizing and strengthening indigenous cultural identity;
- conserving and managing natural resources and the environment;
- promoting increased participation and leadership at the national and regional level;
- increasing access to basic social services; and
- institutionalizing partnership for development between the state and indigenous peoples.

This systematic study has helped the indigenous peoples of Peru generate a development strategy, which the World Bank will support through a LIL.

- ensure that sociocultural analyses are actually brought into the substance of the strategy and program—in sector studies, project design, and implementation.

Furthermore, CASS would pay closer attention to forms of economic activity that can reinforce culture and identity (cultural enterprise development, including sensitive tourism development) and would attempt to align those activities with the interests of marginalized and poor groups. The CAS would also do more to integrate questions of culture into existing activities in education and community-based projects. Recent trends toward participation in CASS are important steps in this direction. Since culture belongs to the people, it is imperative that discussions on these issues be led by them. The meaningful involvement of governments in these discussions is also extremely important so that the government “owns” the outcomes.

Future Analysis

Economic Analyses

The World Bank has always recognized that tourist revenues provide benefits that can help justify investment in conserving cultural heritage. This perspective remains valid, but tourist revenues should not be seen as the sole rationale for such investments. The economic justification for investment in culture must also recognize its intrinsic existence value, its public-goods character, and the positive externalities that it brings.

Work is now beginning, drawing on environmental economics, to develop a more refined appreciation of the costs and benefits of managing cultural assets. The cost of the loss of irreplaceable heritage is not easy to determine, nor are the nonfinancial benefits of preserving it. Adapting a range of techniques—from hedonic pricing and travel cost methods
to contingent valuation—to estimate the intangible benefits of cultural assets is one step in that direction. In addition, there is an enormous growth in culture-based industries, and further analysis is needed to ascertain how these industries can continue to grow without diminishing or trivializing local cultures.

In addition, the Bank is planning a more comprehensive analysis of culture and development economics. The intention is to evaluate the value-added of culture in improving the effectiveness of development programs and in broadening and clarifying the understanding of development. This work will include both deductive and inductive (field-based) analyses. It is being led by the Bank's Development Economics Department (DEE), working jointly with the Poverty Reduction and Social Development departments of the Poverty Reduction and Economic Management (PREM) Network and the Environmentally and Socially Sustainable Development (ESSD) Network.

**Financial Aspects**

World Bank analytical work is also warranted in the following areas.

*Public finance.* In almost every intervention involving culture, a public-private partnership is required. The private part involves both local communities and the for-profit private sector investor. The balance between the need for incentives and the needs of the poor must be kept clearly in mind. In the public finance realm, the World Bank should ask who pays and who benefits in each case. Greater rigor and transparency in the analyses of public finance arrangements in these types of projects is needed.

*Private investment.* Tourism and travel make up the largest sector in the world economy, having surpassed energy some years ago. In 1995 the output of this sector was $3.5 trillion, and estimates put it at $7.2 trillion in 2005. Every public dollar invested in cultural heritage can potentially leverage many times its value in private direct investment. Increasingly, cultural assets are becoming an important part of tourist attractions, and the manner in which they are developed and maintained is at the heart of the conservation debate. The World Bank has had some experience in dealing with such situations in the past, but greater attention to these dimensions is needed, both to ensure that project benefits are achieved and to manage risks.

*The financial sustainability of cultural institutions.* A frequently encountered weak link in the design and operation of institutions managing the cultural assets of poor countries is the inability of these institutions to put themselves on a sound financial footing. A case can be made for some subsidy of cultural activities on the grounds of their public-goods character and positive externalities, especially in the educational aspects of their activities. Yet much more can be done to strengthen the financial management of these institutions. This is an area in which World Bank assistance can be instrumental in brokering the spread of best practice around the world.

*Innovative financial mechanisms.* The mobilization of resources, especially from the private sector and the community, for investment in cultural heritage activities will require imagination and a keen eye for incentives. The World Bank should work with borrowers in exploring these avenues, in order to advise borrowers and put them in contact with the best expertise in these areas.

Making the Case: Analytical Work
Promoting Partnerships

The World Bank is playing a creative, catalytic role in culture and development, not only through the conventional means of economic and sector work but also by collaborating with UNESCO and others to convene a wide range of stakeholders globally, regionally, and nationally; establishing systems to share information; and brokering specific operational partnerships. This networking and convening activity has been greeted enthusiastically by other organizations interested in culture and in development. Although the Bank is acting as a catalyst in convening these meetings, other organizations may be well placed to do the same. A recent international symposium hosted by Deutsche Bank in Berlin to discuss international cases of culture-stimulating development is a case in point; the World Bank participated actively in the conference and helped organize some aspects of it but was not the convenor.

The Culture and Development Network

In January 1998, drawing on previous international meetings, the World Bank convened the first meeting of organizations with cultural mandates and expertise. More than 20 internationally recognized institutions that specialize primarily in conservation of heritage sites and historic cities participated. Among them were the Aga Khan Trust for Culture, the American Express Foundation, the Earth Council of Latin America and the Caribbean, the J. Paul Getty Trust, the government of Italy, the Inter-American Development Bank, ICCROM, ICOMOS, the International Council of Museums, the Smithsonian Institution’s Center for Folklife Programs and Cultural Studies, UNESCO, and the World Monuments Fund. The meeting was devoted to understanding participants’ mandates and abilities and identifying the ways in which the organizations wished to collaborate. Following the meeting, Network partners began to explore the priorities identified for information sharing and knowledge management and for collaborative field projects on culture and development.

In October 1998 a broader meeting that focused on achieving firm agreements, was convened at the World Bank. The participants agreed on the ground rules for collaboration on projects. They also agreed that the Culture and Development Network should be expanded thematically, and that the World Bank would convene thematic meetings to bring the other organizations together.

Agreement on Ground Rules for Partnership

Between the first and second meetings of the Network in January and October 1998, both the World Bank and Network members felt that more progress was needed on collaboration on projects. In its invitation to the October meeting, the World Bank noted that collaboration would be facilitated if the Network organizations looked for overlaps in their self-financed programs and used these as the focus for collaborative work. At the meeting, participants resoundingly agreed on conditions for partnership and on how they intended
to reach agreements on collaboration. They agreed to collaborate closely when
- the proposed work falls within the respective organizations' priorities;
- the work can be conducted within the organization's existing work program or without
great difficulty in adjusting its work program; and
- the work can be self-financed by each organization, at least to pay for staff time.

The third point reflected a substantial breakthrough: it means that task teams will pay
only for the travel costs of Network experts. In cases where the trip can be combined with
the organization's other business or the organization is funded for such travel, the resource
would be free to the Bank. If a potential partner lacks resources, third-party funding would
need to be mobilized to support participation of that institution.

The initial experience with framework agreements for partnerships has been mixed.
Considerable time has been devoted to forging the first agreements. However, recent part-
nership agreement between the government of Italy and the Bank demonstrates a modus
operandi that could be used in other partnerships. This agreement establishes a special Italian-
financed Trust Fund for Culture and Sustainable Development at the Bank, to finance
consultants' and operational costs for project development, analytical work, meetings and
consultations to develop joint action programs, training, and project supervision.

In general, however, Network organizations are collaborating on specific tasks and un-
dertaking specific joint action on the basis of a "handshake." The Network wants to operate
informally, collegially, and pragmatically and to focus on joint concrete actions in the field.

Making it Work

Conferences

In September 1998 the World Bank and UNESCO cosponsored a conference on culture in
sustainable development that brought together officials, scholars, NGOs, development profes-
sionals, and cultural professionals. The conference was credited with making it clear
that the World Bank is seriously considering the links between cultural and development
and that the Bank's framework for development is broadening. The meeting was comple-
mented by regional roundtables, special-topic working sessions and seminars, and a highly
informative study tour organized by the U.S. National Park Service. It will be followed up
in October 1999 by a conference in Florence on the economics and financing of culture, to
be cosponsored by the government of Italy and the World Bank, with UNESCO.

The Florence Conference will provide opportunities for the regional development banks,
bilateral donors, foundations, and the private sector, as well as the World Bank, to discuss
their support for culture and identify shared interests and concerns on which to base future
collaboration. A full day of working group meetings, including experts, will provide an op-
portunity to develop future work programs and take stock of progress on specific topics.
At the close of the conference, the Bank, in collaboration with the Ford Foundation, will
convene a networking and brokerage meeting with donors to identify themes and tasks in
which the various donors and financiers want to participate and for which they are inter-
ested in providing support.

Information Sharing

In 1998 a knowledge management system was developed to support future collaboration,
disseminate lessons of experience and best practice, and share key information about or-
ganizations participating in the Culture and Development Network. To do this, the World Bank developed, with guidance from the Getty Information Institute and input from UNESCO and the International Council of Museums (ICOM), an Internet gateway for the Network, with 20 partner information kiosks participating in the prototype phase. Future development anticipates building awareness of the Gateway as a source of comprehensive information on culture in sustainable development and developing and sharing knowledge through the Gateway's interactive features. World Bank Culture in Sustainable Development internal and external Websites have been launched in parallel with the Gateway.

Brokerage

In October 1998 the World Bank organized a brokerage workshop for organizations in the Culture and Development Network to learn about various projects in the Bank's lending program and to seek agreement with task managers on specific collaboration by their organizations in developing these projects. The staff time of the partner organizations is being provided at no charge to the World Bank. The following projects benefited from this brokerage:

- Bolivia Indigenous Peoples' Cultural Heritage Fund
- Croatia Kastela Bay Cultural Heritage
- Ethiopia Cultural Heritage Project
- Honduras Interactive Environmental Learning and Science Promotion Project
- Mongolia 21st Century Project
- Peru Indigenous and Afro-Peruvian Peoples Development Project
- Yemen Cultural Heritage Protection Project

This brokerage workshop was such a success that members of the Culture and Development Network asked the World Bank to organize another one in 1999. This was linked with the World Bank Institute Site Management Workshop in May.

Donor Coordination

The lending portfolio reflects concerted efforts to cofinance. Expert cultural institutions focus their limited resources on specific cultural assets (historic buildings, archaeological sites, performing arts, and so on). With World Bank financing of complementary investments (e.g., public infrastructure), the cultural assets can generate revenues and stimulate economic development that would not otherwise result. The World Bank has participated in several successful cofinancings along these lines, including the Cambodia Road Rehabilitation Project described in Annex B. The Romania Cultural Heritage Project approved in December 1998 is the first involving cofinancing with the World Monuments Fund, which is contributing grant money totaling $600,000. Italy, Sweden, and Switzerland are providing about $200,000 in additional grant money for project preparation and execution. There has also been close coordination with UNESCO, the Council of Europe, and the governments of Luxembourg, the United Kingdom, and Germany on the Romania project. Similar coordination characterizes the Georgia project, being undertaken with Italy, UNESCO, the Council of Europe, and the government of Switzerland. Lacing together these relationships requires careful management of donor perspectives and interests to ensure coherent programs.
The Way Forward

Building Operational Support and Best Practice

In support of the objectives described in the foregoing chapters, in FY2000 the program is undertaking the following activities.

Mainstreaming culture into World Bank CAS, sector strategies, and lending operations. The mainstreaming effort focuses on making sector strategies and operations more effective by building on existing cultural strengths. In terms of project vehicles, it focuses on social investment funds and community-based lending, education, and urban and community development. It also involves providing advice to improve social analyses and involvement of poor, marginalized groups (including women's groups) in the CAS process and integrating sociocultural knowledge into sector analyses and project design and implementation. To facilitate this shift, staff members charged with this agenda are engaging country directors and regional and central sector managers and staff to

- discuss the issues they face and the substantive priorities in the country assistance programs;
- explore the value-added from integrating culture into these agendas;
- suggest mechanisms for so doing;
- advise on CAS and operational issues; and
- mobilize expertise and funding to support country assistance programs.

In addition, a multisectoral and interregional thematic team has been established to stimulate and review mainstreaming in the regions, responding to regional priorities. In some regions, a multisectoral group also stewards the mainstreaming effort. In some sectors, other thematic teams (such as the Adult Literacy team in education) collaborate on part of the agenda.

Financing culture-based operations. This involves ensuring that cultural operations are justified according to the lending criteria noted below and strengthening the quality of these operations by, for example, introducing appropriate experience from partner organizations, advising on design issues, and providing cross-support. Such cultural projects are expected to have a variety of objectives. Some will conserve physical assets and leverage private investment. In these cases, the World Bank will need to collaborate closely with the IFC and MIGA. Some projects will promote cultural enterprise development, strengthen community identity and social cohesion, or support nonformal education. Lessons will also be drawn and documented from ongoing nonlending pilots (Internet craft marketing, DGF pilots, culture securities, and PSD Exchange pilots).

Building capacity. To underpin this integration of culture into World Bank work, information sharing, training, and improvements in social analysis are key. The knowledge management systems begun this year will be expanded and linked to sector Websites; best practice case studies and discussion notes will be prepared and put on the Web. The training program for staff, clients, and partners, being designed jointly with the World Bank Institute, is being planned in modules, to address themes emerging from the lending program (see Annex D). Participation in this training is linked to forging operational
partnerships. The culture and development thematic team, involving World Bank staff across networks and regions, will recommend improvements in the social analyses for CAS and projects, to improve the cultural sensitivity of the World Bank’s assistance programs.

Developing Lending Criteria

In addition to mainstreaming culture in the World Bank’s conventional sectors, the World Bank can lend directly for culture-related activities if those activities have significant impacts on development. The crucial issue is what criteria should be applied to determine what to do, and not do, in lending for such activities. Firm criteria need to be informed by empirical evidence, which forms the basis for a theoretical framework. However, it is possible to map out criteria, to be reviewed periodically. Lending for cultural activities is seen to be justified when it responds to real needs expressed by client governments and in the CAS framework (e.g., diagnoses of social fissures and economic and social challenges) and, more specifically, when it

- reinforces sectoral objectives or core development activities;
- reduces poverty and stimulates enterprise development by the poor;
- contributes to poor groups’ social capital and capacity; or
- leverages private direct investment that generates local employment benefiting the poor, yields tax revenues, and contributes to environmental and cultural conservation, and when it adds value to the assistance of others by integrating the work of specialized organizations into the social and economic context to produce development benefits.

The World Bank does not finance culture-based activities that do not offer a demonstrable socioeconomic benefit consistent with its development mandate; when alternative financing is or could be available; or when the activity contravenes the CAS or is not in response to effective demand from the client.

Further analysis is needed to clarify the conditions under which

- culture-based activities can strengthen the identity, social cohesion, and efficacy of poor groups and contribute to their economic and social inclusion; and
- tourism development can benefit the poor, provide significant government revenues, and avoid degrading environmental and cultural assets.

That evidence will help in the development of more incisive criteria to govern support for cultural activities that are not directly income generating and for conservation linked to tourism development.

Strengthening the Case: Analytical Work

In FY2000 and FY2001 the socioeconomic justification of the World Bank’s investment in living and material culture will be the main topic of analysis. Discussions are being organized among eminent economists on the rationale for investing in culture, and research is being planned.

In addition, best practice cases on tourism will be developed. They will address the risks of minimal, low-wage local employment, revenues forgone from repatriation of profits, and degradation of environmental, social, and cultural assets. The research will explore best practices with regard to local content, taxation and repatriation of profits, zoning and build-
ing codes, and stimulation of domestic private enterprise and local employment and incomes. Structured learning from best practice, including learning from the Networks, will be an important part of the program.

Engaging the Networks

To take these tasks on means to engage staff and managers in the Bank’s various networks.\(^1\) The initial focus will be on education, social protection, community-based operations, and urban upgrading. The most durable approach will be to build from both the bottom up and the top down. This will involve brainstorming of persistent issues and alternative, culturally based approaches in regional focus groups; meeting with selected Network managers; and providing input into regional sector strategy papers.

In developing more culturally based approaches in the formation of strategy and performance indicators, the Operations Evaluation Department will be consulted on the lessons of relevant past experience, both within and outside the World Bank. This will be vital to ensure that the World Bank’s efforts to develop culturally responsive programs do not repeat past mistakes.\(^2\)

The mainstreaming will be orchestrated by an intersectoral, interregional Culture and Development thematic team, now being formed. Interest will be elicited from seasoned staff and sector leaders in education, social protection, rural community-based operations, urban development, and private sector development. This team will help determine what improvements in sector strategies to pursue in their regions and will stimulate operations in the sectors that break new ground in conserving and strengthening cultural assets—including skills, knowledge, and traditions, as well as (potentially) physical assets—while delivering sectoral objectives more effectively than the traditional approaches in the World Bank’s repertoire. The thematic team will review proposals and documents for culturally

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based projects. It will brief sector boards and solicit their advice so that the boards can play an active role in encouraging and facilitating development of culturally based solutions in the sector.

**Strengthening Partnerships**

Mainstreaming culture into existing sectors will not lessen dependence on partnerships but will, rather, broaden the clientele inside the World Bank and shape the issues around which partnerships need to be developed. Certain regions have already requested assistance in developing partnerships: Africa, in library services; EAP, in social protection programs; and LAC, ECA, and Africa, in crafts, ecocultural tourism, and other cultural enterprise development. The partnership program will consist of:

- Identification of specific priorities for each sector and region, focusing, in FY2000, on education, targeted poverty programs (e.g., social safety net projects, SIFS, and community based projects), cultural enterprise development, and urban development
- Fact finding on organizations working in the above fields, including UNESCO and specialized institutions in the particular field, specialized NGOs, foundations, and donors, to build thematic networks
- Organization of orientation meetings of thematic networks to explore the field and issues—such as community library services development; and poverty reduction through quality crafts development and trade—and discuss the potential role of the Bank.
- Brokerage workshops with task leaders and potential partners in the thematic networks, to agree on specific collaboration on strategy and project development.
- Trouble shooting: tracking operational problems with partners and devising solutions.

**Making Tradeoffs**

Since incremental resources will not be sought for this program, its implementation will rely on strategic focus to achieve the greatest impact. Hence, when tradeoffs must be made across the whole program, they will be resolved in favor of supporting the mainstreaming of culture into the World Bank’s core country and sector assistance programs.

**Managing Risks**

*Risk of exacerbating social and cultural conflicts.* Where there is a recent history of cultural conflict, collaboration with the Bank’s Post-Conflict Unit will be needed. World Bank support for poor groups’ cultures would be tailored to encourage respect for pluralism in the particular context and, if feasible, open lines of communication. This builds on the World Bank’s current sensitivity in its work with indigenous groups and should encourage further reliance on credible local social scientists and social analysts for advice on social dynamics, factionalism, and cleavages to be avoided.

*Risk of inhibiting economic opportunity.* Sensitivity will also be needed in evaluating whether maintaining certain cultural traditions (e.g. small minority languages) would cut groups off from economic integration with the rest of society or stunt their opportunities. The potential ambiguity in these issues makes it important to consult local social scientists and others with a good grasp of the economic and social dynamics at the local level,
to help determine how to support groups' identity and community without perpetuating their exclusion.

Risk of precipitating low-quality, mass-market tourism. As noted, travel and tourism is the largest industrial sector in the world. On the positive side, fairly modest World Bank lending can leverage significant private investment in tourism, which can generate tax revenues, primary and secondary employment, and incomes. There are good examples of environmentally sensitive tourism development programs. Pro-poor programs (private sector–NGO partnerships) exist that provide low-cost training and orientation to prepare very poor people for jobs in the tourism sector; facilitate contracts with backward linkages into local agriculture; encourage microenterprise development; and stimulate conservation of authentic art forms and crafts, including architecture. But if tourism development is not shaped by an appropriate regulatory framework and by problem-solving between relevant parts of the tourism industry, the government, and NGOs, great damage can result: congestion and environmental damage, low levels of local employment and high repatriation of profits, and destruction of the authentic character of the area. Cultural projects that are justified on tourism grounds but do not address how tourism development will be carried out present a high risk of damage or insufficient benefits.

Work toward addressing these challenges is in an early stage of discussion. The aim is to coordinate the World Bank's interest in adequate zoning, land use planning, environmental and cultural conservation, and an investment-friendly environment, including suitable infrastructure, with the interest and ability of various sectors of the tourism industry, service NGOs, and small entrepreneurs. Some sectors of the tourism industry have the potential to become more involved in shaping sustainable solutions. Service NGOs have an interest in helping poor communities become productively employed, in helping small entrepreneurs to develop their markets and management capacities, and in working with communities to attract low-impact, remunerative tourism. A well-organized program to work synergistically with these multiple stakeholders could forge a bridge between the social family and the parts of the World Bank Group that work in private sector development and investment: MIGA, IFC, and the Bank's Private Sector Development staff. A proactive approach will be important if cultural projects justified on tourism grounds are to realize their expected benefits.

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1 The Bank's operational staff are clustered by substantive area in the following networks: Environmentally and Socially Sustainable Development (ESSD), Finance, Private Sector and Infrastructure (FPSI), Human Development (HID), and Poverty Reduction and Economic Management (PREM).

2 For example, it is useful to know that the World Bank's previous projects in nonformal education foundered because (a) they were structured as alternatives to formal education, which parents did not favor, and hence demand was low and (b) they were small, experimental components in larger education projects administered by ministries of education that had little interest in them and monitored by World Bank staff who were not able to focus sufficient attention on them. These lessons will be taken into account in the Africa oral traditions readership program now being developed. See World Bank, "Education Sector Working Paper" (Education and Training Department, Washington, D.C., December, 1974), pp. 23–26; Lending in Primary Education: World Bank Performance Review 1962–1983. World Bank Discussion Paper 20, Education and Training Series (Washington, D.C., 1985). Annex 5.
Conclusion

This paper has set out the rationale, justification, and criteria for World Bank support for culture within its development mandate. This is an interim report that will be followed in 18 to 24 months by stocktaking and development of a strategy paper for Board consideration. OED findings will be incorporated into the strategy paper. In the coming year, the Bank will evaluate the conditions under which it should support the conservation of living culture linked to social development, and physical conservation of cultural sites linked to development of culturally and environmentally sensitive travel and tourism.

Through this effort, the business of development can become a more pluralistic endeavor, as the World Bank, its beneficiaries and clients, and its development partners learn to build from cultural foundations. If integrated into the World Bank's practice, this effort can encourage the Bank to be more proactive in respecting diversity and so can open more opportunities for individuals and groups to choose their own future.
ANNEX A

The Evolution of the World Bank’s Role in the Culture Field

The Evolution of Policy

In its development work, the World Bank has maintained safeguard policies where indigenous peoples and cultural property are concerned.

Indigenous Peoples

In the early 1980s, the World Bank established a special policy for the treatment of indigenous peoples in Bank-funded development projects (OD 4.20, Indigenous Peoples). The policy covers the recognition, demarcation, and protection of indigenous peoples’ lands and the provision of culturally appropriate social services, especially to protect and maintain the health of the peoples concerned. The World Bank revised this policy in the late 1980s, extending the definition of indigenous peoples to reflect a broader range of social and legal definitions and situations in World Bank member countries. The new policy stresses the need to promote the informed participation of indigenous peoples and their sharing in the social and economic benefits of development projects. It emphasizes the importance of respect for indigenous peoples’ cultural uniqueness, local patterns of social organization, religious beliefs, and resource use.

Cultural Property

A conversion of the policy for protecting cultural property encountered in World Bank–financed projects (OPN 11.03, effective since 1986) is nearing completion. The conversion proposes pursuing the policy to safeguard cultural property under the rubric of the Environmental Assessment process. World Bank–financed projects should be sited and designed to avoid, minimize, or mitigate adverse impacts on cultural property. Should cultural property be discovered during the course of a project, national authorities should be notified and action taken consistent with laws of the country governing protection of cultural property.

Moving beyond the safeguard of doing no harm requires an ability to assist countries and communities to conserve the most important parts of their past heritage and to embrace and celebrate their current diversity. The World Bank’s social agenda is encouraging a more proactive approach in its lending, incorporating a cultural dimension into the development process itself.

The Evolution of Lending

Over the past 20 years, the World Bank’s support for culture has focused primarily on restoration and the conservation of historic city centers. While this physical conservation work continues, the World Bank’s recent work on social issues, participation, and social capital has clarified that support for activities to which poor groups are strongly committed can be very effective in helping them gain self-respect and become more socially and economically effective. The World Bank’s work to incorporate cultural dimensions into its development objectives is a direct outgrowth of the institution’s social agenda, its concern with social inclusion, and the development of dynamic, effective societies.

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ANNEX B

Examples of Lending Operations

Yunnan Earthquake Reconstruction Program

On the evening of February 3, 1996, an earthquake measuring 7.0 intensity on the Richter scale struck Yunnan Province in China, killing 309 people, severely damaging 410,000 housing units, destroying schools, hospitals, and community facilities, and badly damaging the infrastructure of local enterprises. Reconstruction costs were estimated at $482 million.

To assist in normalizing life and economic activity in the area, the World Bank mobilized a quick response via the Yunnan Earthquake Reconstruction Program. An existing World Bank credit was amended to provide $30 million for an urban repair and reconstruction program to replace and reequip essential social and economic infrastructure. This included $7 million for the reconstruction of cultural assets.

One of the most dramatic of these cultural assets is Lijiang Old City, which has been designated by UNESCO as a World Heritage Site. The ancient town’s dwellings, streets, squares, and bridges represent the harmonious fusion of several different cultural traditions, comprising an urban landscape of unique quality. The earthquake caused significant damage to the Old City’s homes, paving, and retaining walls, as well as to services infrastructure. Low income levels and dislocation caused by the earthquake put at risk local efforts to restore and maintain this historic and scenic center.

The World Bank worked with Lijiang’s administration to target the displaced and poor population for emergency housing repairs. The work focused not only on housing but also on enhancing living standards through attention to improved sanitary facilities, street lighting, and pollution control. In addition, guidelines were developed for preserving the World Heritage quality of the area by strengthening controls over construction and design details and authority over the intrusion of inappropriate buildings in the historic area.

Fez Medina Rehabilitation Project

Charged with developing a rehabilitation plan for the world-renowned medieval Fez Medina, the World Bank, with its Moroccan and international partners, conducted a series of comprehensive socioeconomic, environmental, cost recovery, and valuation analyses between 1993 and 1997 in preparation for a World Bank-funded project. These pivotal studies are rich in the dynamic interplay of residents, local and national politicians, urban planners, social anthropologists, and conservationists. Investigations and analysis provide clear evidence of the balance and foresight needed to undertake complex urban renewal activities where historic treasures are embedded in the physical environment.

During preparation, the World Bank-funded project in Fez evolved from an ambitious effort requiring demolition of 300 dwellings and dislocation of some 600 families to a plan far more sensitive to the social, environmental, and cultural needs of the Fez community. An environmental assessment drew attention to the medina’s antiquated system of waste management and lack of basic sanitation services. A social assessment revealed that Fez inhabitants are as concerned with daily
commerce and social interaction as with the bricks and mortar of ancient monuments and sites. Thus, an important lesson for the World Bank, urban planners, and others has to do with the necessary balance between historic conservation and the community’s economic and social well-being. These relationships, including the direct economic benefits of cultural tourism, must be emphasized through community participation and intensive, well-structured public education.

Additional World Bank–initiated studies probed issues of housing affordability in the medina and project cost recovery. Further investigations demonstrated the historic importance of Fez to foreign visitors: the majority of those surveyed would be willing to pay a special hotel tax earmarked for historic conservation. Foreign visitors to other Moroccan cities, and Europeans who have yet to visit Fez, similarly endorse the concept of a special fee for historic conservation.

Two clear and positive conclusions from the World Bank–sponsored preparatory studies suggest possibilities for longer-term maintenance and financing for Fez and other urban historic areas. First, all but the poorest medina residents are willing to invest in property renovation if they are assured of government-financed infrastructure and basic service improvements. Second, well-managed cultural tourism can return significantly higher benefits to the community through special fees for ongoing conservation and revenue from craft products and tourist services.

**Indigenous and Afro-Peruvian Peoples Development Project**

The indigenous peoples of Peru are generally identified as those who speak Quechua, Aymara, Campa, Shipibo, or other indigenous languages. Although far-reaching economic reforms by the government have resulted in accelerated growth rates and high capital inflows, poverty among indigenous communities remains pervasive. Projects to raise the level of education, to improve health, and to support the economic capacity of indigenous peoples have been developed in the last 10 years. However, these efforts have not always taken into account the preferences of indigenous communities and the specific characteristics of indigenous poverty. This project will be used to provide support and technical assistance to the Peruvian government to formulate a development plan, a legal and policy framework, and cultural projects.

- **National Indigenous Peoples Development Plan.** On the basis of a process of consultation with indigenous communities on a regional level, and taking into account their current socioeconomic conditions and the cultural dimension of economic development, an Indigenous Peoples Development Plan will be developed focusing on income generation and improved quality of life.

- **National Indigenous Peoples Legal and Policy Framework.** Technical assistance will be provided to the Peruvian government to build and strengthen its institutional capacity to address more effectively the concerns of indigenous peoples. Specifically, work will identify the institutional mechanisms that enable indigenous communities to participate in their social and economic development, as well as legal issues, especially those relating to indigenous peoples’ rights (land tenure security, access to natural resources, education, health, and so on), which must be addressed.

- **Small-Scale Living Culture Subprojects.** To implement community-based cultural heritage activities, the project will support the recuperation and revitalization of living indigenous culture. It will assist indigenous communities in designing and implementing development strategies and will strengthen the technical, administrative, and organizational capabilities of indigenous organizations. The goal is to enable communities to identify their needs, formulate development strategies, and design and implement their own development projects.
Cambodia Road Rehabilitation Project

The work under this project shows how:

- a traditional World Bank transportation operation can pay particular attention to cultural heritage conservation;
- the World Bank team has strengthened partnerships with experienced cultural expert institutions on the ground; and
- institutional strengthening and social inclusion are key elements in Cambodia’s context, since decades of violent conflicts and political instability have destroyed much of the country’s human assets, educated people, universities, and libraries.

Angkor, the ruins of a grand civilization, flourished between the 9th and 15th centuries. Although the armed conflicts of the 1960s and 1970s had little impact on this great heritage of humankind, designated as a World Heritage Site, the main road leading to it, National Road 6 (NR6), the “Voie Royale,” had been much damaged, limiting access to the site.

The Royal Government of Cambodia has embarked on a program to restore a national highway system that had deteriorated following decades of violent conflict, political instability, and lack of maintenance, and it has requested an IDA credit to rehabilitate high-priority primary roads, including NR6. The project appraisal was successfully completed in 1998. The project is expected to yield a robust economic rate of return of more than 30 percent, taking into account the incremental cost of restoring the historic bridges along NR6.

Cofinancing with an investment grant under Japanese bilateral aid to Cambodia is envisaged. To explore possible synergy among different heritage conservation works undertaken with external assistance, the World Bank team is consulting the World Monuments Fund, French experts, the Japanese Government Team for Safeguarding Angkor (JAS), and UNESCO. It is important to learn from the experience of these assistance agencies, which have accumulated knowledge and data records and have built interactive relationships with Cambodian professionals and local communities.

For the restoration work on 10 ancient bridges and culverts, including the Spean Praptos, one of the most distinguished monuments of Khmer civil architecture, a participatory social assessment will be carried out to assess current community attitudes regarding the bridges in order to integrate the social aspects of adaptive use of the heritage.

The Conference on Culture in Sustainable Development, held in Washington, D.C., in September 1998 under the cosponsorship of the World Bank and UNESCO, prompted APSARA, the national authority established to manage and protect the Angkor site, to request World Bank assistance in the preparation of an investment plan to restore Angkor’s archaeological hydraulic network system. The World Bank team is exploring the best way to respond to this request, in close cooperation with the World Monuments Fund.

St. Petersburg City Center Rehabilitation Project

Founded in 1703 by Peter the Great, St. Petersburg was the capital of the powerful Russian Empire for more than 200 years. Over 8,000 buildings and landmarks are located in its historic center, which is visited by over 2 million tourists a year. Five thousand structures are listed as historic monuments, and about half of them are classified as important architectural ensembles. The historic center features about 900 cultural and religious institutions, including libraries, archives, churches, mosques, synagogues, literary institutes, museums, academies, and world-renowned theaters. In 1986 St. Petersburg was listed as a World Heritage Site.
Despite the political and economic upheavals throughout this century, the city has retained its historic character and unity, as well as its cultural and economic importance. At present, out of a population of 4.9 million, the city center houses about 800,000 residents, but many people commute to the center for work, education, consumption of specialized services, and cultural activities. It is estimated that over a million square meters of interior space in central St. Petersburg buildings require renovation as a result of inadequate maintenance and conservation, aggravated by insufficient public funds to keep up the urban infrastructure.

A recently adopted strategic plan, funded by the U.S. Agency for International Development (USAID) in the framework of this rehabilitation project, aims to redefine development potentials, mobilize resources from the private and public sectors, and set priority strategic actions linked to a public investment program. In 1997 the World Bank approved a $31 million loan to the city of St. Petersburg to finance a comprehensive package of studies for regulatory reform, institutional capacity-building, and a set of pilot projects to demonstrate how infrastructure improvements can leverage the privately financed rehabilitation of historic sites. Public investment in tourist infrastructure is expected to stimulate cultural and commercial activities and improve municipal revenue.

Specific project components include:

- Technical assistance to support strategic planning and manage the initiation of a city center rehabilitation program. This will enable the private sector to increase its participation in the revival of the city while accelerating the regulatory and institutional reforms in the public sector, which are urgently needed to accomplish project objectives and long-term urban development.
- Pilot projects to demonstrate new mechanisms for providing services such as physical improvements for Nevsky Prospect, rehabilitation of the historic courtyards at Block 130, and restoration of the Kapella Theater. The aim is to demonstrate ways in which public investment in infrastructure can leverage private investments in the rehabilitation of valuable historic properties;
- A cultural fund component to assist federal cultural institutions located in St. Petersburg to improve their ability to generate nonbudgetary revenue. These institutions include the National Library, the National Archives, the Vaganova Academy of Russian Ballet, the Conservatory of Music, the Mariinsky Theater, the State Hermitage Museum, the Russian Museum, the Russian Ethnographic Museum, and the Kunstkammera Museum of Anthropology.
ANNEX C

Nonlending Services for Culture:
The Virtual Souk

The Virtual Souk (www.elsouk.com) is a Website/window on the Mediterranean Sea and its culture, offering handcrafted products from Morocco and Tunisia. Artisans who had no access to the international market now offer pottery, carpets, and other wood, glass, and metal products to the world.

Created and organized by local NGOs and the World Bank’s Economic Development Institute (now called the World Bank Institute, WBI) in early 1998, the Virtual Souk has opened the global market to craftspeople living in extremely remote areas. Until now the producers’ distance from the market has meant that they had to depend on middlemen to sell their goods. Their remote locations have also cut them off from any possibility of following the market’s tastes and evolution. The Virtual Souk now allows producers to state their own prices and communicate information on their skills, their working conditions, and the history of their crafts. Buyers, for their part, can bargain and register their remarks and suggestions. Through this information and feedback, craftspeople are gaining confidence in their ability to market and are taking increased pride in the quality of their work.

Development of the Website has brought together artisans who once thought of themselves as competitors. They have begun to see themselves as partners who can organize to develop economies of scale and more advantageous negotiating positions. Another outcome of this new cooperation is the development of quality control efforts. In Morocco, copper workers have developed a Quality Charter for their products.

Several features distinguish the Virtual Souk from other Internet marketing services.

- It maximizes income for artisans. The Virtual Souk operates through a network of local NGOs selected for their track records of integrity and effective service delivery. These NGOs pass all net income from the sales directly on to the artisans.

- It is highly decentralized. Local NGOs manage the Websites on behalf of the artisans and own these databases. They are in charge of collecting photographs of high-quality crafts being produced by poor artisans in remote locations. They fill orders, provide technical support to the artisans as needed, and package and ship all the merchandise.

- The focus is on local capacity-building. An NGO based in Paris integrates the NGO databases to present the Virtual Souk. The European NGO handles the interface with customers (including receiving payments for orders and transmitting these to the local NGOs), provides technical support to the local NGOs, and informs the WBI of training needed by the NGOs. The WBI provides training in microenterprise management to local NGO personnel, who then provide technical support and training to the artisans.

Without any concerted advertising effort, the Website sold $10,000 worth of products for 50 artisans in its first four months of operation. Many of these producers have earned twice the incomes they did before. The Virtual Souk is now in the process of expanding to cover Lebanon and soon expects to count 350 artisans as entrepreneurs in their “souk.”

A proposal has been prepared for infoDev support to expand the Virtual Souk to the rest of the MNA countries and to replicate it in other regions.
ANNEX D

Capacity Development

No incremental staff recruitment is contemplated in the near term. However staff training, jointly with Network partners, is an important part of the program. In April 1998 a very successful interactive learning workshop was organized, jointly with the Economic Development Institute (EDI), for World Bank staff and experts from organizations in the Culture and Development Network.

Staff training planned for 1999–2000 will increase the interaction of World Bank staff with external Network partners. This is exemplified by the interactive learning workshops of April 1998 (supported, at that time, by the Learning and Leadership Center), the five World Bank Institute/ESSS/E/ Culture Anchor seminars, and the field study tour linked to the September 1998 conference on culture and sustainable development sponsored by the World Bank and UNESCO. The April events familiarized 12 external cultural resource institutions with World Bank operations and involved them with 20 World Bank staff in casework and formulation of methodologies for culture and development partnership activities. The September and October seminars involved hundreds of outside experts and World Bank staff in Bank-developed prototype seminars on culture and natural heritage; culture and social development; the economics of culture; World Bank learning and innovation loans for culture and development, urban issues and culture, and the U.S. National Park Service approach to conservation of the natural, cultural, and urban heritage.

The modules developed from these events were refined and offered to World Bank staff in FY1999 to prepare working groups, case studies, and interactive seminars for the Florence Conference on financing, economics, and resources for culture in sustainable development. Several of the sessions will be held in the field and will feature ongoing World Bank projects, and the key culture and development themes, as learning and partnering tools. Specific project brokering and thematic workshops (on, for example, cultural tourism and cultural enterprises) will be sponsored, and opportunities for World Bank staff to train at partner institutions will be offered. The U.S. National Park Service will make field visits and its training curriculum available to developing country clients and World Bank staff and will cosponsor special programs in this area with the World Bank.

The topics of the training modules in FY2000 would focus on:

- Thematic areas in the lending pipeline (e.g., site management, zoning, and sustainable tourism: urban revitalization through conservation)
- New substantive issues that arise in the process of mainstreaming, such as library service development
- Lessons learned from the DGF pilots that are replicable in World Bank loans (e.g., cultural tourism that benefits poor, remote communities; crafts development and trade; cultural self-assessment and participatory planning).
List of Acronyms

CAS         Country Assistance Strategy
DEC         Development Economics Department
DGF         Development Grant Facility
EAP         East Asia and Pacific
ECA         Europe and Central Asia
ESSD        Environmentally and Socially Sustainable Development
ICCROM      International Center for the Preservation and the Restoration of Cultural Property
ICOM        International Council of Museums
ICOMOS      International Council on Monuments and Sites
IDF         Institutional Development Fund
IFC         International Finance Corporation
LAC         Latin American and the Caribbean Region
LIL         Learning and Innovation Loan
MIGA        Multilateral Investment Guarantee Agency
MNA         Middle East and North Africa
NGO         Non-Governmental Organization
OD          Operational Directive
OED         Operations Evaluation Department
OP          Operational Policy
OPN         Operations Policy Note
PREM        Poverty Reduction and Economic Management
PSD         Private Sector Development
SIF         Social Investment Funds
UNESCO      United Nations Educational, Scientific, and Cultural Organization
WBI         World Bank Institute

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Page 2 frontispiece: The Dance of the Black Hats at the Paro Festival, Paro, Bhutan. Brent Olson

Page 9: Andean communities mobilize labor through their cultural institutions, Rayquaypampa, Bolivia. Centro de Comunicacion y Desarrollo Andino (CENDA)

Page 12: A city gate in Sana'a, Yemen. Curt Carnemark, World Bank

Page 16: Restoration of Fon bas-reliefs, Abomey, Benin. Getty Conservation Institute


Page 26: Portraits from developing countries. Curt Carnemark, World Bank

Page 30: Mostar Bridge, Bosnia and Herzegovina. Aga Khan Trust for Culture

Page 33: Terraced agricultural fields, Yemen. Curt Carnemark, World Bank

Page 37: Ndebele woman in the window of her home, Pieterskraal Village, Kwandebele South Africa. Lindsay Hegberd

Page 40: Wood carver working at historic site in Lijiang, China. Keshav Varma, World Bank

Page 45: Koli woman quilts a coverlet for sale to a cooperative, India. Stephen P. Huyler
