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POSITION PAPER

# C U LTURE IN CITY R E CONSTRUCTION AND RECOVERY



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AND RECOVERY



## Foreword



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The world is urbanizing at a speed and scale that is unprecedented in human history. Today, nearly 55% of the world's population lives in cities, and this is expected to expand to more than two-thirds of the world's population by 2050.

Meanwhile, we are witnessing a rapid increase in the frequency and intensity of natural hazards – the impacts of which are disproportionately affecting urban areas. Each year, more than 200 million people are affected by storms, floods, cyclones, and earthquakes, a situation that is being exacerbated by climate change.

At the same time, armed conflicts are increasingly causing widespread destruction in cities. Many cities have seen people's collective memories and symbols of their cultural identities – their tangible and intangible cultural heritage – damaged or destroyed during conflict as a means of erasing people's ties to their identities and communities.

Tackling the impact of such crises – whether they stem from natural hazards, armed conflict, or acute urban distress – requires responses that consider the needs of all social groups and provides opportunities for social inclusion and economic development, while also acknowledging the specific needs, priorities, and identities of communities.

For this reason, culture – including tangible and intangible cultural heritage and creativity – is essential both as an asset and as a tool for city reconstruction and recovery. Placing culture at the heart of urban reconstruction and recovery strategies and processes is critical to effectively restoring the physical and social fabrics of cities.

This Position Paper offers a framework on **Culture in City Reconstruction and Recovery (CURE)** and operational guidance for policymakers and practitioners for the planning, financing, and implementation phases of post-crisis interventions for city reconstruction and recovery.

UNESCO and the World Bank are committed to placing culture at the heart of city reconstruction and recovery processes in the wake of crises. This is done by raising awareness of the value of culture and encouraging the integration of cultural heritage, creativity and diversity of cultural expressions into city reconstruction and recovery strategies and interventions.

As the foundation that integrates people-centered and place-based policies, culture needs to be mainstreamed across the damage and needs assessment process, as well as in policy and strategy-setting, financing, and implementation. This paper also reflects the broader aim of UNESCO and the World Bank of integrating culture in urban development, specifically during city reconstruction and recovery processes after crises that threaten cities' identities, with the goal of making our cities more inclusive, safe, resilient, and sustainable.

Ernesto Ottone R.

Ede Ijjasz-Vasquez

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# Acronyms and Abbreviations

<b>3P</b>	People, Places, and Policies
<b>ASD</b>	Agenda for Sustainable Development
<b>BCD</b>	Beirut Central District
<b>CFW</b>	Cash-for-Work
<b>CURE</b>	Culture in City Reconstruction and Recovery
<b>DaLA</b>	Damage and Loss Assessment
<b>DoA</b>	Department of Archaeology
<b>DRF</b>	Disaster Recovery Framework
<b>DRM</b>	Disaster Risk Management
<b>DRR</b>	Disaster Risk Reduction
<b>GIS</b>	Geographic information system
<b>HFA</b>	Hyogo Framework for Action
<b>HUL</b>	Historic Urban Landscape
<b>IAP2</b>	International Association for Public Participation
<b>ICCROM</b>	International Centre for the Study of the Preservation and Restoration of Cultural Property
<b>ICOMOS</b>	International Council on Monuments and Sites
<b>ICRC</b>	International Committee of the Red Cross
<b>IMF</b>	International Monetary Fund
<b>KMC</b>	Kathmandu Metropolitan City
<b>LVC</b>	Land value capture
<b>MINUSMA</b>	United Nations Multidimensional Integrated Stabilization Mission in Mali
<b>NGO</b>	Non-governmental organization
<b>NUA</b>	New Urban Agenda
<b>OECD</b>	Organization for Economic Co-operation and Development
<b>PCNA</b>	Post-Conflict Needs Assessments
<b>PDNA</b>	Post-Disaster Needs Assessments
<b>PFM</b>	Public financial management
<b>PPP</b>	Public-private partnerships
<b>RPBA</b>	Recovery and Peacebuilding Assessments
<b>SCS</b>	Special Coordinator for Sarajevo
<b>SDG</b>	Sustainable Development Goals
<b>UN</b>	United Nations
<b>UNESCO</b>	United Nations Educational, Scientific, and Cultural Organization
<b>UN-Habitat</b>	United Nations Human Settlements Programme
<b>UNISDR</b>	United Nations International Strategy for Disaster Reduction
<b>UNDP</b>	United Nations Development Programme
<b>WB</b>	World Bank
<b>WWII</b>	Second World War

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# Executive Summary

As urban growth and development continue at a breathtaking pace across the world, cities are increasingly bearing the brunt of conflicts, crises and disasters, which themselves are growing in number, magnitude and complexity. The convergence of these two trends – increasing urbanization and growing crises – demands an enhanced approach to city reconstruction and recovery, one that puts culture at its heart. Elaborated by the World Bank and UNESCO, this Position Paper outlines one such approach, the Framework for Culture in City Reconstruction and Recovery, also known as the CURE Framework.

The CURE Framework is a culture-based approach to the process of city reconstruction and recovery in post conflict, post disaster and urban distress situations that accounts for the needs, values and priorities of people. It provides a roadmap for post-crisis economic development and the management of complex social, spatial, and economic transformations, while addressing the shortcomings of current reconstruction and recovery processes and enhancing their effectiveness and sustainability. The CURE Framework draws from existing frameworks and tools for reconstruction and recovery in urban settings, knitting together people-centered and place-based approaches into integrated policies that share a common cultural thread.

This Paper serves as a guide for development practitioners, particularly the World Bank and UNESCO teams operating on the ground, as well as national and local authorities, planners, and international organizations to integrate culture, both as an asset and as a tool, in all phases of city reconstruction and recovery.

The Paper consists of three parts that analyze the evolution of reconstruction and recovery frameworks in recent decades, introduce in detail a dedicated framework for Culture in City Reconstruction and Recovery, together with key guiding principles, and provide operational guidance for their implementation.

## **The evolution of reconstruction and recovery frameworks: The role of culture**

Post-World War II reconstruction provided key lessons for post-conflict city reconstruction and recovery, from both a physical and a social perspective. However, it is only since the 1970s that comprehensive international response frameworks have been developed, largely in response to the increased frequency of natural hazards. The *1994 Yokohama Strategy and Plan of Action for a Safer World* focused on disaster prevention, preparedness, mitigation and relief. Subsequently, a number of tools were designed to address gaps in earlier frameworks,

to strengthen disaster risk management and to build the resilience of nations and communities. These include the *Hyogo Framework for Action 2005-2015* and its successor, the *Sendai Framework for Disaster Risk Reduction (DRR) 2015-2030*, which currently guides the DRR-related interventions of the international community today.

In 2008, the World Bank, the European Commission and the United Nations (UN) signed a joint declaration on post-crisis assessments and recovery planning, pledging to collaborate on a common approach to post-disaster and post-conflict management. Two key tools resulted from this declaration: the Post-Disaster Needs Assessments (PDNA) and the Recovery and Peacebuilding Assessments (RPBA).

Building on the *2030 Agenda for Sustainable Development*, and the *New Urban Agenda* as well as other international frameworks, such as the UNESCO Recommendation on the Historic Urban Landscape (2011), specific guidelines and recommendations were developed to mainstream culture in reconstruction and recovery over the past decade, including a dedicated PDNA - Culture volume.

However, a disconnect between place-based and people-centered strategies in city reconstruction and recovery efforts can still be observed, and culture has been given little consideration in these processes. The objective of this Position Paper is to bridge these gaps.

## **Culture in city reconstruction and recovery: The CURE Framework**

This Position Paper proposes a framework that mainstreams culture into post-crisis city reconstruction and recovery, integrating people-centered and place-based policies. In the CURE Framework, culture is mainstreamed into all sectors and areas of intervention and across all phases of the reconstruction and recovery process, including needs assessments, scoping, planning, financing, and implementation. While current place-based strategies prioritize the reconstruction of physical assets, integrating culture strengthens a community's sense of belonging, as well as the livability of the built environment. Culture can also support the reconciliation process through the (re)construction of cultural landmarks, monuments and other places of significance to communities. At the same time, people-centered strategies are critical to strengthen community ownership and to accelerate the socio-economic recovery of cities. This requires prioritizing the safeguarding and promotion of norms, traditions, local knowledge, crafts and cultural industries in reconstruction and recovery processes.

The CURE Framework is founded on seven guiding principles, derived from a thorough analysis of case studies from different regions of the world and historical periods.

- **Principle 1.** Acknowledging the city as a “cultural construct” where built structures and open spaces are closely linked to the social fabric.
- **Principle 2.** Starting the reconciliation process with the (re)construction of cultural landmarks and places of significance to local communities.
- **Principle 3.** Fostering cultural expressions to offer appropriate ways to deal with post-crisis trauma and reconcile affected communities.
- **Principle 4.** Prioritizing culture early in the planning process, starting with needs assessments and the implementation of emergency interventions that reflect community priorities.
- **Principle 5.** Engaging communities and local governments in every step of the recovery process.
- **Principle 6.** Using finance models that balance immediate/short-term needs with the medium/long-term development timeframe of reconstruction plans.
- **Principle 7.** Ensuring effective management of the reconstruction process by striking a balance between people’s needs and the recovery of a city’s historic character.

### Implementing the CURE Framework

The operationalization of the CURE Framework is adapted from the Disaster Recovery Framework (DRF) and involves four phases:

- **1. Damage and Needs Assessment and Scoping.** This phase includes the assessment of damages and impacts to tangible and intangible cultural heritage, cultural and creative industries, housing stock and land resources, services and infrastructure, and the tourism sector, as well as the resulting economic losses to the affected population from the interruption of services and use of assets. Building on the damage and needs assessments, a scoping process is conducted, which includes data collection, asset mapping, stakeholder mapping and the development of a vision for city reconstruction and recovery.
- **2. Policy and Strategy.** This phase involves designing the policies, strategies and planning processes that translate the damage and needs assessments and vision into plans and planning regulations, through participatory approaches where stakeholders and communities are fully engaged.

- **3. Financing.** This phase includes the identification of modalities to finance the reconstruction and recovery process combining public and private financing, as well as other funding sources, the management of land resources and the development of financing tools and incentives.

- **4. Implementation.** This phase, which is critical to the success and sustainability of reconstruction and recovery efforts, includes setting up effective institutional and governance structures, a risk management strategy, and a communication and engagement strategy.

Overall, the CURE Framework should be understood as a flexible, iterative process, (as opposed to a sequential or linear process), which requires detailed knowledge of the intervention context and which should be adapted to the socio-economic specificities of each city. Its scope encompasses the entire city and not just historic areas, the latter requiring specific intervention tools and techniques. Its implementation should reflect the need to provide rapid responses to emergency situations, while allowing sufficient time for conducting the necessary consultative processes to ensure that people’s priorities are well identified and respected. These considerations are all the more important given that post-crisis recovery and reconstruction is a long-term undertaking, which may span across decades.

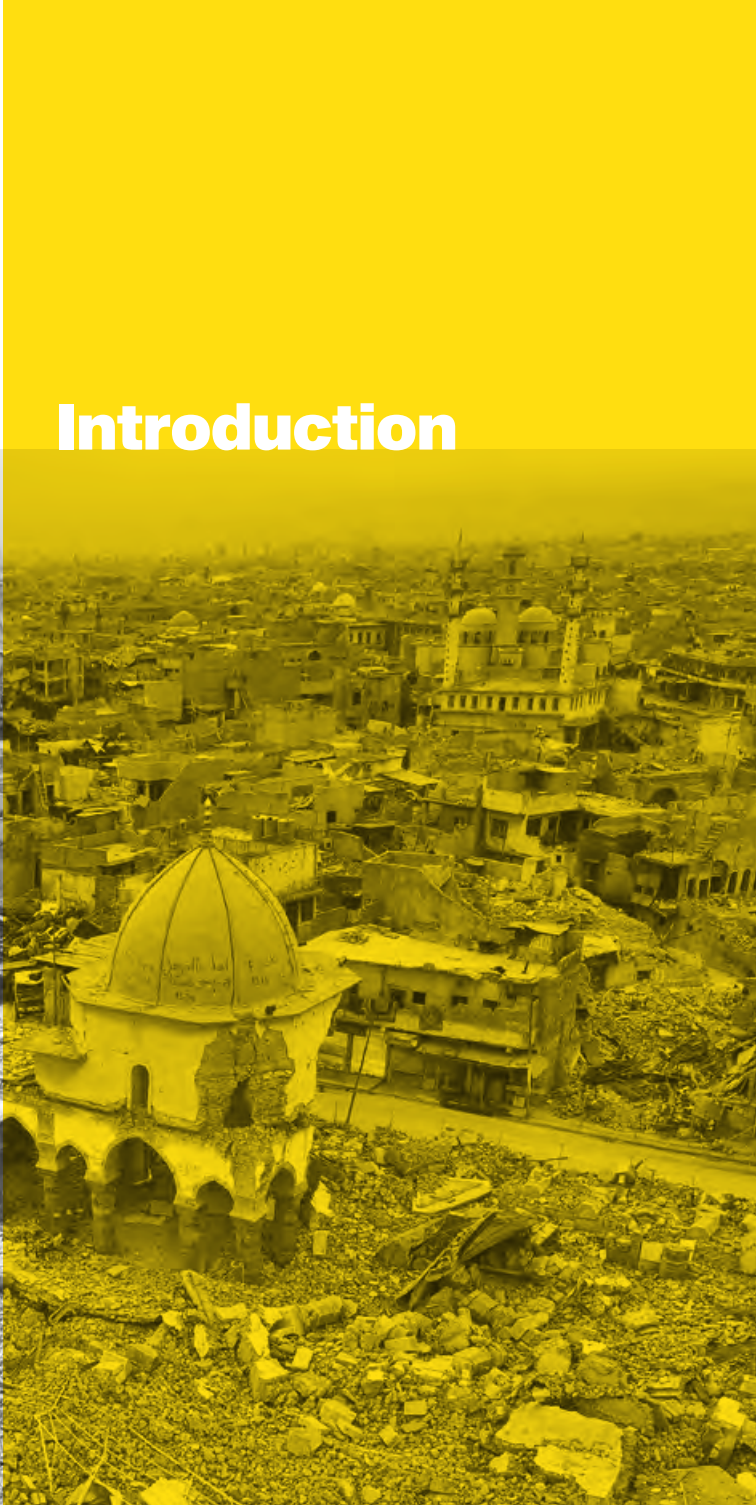
### Key Takeaways

The CURE Framework and its seven guiding principles reflect the shared commitment of the World Bank and UNESCO to place culture at the forefront of the reconstruction and recovery of cities in post-conflict, post-disaster, and urban distress situations. The following key messages summarize this joint undertaking:

- Culture plays a key role in post-crisis reconstruction and recovery processes.
- Culture should be acknowledged as the foundation that integrates people-centered and place-based policies.
- Effective city reconstruction and recovery programs require that culture be mainstreamed across the damage and needs assessment and scoping, setting policy and strategy, financing, and implementation phases.

By integrating culture into sustainable urban development policies that address the impact of urban crises, the CURE Framework aims to help make cities more inclusive, safe, resilient, and sustainable.

# Introduction



# The current context: Rapid urbanization, increasing disasters and evolving conflicts

The world is urbanizing at a speed and scale that is unprecedented in human history. Today nearly 55% of the global population lives in cities and the figure is expected to rise to 70% by 2050<sup>1</sup>. Such rapid urbanization is accompanied by an increase in the frequency and intensity of natural hazards that disproportionately impact urban areas. More than 200 million people are affected by natural hazards each year with storms, floods, and earthquakes increasing considerably in recent years as a result of climate change. By 2030, it is estimated that disasters will cost cities around the world some US\$314 billion in annual damages and losses. This figure is nearly double the average of the last 15 years.<sup>2</sup>

At the same time, armed conflicts are becoming increasingly complex, involving intra-state actors and causing widespread destruction in cities.<sup>3</sup> Armed conflicts have always had a devastating effect on culture including the intentional destruction of people's collective memories and the tarnishing of symbols representing their cultural identities. In recent decades, culture has been increasingly targeted as a means of erasing people's ties to their communities, cities, and nations. Similar targeted acts of destruction are undertaken to erase cultural diversity and pluralism and to deny victims their cultural rights and fundamental freedoms. As a result of these events, across the globe today, 68.5 million people are affected by displacement. Of these, 19.9 million are refugees, of which 60 per cent live in cities.<sup>4</sup> The number of displaced persons is expected to grow significantly as disasters and conflicts increase.

Disasters and conflicts put additional pressure on cities that are already confronted with rapid and uncontrolled urbanization. Fragile states face a number of challenges in preparing appropriate urban policies and governance that result in the proliferation of slums and the chaotic expansion of cities with little regard for sustainability issues and potential risks. Poor urban development strategies and economic crises have exacerbated urban decay, excessive building density, substandard housing, dilapidated public facilities, inadequate infrastructure, major social disruption, and urban poverty. In addition, rapid urbanization and the parallel decentralization of

1. United Nations, 2018.

2. World Bank, 2016a.

3. The recent joint World Bank-UN report entitled "Pathways to Peace" signals several worrying trends. In 2016, for example, more countries experienced violent conflict than at any time over the past three decades. Much of the recent violence has targeted urban areas and public spaces, and the civilian death toll due to this kind of violent conflict doubled between 2010 and 2016.

4. UNHCR, 2018.

functions make the need to strengthen the role and capacities of local governments all the more pressing.

Crises generated by acute urban distress need to be addressed by responses that consider the needs of all social groups and provide opportunities for social inclusion and economic development that acknowledge the specific needs, priorities, and identities of communities, and in particular youth. For this reason, culture, through cultural heritage and creativity, is essential as both an asset and a tool for city reconstruction and recovery. If culture is not placed at the core of urban reconstruction and recovery strategies, reconstruction processes can induce additional disruption of the physical and social fabrics. The emergence of civil society, boosted by social media and connectivity, further reinforces the impact of the cultural dimension on reconstruction and recovery processes.

### The role of the World Bank and UNESCO in city reconstruction and recovery

Created for reconstruction and development in the aftermath of WWII, the World Bank has a long history of interventions in this area. Since the late 1990s, the World Bank has been increasingly investing in cultural heritage and providing technical assistance having financed to date more than 300 lending and non-lending operations that include components in historic city regeneration and cultural heritage preservation. As the only UN agency with a mandate in culture, UNESCO has been promoting the role of culture in sustainable development and has put an emphasis on its programs in urban development as part of the process that led to the adoption of the *2011 Recommendation on the Historic Urban Landscape* and the integration of culture in the *2030 Agenda for Sustainable Development and the New Urban Agenda*.

## Defining Culture, Reconstruction, and Recovery

1

For the purposes of this Position Paper, the following definitions will be employed in the interest of having a shared lexicon across actors and contexts.

**Culture** is regarded as “the set of distinctive spiritual, material, intellectual and emotional features of society or a social group that it encompasses, in addition to art and literature, lifestyles, ways of living together, value systems, traditions and beliefs.”<sup>5</sup> This comprehensive definition of culture refers to cultural heritage in all its forms as well as to creativity and the diversity of cultural expressions.

It should be underlined that cultural heritage relates to both tangible and intangible heritage. Tangible cultural heritage includes buildings and structures recognized as having cultural significance as well as to natural protected areas. Intangible cultural heritage consists of practices, representations, expressions, skills, and traditional knowledge and management systems recognized by communities as part of their cultural heritage and transmitted from generation to generation. Although rarely considered, intangible cultural heritage is particularly important in recovery and reconstruction processes for its power in rebuilding the social fabric as well as for effectively maintaining and managing cultural diversity, fostering intercultural dialogue, and enabling the effective monitoring of cultural change in post-conflict situations.

5. UNESCO, 1982.

The definition of culture also includes the cultural and creative industries, which refer to infrastructure and the resources and processes for the production, distribution, and sale of creative cultural goods such as music, crafts, audio-visual products, theater, cinema, and books in both formal and informal economies.

The definitions of reconstruction and recovery used in this Position Paper are those established by the United Nations International Strategy for Disaster Reduction (UNISDR). **Reconstruction** is defined as the medium and long-term rebuilding and sustainable restoration of resilient infrastructure, services, housing, facilities, and livelihoods required for the full functioning of a community or a society affected by a disaster. **Recovery** involves the restoring or improving of livelihoods and health, as well as economic, physical, social, cultural and environmental assets, systems and activities of a disaster-affected community or society. Both definitions align with the principles of sustainable development and “build back better,”<sup>6</sup> to avoid or reduce future disaster risk.

6. “Build back better” is defined as “The use of the recovery, rehabilitation and reconstruction phases after a disaster to increase the resilience of nations and communities through integrating disaster risk reduction measures into the restoration of physical infrastructure and societal systems, and into the revitalization of livelihoods, economies and the environment.” (United Nations General Assembly, 2016)

## Definition of the Historic Urban Landscape

(Extracted from the UNESCO Recommendation on the Historic Urban Landscape, 2011)

Core to the HUL approach is a new understanding of the historic urban environment. As defined by the Recommendation, *“the historic urban landscape is the urban area understood as the result of a historic layering of cultural and natural values and attributes, extending beyond the notion of ‘historic center’ or ‘ensemble’ to include the broader urban context and its geographical setting. This wider context includes notably the site’s topography, geomorphology, hydrology and natural features, its built environment, both historic and contemporary, its infrastructures above and below ground, its open spaces and gardens, its land use patterns and spatial organization, perceptions and visual relationships, as well as all other elements of the urban structure. It also includes social and cultural practices and values, economic processes and the intangible dimensions of heritage as related to diversity and identity.”* (UNESCO 2011)

With the shared conviction that culture is critical to achieve sustainable urban development and to ensure effective post-crisis reconstruction and recovery processes, the World Bank and UNESCO decided to jointly elaborate this Position Paper to propose an enhanced culture-based framework for city reconstruction and recovery that integrates both people-centered and place-based approaches.

### Scope and Structure

This Position Paper focuses on reconstruction and recovery in cities affected by disasters, conflicts and distress. However, it moves beyond the idea of a clear-cut sequence of in-crisis and post-crisis processes and takes a flexible approach to these temporalities. In today’s context, these periods may expand over decades, overlap, or intertwine, and therefore can no longer be seen as separate silos. Crises rarely follow a linear path. Economic crises can extend over decades. The frequency and magnitude of disasters has increased significantly, and conflicts can last a number of years with different stages of intensity. This makes it difficult to determine when conflict ends and post-conflict begins despite political agreements. Thus, although the scope of this Position Paper mainly covers post-crisis situations, it also includes reconstruction and recovery processes that start during crises.

While particular attention is given to the reconstruction and recovery of historic urban areas, this Paper encompasses the entire city, seen as a historic urban landscape, thus as a cultural construct where all the layering of values and attributes – new and old, tangible and intangible, cultural and natural – are considered.

This Position Paper is intended as both a policy document and operational guidance to support policy-makers and practitioners, especially the World Bank and UNESCO staff operating in this field, for effective city reconstruction and recovery, where culture constitutes a bedrock for such processes.

The paper is structured as follows:

**Chapter 1** provides an overview of the evolution of international frameworks for post-crisis reconstruction and recovery outlining the mechanisms and actors of these processes, from the establishment of the United Nations in 1945 onwards. It presents recent efforts made to link culture to city reconstruction and recovery including existing frameworks and tools developed in the culture sector and highlights the need for an enhanced framework to address current shortcomings.

**Chapter 2** presents the CURE Framework, which emphasizes the need to integrate people-centered and place-based strategies and policies with culture as the foundation to achieve sustainable change. Building on the People, Places and Policies framework developed in the UNESCO Global Report ‘*Culture: Urban Future*’, the CURE Framework addresses the specific challenges of city reconstruction and recovery in the aftermath of crises.

**Chapter 3** translates the CURE Framework into guidance for city reconstruction and recovery using a project cycle approach – needs assessments and scoping, planning, financing, and implementation – and building on existing instruments including the Recovery and Peacebuilding Assessments (RPBA) and Post-Disaster Needs Assessments (PDNA), as well as the Recommendation on the Historic Urban Landscape (HUL).

# 1





# Linking culture to reconstruction and recovery frameworks

The international response to disasters and conflicts has undergone significant development since the first international cooperation efforts in the late 19<sup>th</sup> century. While mitigation and relief were prioritized in early strategies, post-disaster and post-conflict reconstruction and recovery only began to be directly addressed in strategies in the 1990s. International cooperation has been strengthened around a common approach and consensus on the importance of “build back better” approaches in post-disaster settings and on prioritizing peacebuilding, culture and reconciliation in post-conflict recovery with a particular emphasis on community involvement. However, the links between these diverse approaches to reconstruction and recovery, particularly people-centered and place-based strategies, still require further development.

## Early international post-disaster and post-conflict frameworks and approaches

Early frameworks for post-disaster and post-conflict reconstruction and recovery were mainly ad-hoc and localized approaches used by individual countries, each facing its own unique event.<sup>7</sup> World War II (WWII) triggered the development of post-conflict response mechanisms focused on stabilizing global financial markets and engaging in the physical reconstruction of affected countries. As a result, the creation of the United Nations (UN) and Bretton Woods institutions such as the World Bank and the International Monetary Fund (IMF) after WWII was vital in addressing post-war destruction and marked the beginning of contemporary reconstruction policies. These institutions, in coordination with other multi-lateral and bi-lateral organizations, formed a mechanism for international development cooperation in post-crisis reconstruction and recovery. This cooperation remains part of the current, evolving international system.

While the post-WWII reconstruction and recovery system targeted economic stabilization, it evolved into a system that mainly tackled natural disasters, concentrating on disaster risk reduction and recovery. Recently, however, the

7. There was no overarching system or international cooperation framework until the International Committee of the Red Cross (ICRC) solicited donations from domestic and international donors for relief and rebuilding after the 1889 Johnstown Flood in rural Pennsylvania. ICRC's actions set the stage for a paradigm shift towards international cooperation.

international community finds itself back in the position of dealing with the impact of conflicts on local communities and with the spill-over impact on neighboring countries. Post-conflict reconstruction and recovery present a set of complexities that are distinct from those in post-disaster settings. Social tensions, weak or compromised national and local governments, and internal instabilities contribute to the dynamics of conflict and make reconstruction and recovery significantly more difficult.

Since the 1970s, the number of disasters per year worldwide has more than quadrupled. In response to increasing calamities, the international community began focusing on mitigation and relief in post-disaster situations. In 1971, the UN created the Disaster Relief Office, whose mission was to predict disasters, mitigate their destructive impacts, and facilitate recovery efforts. To foster further international cooperation and share technical knowledge, the UN declared the 1990s as the International Decade for Natural Disaster Reduction.

In 1994, the First World Conference on Disaster Risk Reduction held in Yokohama, Japan, adopted a Strategy and an Action Plan. The *Yokohama Strategy for a Safer World* focused on disaster prevention, preparedness, mitigation, and relief. It emphasized community involvement and the empowerment of women and other socially disadvantaged groups as essential to the recovery process, and rallied the international community around broader definitions of vulnerability and inclusive participation. While the *Yokohama Strategy* solidified the idea that the international community has a responsibility to support countries in the aftermath of disasters, the strategy did not directly address the post-disaster reconstruction and recovery process.

To address gaps in the *Yokohama Strategy*, the international community came together to develop the *Hyogo Framework for Action (HFA) 2005-2015: Building the Resilience of Nations and Communities to Disasters*. The HFA recognized cultural diversity as an essential element for effective planning and reconstruction. It also emphasized the gender aspects of reconstruction and recovery and the fact that unaddressed inequalities would result in disproportionately high damage and death tolls among vulnerable populations in the aftermath of disasters.

Currently, the *Sendai Framework for Disaster Risk Reduction 2015-2030*, which builds upon both the *Yokohama Strategy* and the HFA, governs the interventions of the international community in this field. The Sendai Framework calls for “the substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries.” It explicitly recognizes that inequality and poverty are direct drivers of vulnerability and establishes the role of culture as a component of disaster risk management.

## Current global frameworks and tools for reconstruction and recovery

At present, the international community draws on a series of key frameworks and tools that focus on enhancing resilience, mitigating the impact of disasters, and strengthening international cooperation to respond effectively to conflict situations and build a path towards long-term recovery and peace.

**A joint protocol for action on post-crisis assessments and recovery planning:** The post-disaster setting is a complex and demanding environment that calls for the effective support and coordination of a wide range of national and international actors. In the past, however, post-disaster assessment and recovery planning were often characterized by a multiplicity of needs assessments and planning exercises conducted in parallel by agencies and donors. To foster better synergies and to provide more coordinated support to national counterparts, the European Commission, the UN, and the World Bank signed a *Joint Declaration on Post-Crisis Assessments and Recovery Planning* in 2008 to develop a common approach for post-crisis assessments and recovery planning. This commitment capped four years of joint work to refine and update the frameworks for post-conflict and post-disaster response. The *Joint Declaration* built upon previous separate global experience with two main instruments: the development and use of PDNAs and Recovery Frameworks that grew out of the Damage and Loss Assessment (DaLA) Methodology used in post-disaster settings, and Post-Conflict Needs Assessments (PCNAs) and Transitional Results Matrices, used in post-conflict settings. The aim was to bring together national and international stakeholders in order to align recovery efforts in a coordinated and effective way. Both DaLA/PDNAs and PCNAs are methodologies to consolidate information on a range of critical areas: the physical impacts of a disaster or conflict, the economic value of the damages and losses, the poverty and vulnerability impacts experienced by affected populations, the priority needs for reconstruction after a disaster or peacebuilding and statebuilding after a conflict, and related recovery needs and priorities.

In 2015, building on the PDNAs and the growing demand for a resilient disaster recovery framework, the three institutions published a *Guide to Developing Disaster Recovery Frameworks* to assist policy-makers and other stakeholders in formulating medium to long-term post-disaster recovery frameworks. This methodology was applied to cultural heritage as part of the *Nepal Earthquake: Post-disaster Recovery Framework 2015*, in which the restoration and retrofitting of historical buildings and structures were prioritized.

**Reinforcing international recovery and peacebuilding:**

As part of the *2008 Joint Declaration on Post-Crisis Assessments and Recovery Planning*, the three institutions also committed to providing joint support for more effective and coordinated engagement in countries that are emerging from conflict or a political crisis. This tripartite agreement is executed via the mechanism of joint Recovery and Peacebuilding Assessments (RPBAs), previously known as Post-Conflict Needs Assessments (PCNAs). RPBAs support national ownership of recovery and peacebuilding processes and help identify and address immediate and medium-term recovery and peacebuilding requirements while laying the foundations for the elaboration of a longer-term recovery and peacebuilding strategy in countries facing conflict or transitioning out of a crisis. RPBAs help national governments “identify, prioritize and sequence recovery and peacebuilding activities, provide an inclusive process to support political dialogue and participation of stakeholders, and coordinate international support through a joint exercise and monitoring system.”

In the decade following the *2008 Joint Declaration*, significant investment has been made in analyzing and responding to the drivers and dynamics of conflict and violence. The focus is no longer on ‘event-centric’ frameworks that assume the majority of situations involve a peace event which ends a conflict. The reality is a spectrum of situations of fragility, conflict, and violence, which often ebb and flow, with cycles that can be virtuous or vicious. This new global perspective has resulted in the World Bank’s *2011 World Development Report on Conflict, Security, and Development* and the *2018 joint World Bank-UN Pathways to Peace report*.

While cultural heritage has been included as a component in some of the above-mentioned international mechanisms, culture in all its forms and as an underlying, cross-cutting component, still remains to be considered in all reconstruction and recovery frameworks and in the “build back better” approach.

## Culture and the 2030 Agenda for Sustainable Development

3

In 2015, with the adoption of the 17 United Nations Sustainable Development Goals (SDGs), culture was integrated in the international development agenda for the first time. The 2030 Agenda for Sustainable Development acknowledges the integral role of culture across many of the SDGs including quality education (SDG 4), economic growth and sustainable consumption and production patterns (SDGs 8 and 12), environmental sustainability (SDGs 14 and 15), inclusive and peaceful societies (SDG 16), gender equality (SDG 5), food security (SDG 2), and health (SDG 3).

Culture is explicitly addressed in Goal 11 – ‘to make cities and human settlements inclusive, safe, resilient, and sustainable’ – which identifies cultural and natural heritage as essential levers for promoting sustainable development (Target 11.4). Beyond cultural heritage, the cultural and creative industries are among the fastest growing in the world. Intangible cultural heritage represents a source of resilience and knowledge for addressing key challenges including poverty and disasters. Intercultural dialogue and respect for cultural diversity are powerful tools for reconciliation and the creation of peaceful societies.

From cultural heritage to cultural and creative industries, from sustainable tourism to cultural institutions, culture enables and drives the social, environmental, and economic dimensions of sustainable development. It is a crucial factor for social cohesion and poverty alleviation and supports transversal issues such as education, urban development and gender equality to enable the full achievement of development outcomes. It has become clear that culture can no longer be a dividend of development, but is rather a prerequisite to its achievement.

## Integrating culture in city reconstruction and recovery frameworks

Many studies and initiatives have underlined the role of culture as a resource for sustainable development.<sup>8</sup> Yet, it was not until 2015 that culture was integrated, for the first time, in a global framework for collective action. The adoption of the *2030 Agenda for Sustainable Development* by the United Nations General Assembly marked a crucial step forward, by placing culture at the heart of international development policies.<sup>9</sup>

The 2030 Agenda's acknowledgement of culture as a vital component of urban development was reinforced by the *New Urban Agenda* (NUA) adopted at the Third UN Conference on Housing and Sustainable Urban Development in Quito, Ecuador, in 2016. The NUA proposes a new model of sustainable urban development that promotes equity, welfare and shared prosperity, and places culture and cultural diversity at the core of sustainable development of cities by promoting civic engagement and fostering active participation in development processes.

The transformative role of culture in sustainable urban development was further acknowledged in UNESCO's *Global Report Culture: Urban Future*.<sup>10</sup> Drawing on case studies from around the world, this comprehensive report proposes a three-pronged approach, the People, Places, and Policies (hereinafter referred to as the 3P Approach), that integrates cultural heritage and creativity as essential elements for sustainable urban development.

The 3P Approach is key to city reconstruction and recovery as it helps fill the gaps of current frameworks such as "build back better," whose emphasis is on the quality of the built environment and its resilience to future disasters. In conflict-affected cities, culture can facilitate peacebuilding, tolerance, and social inclusion. The power of culture for reconciliation manifests through the entire range of cultural expressions. This helps to reconnect and foster better understanding between diverse communities involved in conflicts and stimulates young people to learn more about a city's intangible heritage and history. Moreover, cultural heritage assets and creative and cultural industries help (re)build identity and pride in communities affected by economic insecurity, poverty, inequality, and discrimination, as well as enhance mutual understanding and dialogue between various social groups tied together by community bonds.

8. Available at: <http://openarchive.icomos.org/1763/>

9. The Preamble of the 2030 Agenda: "We acknowledge the natural and cultural diversity of the world and recognize that all cultures and civilizations can contribute to, and are crucial enablers of, sustainable development." Available at: [http://www.un.org/en/development/desa/population/migration/generalassembly/docs/globalcompact/A\\_RES\\_70\\_1.pdf](http://www.un.org/en/development/desa/population/migration/generalassembly/docs/globalcompact/A_RES_70_1.pdf)

10. Culture: Urban Future. Global Report on Culture for Sustainable Urban Development. UNESCO, Paris, 2016.

## Culture-based frameworks and tools for reconstruction and recovery

Integrating culture in all phases of reconstruction and recovery processes can help address existing gaps: in post-disaster settings, culture can enhance the effectiveness and sustainability of recovery programs as well as preparedness and response capacities, while in post-conflict situations culture can contribute to long-term recovery by enhancing social cohesion and resilience, and building bridges for reconciliation.

**Culture as a key dimension of disaster risk reduction and preparedness:** The Sendai Framework constitutes an unprecedented step in the recognition of culture as a key dimension of disaster risk reduction and the need to protect and draw on cultural tangible and intangible heritage as an asset for resilience. In particular, the framework calls for: (i) the integration of a cultural perspective in all policies and practices, (ii) the understanding of the cultural heritage impacts, as appropriate, in the context of event-specific hazard-exposure and vulnerability information; (iii) the protection of cultural institutions and other sites of historical, cultural heritage and religious interest; (iv) the use of traditional, indigenous and local knowledge and practices to complement scientific knowledge in disaster risk assessment.

**Recommendation on the Historic Urban Landscape (HUL):** Aimed at preserving the quality of the human environment, the UNESCO *HUL Recommendation* (2011) promotes an integrated approach to managing heritage resources found in dynamic and evolving urban environments. Although originally intended to guide the role of culture in shaping peace-time urban development, the *HUL Recommendation* provides tools that can be used in assessing, planning, financing and implementing city reconstruction and recovery.<sup>11</sup> The HUL approach for identifying, conserving and managing historic areas within their broader urban context, is rooted in a balanced and sustainable relationship between the built and natural environments, between tangible and intangible cultural heritage values, and between the needs of present and future generations and the legacy of the past. It also promotes participatory mechanisms for urban heritage management that give a voice to local communities and stakeholders and engage them in the decision-making process. Local culture and heritage, as well as the values they carry, are at the heart of the decision-making process according to the HUL approach. These aspects require a series of specific instruments adapted to local contexts,

11. See Item 20 of the HUL Recommendation: "Changes to historic urban areas can also result from sudden disasters and armed conflicts. These may be short lived but can have lasting effects. The [HUL] approach may assist in managing and mitigating such impacts".

## People, Place, and Policy (3Ps): A Culture-based Approach to Urban Development

4

The UNESCO Global Report *Culture: Urban Future* (2016) presents a culture-based approach to urban development, founded on three propositions.

1. People-centered cities are culture-centered spaces.
2. Place-based urban planning incorporates local history and culture.
3. Integrated policies employ culture as a tool for sustainability and resilience.

People-centered approaches place people, as well as their needs, values and social practices, at their heart. The people-centered development model aims at improving local communities' self-reliance and promotes social justice and participatory decision-making while ensuring that minority groups are not left behind and that gender equality is respected. Sustainability is thus an inherent component and explicit goal of people-centered development.

Traditionally, people-centered approaches and policies are used in post-crisis recovery while place-based approaches are used in reconstruction processes, although both approaches could be used concurrently when reconstruction and recovery are conducted simultaneously. Reconstruction and recovery can be people-centered when they engage local community members across the four phases of the recovery process. (See Chapter 3) In the policy and strategy phase, people-centered policies can engage citizens in identifying cultural priorities for reconstruction, intangible cultural assets for revival, and providing fora for a diverse set of community members to coalesce around common goals. In the financing phase, people-centered policies can leverage community assets including funding and in-kind donations to invest in reconstruction and recovery. For the implementation phase, people-centered policies can harness public energy for basic reconstruction efforts, engage citizens in awareness raising, and leverage citizens' cultural memories, values, and attributes.

Place-based urban development reflects the need to build on local contexts and leverage local characteristics. This development approach is increasingly replacing centrally-driven strategies which have often been unable to effectively address local development issues. Proponents of place-based policies consider the empowerment of local stakeholders as an opportunity to enhance urban development by allowing decision-making processes that are more reflective of local realities and contextual conditions

than top-down initiatives. From this perspective, the accurate identification and assessment of relevant local contextual conditions and characteristics becomes crucial.

Place-based policies offer useful guidance not only for the rebuilding and regeneration of historic urban areas, but also for the planning and design of those urban areas that need to be built anew. Urban heritage offers valuable lessons in sustainability that are manifested in resilient planning and design, inclusive public spaces that connect people, a close relationship between built and natural environments, human scale, mix of functions, use of local materials, adaptation to climatic conditions, and energy efficiency. Acknowledging and promoting the cultural diversity of a city's inhabitants can increase residents' awareness of place, identity, and sense of belonging. Cultural heritage has the power to unite communities in places where citizens, including socially-excluded residents, associate the historic environment with a shared identity and community feeling. In cities affected by crises, in particular by disasters, a place-based approach involves paying greater attention to the local context and especially to vernacular architecture and its relation to nature.

Integrated policies aim at addressing the challenge of placing cultural heritage and creativity at the core of sustainable urban development and at addressing the challenges of governance. The participation of local governments is crucial to design, implement, and monitor policies, to ensure that the values of cultural heritage are preserved, and to promote the cultural and creative industries. The role of communities in this model of culture-based governance requires commitment, collaboration, and coordination between different stakeholders at all levels. Lastly, integrated culture-based policies require new, innovative, and sustainable financial models that provide sufficient financial support to culture in order to fully contribute to socio-economic development and urban livability. The Historic Urban Landscape approach promoted by the UNESCO Recommendation of 2011, reflects the 3Ps approach by recognizing the fundamental role of cultural heritage and landscape for sustainable local development while highlighting the opportunity of adapting heritage to the present needs of society.

which include civic engagement tools, knowledge and planning tools, regulatory systems and financial tools, to be further developed by the relevant stakeholders.

**Post-Disaster Needs Assessments Guidelines for the culture sector:** To complement the PDNA, specific guidelines for sectoral assessments were developed in 2013 to cover the social, economic, and government-related impacts of a disaster that are specific to each sector. The PDNA-Culture volume provides guidelines specifically designed for assessments of the culture sector in reconstruction and recovery processes. A holistic understanding of the cultural context contributes to the effectiveness and sustainability of recovery programs as experience has shown that the resilience of social systems to crises is profoundly influenced by cultural factors. Finally, the PDNA-Culture volume supports implementation procedures that involve women and men of all ages and minority groups in decision-making while promoting human rights based practices and increased social equity. PDNAs for the culture sector lay the basis for the restoration of the pre-disaster condition, the consolidation of the culture sector, and sustainable reconstruction by addressing the weaknesses or gaps identified in the sector while carrying out the assessment.<sup>12</sup> Since 2015, a number of PDNAs addressing culture were carried out, including those conducted in Ecuador (October 2016), Haiti (December 2016), and Antigua and Barbuda (October 2017).

**Mainstreaming culture in recovery and peacebuilding:** Culture can be integrated into RPBA through two important channels: the participation of the representatives of the cultural sector and the inclusion of elements of cultural identity as contributors to reconciliation. This creates an opportunity to strengthen relationships with leading RPBA actors, to influence policy-making, and to participate in future joint crisis response exercises. Participation of the culture sector in response mechanisms facilitates the assessment of the crisis' impact and the estimation of recovery priorities meant to inform the long-term planning in places affected by armed conflicts.

Recent initiatives promoting the application of a culture-sensitive approach to crisis response include the *Strategy for the Reinforcement of UNESCO's Action for the Protection of Culture and the Promotion of Cultural Pluralism in the Event of Armed Conflict* (2015)<sup>13</sup> and its *Addendum* concerning emergencies associated with disasters caused by natural and human-induced hazards (2017)<sup>14</sup>. This Strategy promotes a comprehensive and

systematic approach to the recovery of cultural assets and highlights the role of cultural diversity and pluralism in post-conflict and post-disaster settings. It also stresses the need to strengthen cooperation with actors outside the culture sector, notably humanitarian, security and peacebuilding actors, especially in the framework of joint assessments (via PDNAs and RPBA), and the importance of awareness raising among the general public, in particular young people.

In 2017, the International Council on Monuments and Sites (ICOMOS) produced a *Guidance on Post-Trauma Recovery and Reconstruction for World Heritage Cultural Properties*<sup>15</sup>, which focuses on World Heritage properties and acknowledges the wider social, environmental, and economic factors that recovery must address. In 2013, the International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM) developed a long-term, multi-partner initiative on conflict and disaster prevention and mitigation, which aims to enhance nations' capacities and facilitate efficient local responses in order to protect heritage during complex emergencies. This was followed in 2017 by a set of recommendations on sustainable approaches to the reconstruction of destroyed or damaged historic cities, providing guidance for professional communities, networks, decision-makers and institutions responsible for the protection of cultural heritage at risk.

Building on the above initiatives, the recent *Warsaw Recommendation on Recovery and Reconstruction of Cultural Heritage* (2018)<sup>16</sup> provide a number of principles highlighting in particular: a) the importance of understanding the values of a heritage site and the attributes that carry these values prior to taking any decision on a proposal for reconstruction and recovery and integrating the values identified by local communities, as well as including new values resulting from the traumatic events associated with the destruction; b) the need to follow people-centered approaches and fully engage communities and relevant stakeholders in reconstruction and recovery processes; c) the importance of proper documentation and inventories; d) the need for the establishment of a strong governance based on a fully participatory process including mechanisms for the coordination of national and international actors; e) the adoption of the Historic Urban Landscape (HUL) approach, to set out a holistic planning strategy for reconstruction and recovery that integrates cultural heritage within the larger framework of urban development; and f) the role of education and awareness raising to promote the knowledge, appreciation, and respect for the diversity of cultures.

12. UNESCO has undertaken several PDNAs for the culture sector over the past few years that have demonstrated that the existence of this tool is not sufficiently known and related capacities are not present. The roll-out of a training package prepared by UNESCO in relation to PDNAs for the culture sector in capacity-building initiatives in this field is highly recommended.

13. Available at: <http://unesdoc.unesco.org/images/0023/002351/235186e.pdf>

14. Available at: <http://unesdoc.unesco.org/images/0025/002598/259805e.pdf>

15. Available at: <http://openarchive.icomos.org/1763/>

16. Available at: <https://whc.unesco.org/document/167955>

## Shortcomings in implementing existing reconstruction and recovery frameworks

Despite the above achievements and overall positive outcomes of implementing current frameworks, practice highlighted a series of conceptual limitations and gaps, which are summarized below and which reinforce the need for a more effective and adequate framework that addresses the new current challenges.

### **Disconnect between reconstruction and recovery and between place-based and people-centered strategies:**

In post-conflict and post-disaster settings, a lack of integration between reconstruction and recovery has at times been noted, which results in developing distinct people-centered and place-based strategies. In fact, there is often a debate about the merits of people-centered versus place-based development strategies. Proponents of people-centered strategies argue that this approach fosters individual choice and gives beneficiaries the opportunity to find the best suited place or service for their needs, which leads to better satisfaction and development outcomes. Critics highlight the negative impacts on community structures and the erosion of social capital, which are both factors that could limit the achievement of outcomes. Proponents of place-based strategies argue that investing in place matters to preserve community structures, social capital and people's livelihoods. Critics highlight negative impacts including perpetuating places with a concentration of poverty and not giving people the opportunity to start fresh in new places/communities that are more aligned with their aspirations. In practice, reconstruction and recovery interventions need to integrate place-based and people-centered strategies and identify the underlying issues, contextual factors, and the right conditions for each strategy to prosper. Similarly, there tends to be a tension between reconstruction and recovery that are driven by external actors instead of local communities, which draw on local knowledge and culture.

As reconstruction entails the rebuilding of physical assets (infrastructure, housing, and tangible cultural heritage) and the restoration of services in communities affected by crises, the rebuilding process inherently requires a medium to long-term timeframe to ensure planning that is responsive to community needs and aspirations as well as to quality design and construction. Coupled with resource constraints, political and societal pressures to accelerate the rebuilding process to return to normality might limit meaningful community participation and adequate planning and may favor location/construction decisions that are influenced by cost-consciousness rather than what is needed to "build back better" and produce resilient

infrastructure and assets. Urgency and cost-efficiency may also hinder quality reconstruction. It is important to quickly identify heritage values and attributes to be preserved before demolition. A reconstruction process, or any place-based strategy for that matter, that fails to place people at its center is an important missed opportunity to ensure that outcomes (infrastructure, assets, services, etc.) are embedded in strong community ownership, reflect societal priorities, and are used, operated, and managed in a sustainable manner. Reconstruction and recovery are also an opportunity to reconcile different identities through creative initiatives. Large open spaces resulting from demolitions, for instance, might create new opportunities for reinvesting in urban areas through cultural projects such as exhibitions, festivals, and other cultural activities.

As recovery entails the restoration of livelihoods and the social and economic structures of society affected by a disaster or conflict, it requires an in-depth understanding of a society's culture, values, norms, traditions, and priorities, all of which are critical to societal identities and a sense of place. Pressures to urgently attend to large-scale recovery needs and to address the dire situation on the ground in terms of poverty, vulnerability, large-scale displacement, and devastation of assets and livelihoods can often skew the choices of interventions in ways that may undervalue culture.

In order to address the gaps and limitations of the existing frameworks, an enhanced framework using culture as a driver and enabler of post-crisis city reconstruction and recovery is necessary to inform critical actions related to state-building, institution-building, and societal reconciliation.

# 2





# A Framework for Culture in City Reconstruction and Recovery (CURE)

Using culture to achieve transformative change in cities requires investing in people, places and policies with the aim of contributing to a sustainable urban future<sup>17</sup>. Building on this approach, this Position Paper proposes an enhanced framework for action in post-disaster, post-conflict, and urban distress settings, the Framework for Culture in City Reconstruction and Recovery (CURE), which allows to enhance existing frameworks of city reconstruction (such as “build back better”) and socio-economic recovery of people’s livelihoods by integrating culture - in its many forms - in reconstruction and recovery processes as a binder of people-centered and place-based policies.

## Culture in City Reconstruction and Recovery – Towards an Enhanced Framework

The CURE Framework (Figure 1) introduced in this Position Paper integrates culture as a core element for city reconstruction and recovery with the aim of achieving a sustainable urban future. It adapts the 3P Approach to the specific challenges of city reconstruction and recovery in the aftermath of disasters, armed conflicts, and severe urban distress with the following premises in mind:

– **People-centered approach as the heart of place-based strategies:** In post-crisis reconstruction strategies, whether for infrastructure, housing, services and/or cultural heritage assets, it is critical to ensure that people and local governments are at the center of the process. Places may acquire new values and meanings due to trauma, mass displacement, and sudden socio-economic changes. Reconstruction and recovery processes should reflect this evolution. Community engagement and meaningful participation should be considered in all stages of the reconstruction process including design (site selection, decisions to restore form and function of destroyed assets), prioritization (in light of budget constraints), implementation (including contributing labor and overseeing of reconstruction), and post-completion (use, operation, and maintenance of assets). Only through meaningful participation will the community really “own” the assets, and their sustainable use, operation, and maintenance be enhanced. It is also critical to place the cultural and creative industries,

Figure 1. **Culture in City Reconstruction and Recovery Framework**



and intangible cultural heritage (especially traditional building methods, techniques and materials) at the heart of the reconstruction process to rehabilitate or rebuild infrastructure, housing, and facilities that are linked to people's culture and identities. This should be achieved without sacrificing the opportunity of improving design attributes such as use, capacity and other functionalities of these assets through the "build back better" approach to respond to resilience needs and a community's evolving priorities.

- **Place-based approach as the heart of people-centered strategies:** In post-crisis recovery strategies, be it restoration of livelihoods or a society's socio-economic structures, it is critical to ensure that a sense of place is central to the process to reflect a society's identities, values, norms, traditions, and priorities in the recovery process. This requires prioritizing the restoration and strengthening of societal organizational structures and traditions (e.g. collective ownership of assets and natural resources and collective mobilization/action for the common good), traditional crafts, and the cultural and creative industries, and prioritizing the safety of intangible cultural heritage. The centrality of intangible cultural heritage and a sense of belonging are critical to rebuild people's identities, particularly in the aftermath of violence and conflicts that have divided the society.
- **Culture as the foundation to integrate place-based and people-centered strategies:** Adopting an integrated approach with culture as the foundation of the reconstruction and recovery process is key to integrating place-based and people-centered strategies. This ensures that community needs, priorities, aspirations, and traditions are central to the reconstruction and recovery processes and enhances the outcomes from both the perspectives of community ownership and from the alignment of the resulting infrastructure, assets, intangible and tangible cultural heritage restoration with community values and traditions. A central role for culture in the reconstruction and recovery process is particularly critical in informing governance and policy as well as institutional and regulatory frameworks of the reconstruction and recovery process.

## Building a "citizen culture" to address urban distress in Medellín, Colombia

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Medellin, Colombia.

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Medellin, Colombia, is part of the 100 Resilient Cities Program and faces shocks and stresses related to crime and violence, in addition to natural disasters such as landslides and flooding. In Medellín, the concept of *cultura ciudadana*, or 'citizen culture', was developed in the 1990s as a counterbalance to the extreme level of violence in the city. The four main objectives of citizenship culture are: (i) to increase compliance with norms of civic interaction; (ii) to increase the number of citizens encouraging compliance with norms of civic interaction; (iii) to increase the number of disputes that are resolved peacefully based on a shared vision of the city; and (iv) to increase the ability of citizens to communicate through art, culture, recreation, and sport. The concept of citizenship culture sought to harmonize the three regulatory systems governing human behavior: law, morality, and culture. This harmonization included working with government institutions and communities to reduce the moral and cultural justifications for illegal behavior and to increase moral and cultural support for the rule of law. Reshaping social norms and culture promoted a new sense of accountability that reinforced civic rights and responsibilities to guide national and local government activities.

## Intangible Cultural Heritage: Local knowledge and practices at the heart of recovery

Intangible cultural heritage plays an essential role in city recovery and reconstruction processes, particularly through local knowledge and practices, as a critical source of resilience and a bridging expression of a community's livelihoods and environments. Local knowledge is recognized in the field of post-disaster recovery and reconstruction as a critical tool to strengthen resilience and reduce vulnerability.<sup>18</sup> Today, disaster specialists acknowledge the role of culturally embedded mechanisms of information transmission concerning history, memory, and knowledge as essential vehicles for the inter-generational transfer of disaster mitigation strategies and the value of social activities as recovery mechanisms.<sup>19</sup>

In the domain of disaster risk management, the concept of intangible cultural heritage is not fully considered and mostly limited to local and traditional knowledge without paying due consideration to the dimensions of inter-generational transmission as well as the socio-cultural meaning and context of local knowledge and practices. Yet, both aspects of transmission and socio-cultural meaning and contexts are key to sustain prevention and recovery efforts.

PDNAs have recently highlighted the role and potential of intangible cultural heritage along with the creative industries in disaster recovery and reconstruction, through the generation of local income and the provision of the local materials, craftspeople, and knowledge necessary to rebuild and often revive local knowledge and practices in the process.<sup>20</sup> Aside from PDNAs, limited guidelines exist on how to integrate intangible heritage into reconstruction and recovery processes. There is a need for a comprehensive framework that encompasses people, places, and policies that integrate intangible cultural heritage into the process by providing guidelines to assess the impact on intangible cultural heritage in the aftermath of disasters and promoting the role of intangible cultural heritage as a key contributor to disaster mitigation strategies.

In the case of seasonal disasters such as cyclones and floods, preparatory measures are deeply embedded within cultural practices that enhance the resilience

of communities. Vernacular architecture, particularly that which is associated with socially significant community structures, has disaster resilience built into its design. Local knowledge is an essential component of preparatory mechanisms in food security strategies to offset variability in food production and to recover from cyclone and drought damage.

During and immediately after a disaster, forging inter-communal networks offers immediate relief to affected communities. Drawing on intra-communal resources can help respond to immediate health, food, and shelter needs.<sup>21</sup> The recovery of a community depends on the capacity of the community to prepare and respond and on the broader state or society capacity to assist. Lessons learned from the 1997-98 drought and famine in Papua New Guinea as well as from the 2004 Indian Ocean Tsunami prove that pre-disaster preparedness in local housing and food supply reduces the immediate impact of a cyclone and also significantly diminishes the time and resources required for recovery. Where knowledge of how to harvest and prepare famine foods has been passed down over generations, the capacity to endure the post-disaster period is similarly enhanced.<sup>22</sup>

Local knowledge in the form of cultural beliefs and values plays a fundamental role in the recovery process.<sup>23</sup> Belief systems may foster resilience and lead to proactive recovery and enhanced community cohesion. After the Samoan Tsunami of 2009, aspects of the Samoan way of life (*fa'a Sāmoa*) were identified as central to post-disaster recovery. The concept of hospitality, in combination with the *āiga* (the extended family unit), provided a powerful social and familial network for sharing and maximizing resources.<sup>24</sup>

Intangible cultural heritage, including local technical knowledge related to disaster mitigation, needs to be integrated into the broader systems of city recovery and reconstruction. From understanding the value of traditional site location as a mitigation measure to promoting the role of music and performance in post-disaster recovery, intangible cultural heritage has a significant untapped potential for recovery and reconstruction.

18. UNISDR, 2008; Mercer et al., 2009; Wonesai et al., 2015.

19. Dekens 2008, Wonesai et al., 2015.

20. Throsby, 2015.

21. Terrell et al., 2011.

22. Clinton, 2006; Allen and Bourke, 2009.

23. McGeehan, 2012: 18-19; McGeehan, 2014.

24. McGeehan 2012, p. 78.

## Applying the CURE Framework towards inclusive, resilient, and sustainable cities

The success of reconstruction and recovery is highly dependent upon engagement with local communities and local governments to ensure community ownership and sustainability. To increase effectiveness, cultural activities can serve as identity references and sources of dignity for communities and can increase citizen awareness of the reconstruction and recovery process. Governments, the private sector, and the international community should prioritize the rebuilding of communities and local governments as a vital component of their efforts to increase urban social and economic resilience over time.

Embedding culture in city reconstruction and recovery contributes to building resilience. The intergenerational transmission of traditional knowledge systems and their socio-cultural significance for the community (intangible heritage) as well as built cultural assets (tangible heritage) offer insights to address potential environmental risks and to inform disaster preparedness and resilience. Culture-based strategies aimed at enhancing the resilience of cities include reinforcing the structure of built heritage assets to protect against future climate change impacts as well as implementing heritage and arts programs for citizens in post-disaster recovery. Building community resilience allows people not only to recover from the physical impact of conflicts, but also to heal, reconcile, and prevent future conflicts. Culture is a source of dignity, and allows for the (re)creation of a pluralistic shared identity. Culture plays

### Fostering peace and reconciliation through culture-based interventions in Banda Aceh, Indonesia

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In Banda Aceh, where three decades of separatist conflict had damaged communities and caused deep social and political divisions, the tsunami disaster created an opening that facilitated the resolution of the armed conflict. The Government of Indonesia implemented a post-disaster reconstruction strategy totaling over US\$6 billion as well as a post-conflict recovery program worth US\$890 million. The reconstruction process was one of several important factors that united people and helped to end the fighting between the Indonesian Government and the Acehese independence movement, Gerakan Aceh Merdeka, resulting in the 2005 Memorandum of Understanding that ended armed hostilities. Transparency and community engagement in the reconstruction and recovery processes were critical to counter sources of misinformation that could stoke tensions.

“Unity in diversity” is a hallmark of Indonesia’s national identity and provided an entry point through which to provide information and solicit feedback on the reconstruction and peace processes. The World Bank and other development partners supported the Government of Indonesia in its communication and outreach efforts through a range of culturally informed interventions implemented by a variety of partners from both the UN system and civil society. For instance, reconstruction leaders collaborated with local theater groups to develop and perform new plays that promoted dialogue on Banda Aceh’s reconstruction and peacebuilding process. Local troupes were



Baiturrahman Mosque view after earthquake and tsunami hit Banda Aceh City in December 2004.  
© Frans Delian/Shutterstock.com\*

given training in “forum theater” techniques as well as financial support from a small grants fund. The plays were performed at refugee shelters as well as at the Banda Aceh Cultural Park. Many of the plays were performed in the native Aceh language. The “forum theater” method catalyzed interaction between the actors and the audience as local audiences enthusiastically commented and discussed each play’s disaster-recovery theme. Creative community strategies based on the use of media and arts can leverage rich and diverse local cultural input to (a) inform the post-disaster reconstruction and peace processes, (b) solicit citizen feedback, and (c) engage vulnerable or at-risk groups for improved resilience.

a crucial role in this process through the restoration and reconstruction of those symbolic and religious buildings or specific urban neighborhoods that reflect the identities of local communities, as well as through public art, exhibitions, movies, and other cultural expressions that engage the community.

Destruction is often accompanied by a massive displacement of the local population and radical changes in the social and economic fabric of a city. As a result, certain cultural assets can acquire new values and meaning while other assets are irreversibly destroyed. Post-crisis migrants can bring new cultural traditions to a city and replace the cultural traditions of evacuated residents. In this process, culture can act as an enabler and facilitator of adaptation to a new urban environment and of social inclusiveness. A culture-based approach to resilience building respects and supports the cultural rights of all residents, and contributes to political, social, and economic recovery. Its implementation requires comprehensive analyses that look at the cultural dimensions

of vulnerabilities and tensions with a view to adopting a conflict-sensitive approach through which culture is used appropriately to foster reconciliation and appreciation of cultural diversity.

Embedding culture in reconstruction and recovery contributes to city competitiveness as culture offers a unique opportunity to reinvigorate local economies through cultural heritage and creative industries as new competitive sectors in post-crisis recovery and drivers of economic growth.

The first priority in economic recovery is the improvement of living conditions, which enables local populations to enjoy the benefits of heritage-sensitive urbanization. Effective economic recovery requires planners to have (a) a firm grasp of local traditions and dynamics, (b) an understanding of the potential for the revival of local cultural and creative industries, and (c) a clear and transparent strategy to mobilize local agents for industry recovery.

## Leveraging cultural tourism to boost local development in Seoul, Republic of Korea

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Seoul, Republic of Korea.  
© Daengpanya Atakorn / Shutterstock.com\*

After a long focus on economic development following the Korean War, culture-based reconstruction leveraged tourism and local cultural recovery in Seoul to great effect. In the 1990s, four decades into recovery, Seoul's 600<sup>th</sup> anniversary as a capital city provided the impetus for long-term efforts to restore its urban cultural and historical assets. Seoul's "6<sup>th</sup> Centennial Celebration Project" included the restoration of old palaces and the development of historical and cultural trails along the old city walls. These efforts established a connection between old Seoul and contemporary Seoul through community-oriented projects that restored and enhanced cultural heritage. The historical and cultural trails surrounding the 600-year-old fortress walls were developed as a unique cultural tourism asset. The trails follow the path of the surrounding mountain ranges and serve to harmoniously connect the Old Walled City with the modern metropolis that is present day Seoul. For visitors and locals alike, this juxtaposition provides insight into Seoul's dynamic history and distinct geography as tourism revenue is invested into the local community. Visitors can enjoy traditional hospitality and ceremonial presentations while contributing to the local economy through tourist income. Through these culture-based projects, Seoul maintains a balance between modernity and tradition.

## Guiding Principles of the CURE Framework

Case studies conducted for this Position Paper reveal the seven key guiding principles needed to effectively implement the CURE Framework in a post-crisis setting. These focus on culture as the foundation supporting both reconstruction and recovery across the damage and needs assessment, scoping, policy and strategy, financing, and implementation phases.

**Principle #1: Acknowledging the city as a “cultural construct” where built structures and open spaces closely relate to social fabrics:** To successfully reconstruct and recover following a disaster or a conflict, governments, the private sector, and the international community should acknowledge the city as a ‘cultural construct’ consisting of interwoven built structures and open spaces, and social fabrics, in line with the definition of the *2011 Recommendation on the Historic Urban Landscape*. To overcome the trauma of destruction and reconcile communities, authorities responsible for reconstruction must engage with the collective memory of the city, embed reconstruction in daily lives of residents, appreciate cultural representations, and regenerate the urban landscape accordingly. This principle fundamentally shifts culture to the forefront rather setting it aside until such time that a city can “afford” to invest in it.

**Principle #2: Starting the reconciliation process with the (re)construction of cultural landmarks and places of significance to local communities:** Important cultural landmarks (public or religious buildings and structures, and historic urban areas) embody the identities of local communities. These landmarks can be prioritized in the reconstruction process as focal points of the social recovery process and as common ground to develop co-financing models across public and private actors. Experience demonstrates that when cultural assets, particularly landmarks, are intentionally targeted during conflict or lost in disasters, communities are less resilient and cities risk becoming places of vulnerability that can often revert to instability.

**Principle #3: Fostering cultural expressions to offer appropriate ways to deal with post-crisis trauma and reconcile affected communities:** Intangible heritage and the cultural and creative industries can help shape more sustainable and inclusive reconstruction and recovery processes with full ownership of communities if integrated into all phases of the process. Intangible cultural heritage has an essential role in effectively maintaining and managing cultural diversity, fostering intercultural dialogue, and enabling the successful monitoring of cultural change in post-crisis situations. Meanwhile, artists and cultural institutions play an important role in ensuring freedom of expression and fostering inclusive dialogue.

### Promoting reconciliation through preservation of cultural heritage in Nicosia, Cyprus

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Ledra Street, Old City of Nicosia, Cyprus.  
© FrimuFilms/Shutterstock.com\*

An evolving strategy implemented in the divided city of Nicosia, Cyprus, sought to promote reconciliation through the preservation of immovable cultural heritage. After the conflict in 1974, one of the first positive contacts between the two communities revolved around the preservation of their shared cultural heritage within the Old Walled City of Nicosia. Decades of experience implementing projects which initially sought only to safeguard heritage morphed into a strategy that actively preserves the shared collective memory of the city and seeks social recovery within the urban fabric. Rehabilitation of heritage buildings adjacent to the UN protected buffer zone has brought families and businesses back into neighborhoods that were devastated and abandoned because of the conflict. The historic buildings along Ledra Street, the main commercial avenue that physically links the two sides of Nicosia, were rehabilitated resurrecting it as a bustling business area, albeit separated by checkpoints. The results of these efforts are the re-establishment of social networks in what was once a war zone and the preservation of tentative linkages between communities.

In post-conflict societies, cultural activities and artistic expression provide a platform to start healing the scars of the past and restore a sense of normality.

**Principle #4: Prioritizing culture early in the planning process, starting with needs assessments, and implementation of emergency interventions that reflect community priorities:** In the earliest stage, a Cultural Heritage Task Force should be established to prevent the destruction of tangible heritage through demolition. The demolition process should never precede this step. The needs assessment phase evaluates physical damages to assets as well as economic losses to households, firms, and the economy caused by disasters, conflicts, and/or urban distress. The phase also assesses the impact on community organizations, structures, social capital, and intangible cultural heritage. To ensure that culture becomes an integral part of urban design and planning, needs assessments must prioritize the appreciation of

heritage and the promotion of creativity as well as an analysis of the economic and social value and meaning of heritage to the city. Urban plans can be prepared through open competitions as well as through public debates and exhibitions. These plans can also become tools for reconciliation and the reintegration of different segments of the population. Through these plans, residents and citizens can provide detailed feedback and engage with urban development professionals and neighbors to prioritize strategies for reconstruction. Equally important for the reconstruction and recovery effort is the implementation of emergency interventions such as restoring clean water supply, electricity or reconstruction of access roads that respond to communities' priorities. Impact assessments (social, environment, and heritage), which are often conducted in conjunction with needs assessments, are an opportunity to include culture as part of the recovery process.

## Rebuilding the city's multicultural identity through the symbolic reconstruction of the Mostar Bridge in Bosnia and Herzegovina

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View of Stari Most Bridge and Mostar old town, Mostar, Bosnia and Herzegovina. © Asiastock / Shutterstock.com\*

For Mostar's citizens, the Mostar Bridge was a cultural icon that defined the city's identity. When the bridge was destroyed in 1993 during the Bosnian War, local inhabitants prioritized reconstruction of the bridge over housing, indicating its true value to the community. The people of Mostar demanded "a full rebuilding of the bridge on the spot where it stood, in the form it had, and from the same materials as originally used.

For them, this form of reconstruction symbolized the re-establishment of desecrated values."<sup>25</sup>

The community's message was clear, "A person killed is one of us; the Bridge is all of us"<sup>26</sup>, articulating the fundamental role of culture as identity in the recovery process for the people of Mostar, Bosnia.

25. Hadzimuhamedovic, 2018.

26. Drakulic, 1993.



## Engaging communities in the restoration of tangible and intangible heritage to foster social cohesion and reconciliation in Timbuktu, Mali

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The recovery of Timbuktu, Mali. © MINUSMA-Tiecoura N'DAOU / Flickr.com\*

In the case of Timbuktu, local communities were actively engaged in the reconstruction and recovery process from planning to implementation. After the 2012 conflict, development partners undertook concerted actions to safeguard cultural heritage assets in Mali. This process included not only local and international experts, but also cultural site managers and Timbuktu's local communities. The reconstruction works undertaken on the thirteen destroyed mausoleums, as well as the restoration of the damaged minaret and reinforcement of the surrounding wall of the Djingareyber Mosque, were assigned to local masons rather than to construction companies. Timbuktu's communities were actively involved in these works, guided by the local mason corporation. The collective plastering works, which had been discontinued in 2012 because of the conflict, contributed to the (re)building of social cohesion and unity and constituted a strong symbol of regained peace. Moreover, a re-sacralization ceremony allowed the families to retake possession of their mausoleums. Calling the divine mercy to maintain

peace, cohesion and tranquility, this ceremony constituted the last step of Timbuktu's cultural rebirth after the mausoleums' destruction.

Moreover, the local communities, helped in exfiltrating most of the old manuscripts to Bamako – another collective effort that contributed to their safeguarding. In addition, training courses and various awareness raising cultural activities were organized for local communities to strengthen their ownership throughout the process and ensure resilience and sustainability.

The global approach of the reconstruction project that targeted both tangible and intangible cultural heritage laid its foundations on sustainability. The focus on traditional knowledge and skills in the rehabilitation works and the revitalization of cultural practices, along with a participatory approach gathering local communities and experts, allowed for the recovery of cultural identity for the affected communities and the restoration of pride and dignity.



Nejmeh square, downtown Beirut, Lebanon. © Council for Development and Reconstruction (Beirut, Lebanon)

Reconstruction after the Civil War (1975-1990) in Beirut followed two approaches. The first approach, which demonstrated mixed results, is that of the Beirut Central District (BCD). This example, which began after the war, is a cautionary tale of a rigid, centralized approach. Initially, limited oversight for BCD reconstruction allowed one set of stakeholders, in this case the private sector, to overtake the entire reconstruction and recovery process. Focusing mainly on economic development as the strategy for reconstruction of the BCD, Solidère, a private development company, was entrusted to rebuild the area. Solidère had initially prioritized attracting foreign investors to finance luxury offices and apartments within the setting of the city's iconic architecture and prioritized the transformation of old souks (markets) into commercial spaces devoid of community life. The model prioritized urban design over community involvement. Profit was prioritized over social inclusion and diversity.

As a result, BCD became an extremely well-designed, yet exclusive and high-end enclave, the completion of which was affected by the slower economic growth as a result of regional tensions. BCD was a central transportation node prior to the Civil War. Its capacity to bring together people from different socio-economic backgrounds was drastically reduced. BCD became an enclave detached from its surroundings by infrastructural breaks such as a network of major roads

that act as physical barriers to access. The typology of large blocks designed for high-rises stood in stark contrast to the low rise, dense fabric that characterized the pre-war architecture of the city center. Pre-war social networks and communities were pushed out through the exchange of property ownership for shares in the real estate development company. Driven by profit, reconstruction took place absent both the public participation process and adequate government oversight in decision-making and monitoring.

Until recently, BCD featured both exclusive spaces that were not accessible to all socio-economic groups and security zones with barriers that suffocated development while leaving empty apartments and failing businesses behind. Recently, recognizing the need for a more balanced approach, the Government of Lebanon stepped in with a more comprehensive approach to address challenges in BCD and carried out concrete actions to enhance linkages between the BCD and local communities. A recent series of cultural events, concerts, and exhibitions were well-received by local communities and are contributing to a rediscovery of BCD. These recent efforts are yielding positive results through a more balanced partnership between the public and private sectors.

**Principle #5: Engaging communities and local governments in every step of the recovery process:** Participatory approaches are essential for governance systems to effectively plan, implement, and finance reconstruction and recovery strategies and for ensuring the full involvement of their beneficiaries and the complete ownership of all stakeholders. Taking into account the cultures of concerned communities and individuals is key to a participatory approach. Communities can also be involved in activities, such as debris removal, which provide for a potential cash-for-work program to support livelihoods and serve as a catalyst for economic recovery. The action of collecting and securing historic elements such as historic building materials and artifacts can inspire a renewed spirit of community and become an important first moment for cooperation and reconciliation among citizens. Appropriate knowledge-sharing and capacity-building are also key in these processes. This participatory approach should be supported by local governments that are responsible for delivering basic services. This is the way to institutionalize the relation between the population and the local governments.

**Principle #6: Using financial models that balance immediate/short-term needs with the medium/long-term development timeframe in reconstruction plans:** Financial models integrate the economic and physical contributions of various urban actors including citizens, civil society, the market, and/or the state. A successful reconstruction and recovery process depends upon its model's capacity to engage across parallel timelines. Effective financial models require policies and plans that mediate between short-term necessities such as emergency housing, temporary commerce, infrastructure, and communal services and the ambition to engage with the long-term and often arduous process of re-defining a city's cultural identity.

**Principle #7: Ensuring effective management of the reconstruction process by striking a balance between people's basic needs and the recovery of a city's historic character:** It is especially critical to balance people's need to immediately rebuild their destroyed homes with the need to guide reconstruction in the context of cultural heritage. Measures must be taken to avoid a chaotic process that could affect the urban fabric's cultural heritage and/or the structural integrity of historic buildings. Imposing a moratorium on reconstruction can create tensions with the local community and may lack the support of local leaders while at the same time being difficult to enforce. On the other hand, a laissez-faire approach, whether through a lack of capacity or through intentional policy, can cause irreparable damage that deteriorates the character of the urban fabric and could jeopardize overall property values and cities' tourism potential. A rapid deployment of guidelines for reconstruction to protect

cultural heritage and recover cultural assets ensures a coordinated reconstruction process. At the same time, the planning process should engage actors in the co-construction process from the beginning of reconstruction to better manage the present and the future.

# 3



# Implementing the CURE Framework

This chapter translates the CURE Framework into operational guidance for city reconstruction and recovery using a project cycle approach. It addresses policy-makers and practitioners and provides operational tools that integrate culture throughout all phases of the reconstruction and recovery process. The paper provides an initial roadmap for the implementation of the CURE Framework. More detailed guidelines would need to be developed through a participatory approach to ensure that it is effectively implemented by all stakeholders.

This operational guidance builds on several existing approaches and tools including UNESCO's *Recommendation on the Historic Urban Landscape* (HUL), PDNA specific guidelines for the culture sector (PDNA – Culture volume<sup>27</sup>), RPBA's, the DRF, and the *Strategy for Reinforcing UNESCO's Action for the Protection of Culture and the Promotion of Cultural Pluralism in the Event of Armed Conflict*. For the purposes of this chapter, these tools have been adapted to suit a city-level reconstruction and recovery process.

## THE FOUR PHASES OF THE CURE FRAMEWORK

The operationalization of the CURE Framework involves four phases, each with several components, as detailed below and highlighted in Figure 2.<sup>28</sup>

- 1. Damage and Needs Assessment and Scoping.** This phase includes the assessment of damages and impacts to tangible and intangible cultural heritage, the cultural and creative industries, housing stock and land resources, services and infrastructure, and the tourism sector, as well as the resulting economic losses to the affected population from the interruption of services and use of assets. Building on the damage and needs assessments, a scoping process is conducted, which includes data collection, asset mapping, stakeholder mapping and the development of a vision for city reconstruction and recovery.
- 2. Policy and Strategy.** This phase outlines the policies, strategies and planning process that translate

27. PDNA Guidelines Volume B

28. The DRF has six phases. They are a) needs assessment, b) policy and strategy setting, c) institutional framework, d) financing, e) implementation arrangements, and f) strengthening recovery systems. The four phases of the CURE framework broadly cover the content of these six phases.

Figure 2. **The Four Phases of the CURE Framework**

PHASE 1	<b>Damage and Needs Assessment</b>	Component 1.1: Tangible Cultural Heritage Component 1.2: Intangible Cultural Heritage Component 1.3: Creative and Cultural Industries Component 1.4: Cultural Tourism Component 1.5: Historic Housing Stock and Land Resources
	<b>Scoping</b>	Component 1.6: Data Collection and Analysis Component 1.7: Asset Mapping Component 1.8: Stakeholder Mapping Component 1.9: Vision Development
PHASE 2	<b>Setting Policy and Strategy</b>	Component 2.1: Designing a Planning Process Component 2.2: Regulatory Mechanisms Component 2.3: Civic Engagement
PHASE 3	<b>Financing</b>	Component 3.1: Identifying Funding Resources Component 3.2: Management of Land Resources Component 3.3: Land Value Capture Component 3.4: Land Readjustments Component 3.5: City-led Financing Tools
PHASE 4	<b>Implementation</b>	Component 4.1: Institutional Arrangements Component 4.2: Risk Management Component 4.3: Communication and Engagement Strategy

the damage and needs assessments and vision into plans and planning regulations, through participatory approaches where stakeholders and communities are fully engaged.

3. **Financing:** This phase includes the identification of modalities to finance the reconstruction and recovery process combining public and private financing, as well as other funding sources, the management of land resources (one of the most critical assets cities possess), and development of financing tools and incentives.
4. **Implementation.** This phase, which is critical to the success and sustainability of post-crisis reconstruction and recovery efforts, includes setting up effective institutional and governance structures, a risk management strategy, and a communication and engagement strategy.

These phases offer policy-makers and practitioners a systematic, integrated approach to design and implement a participatory city reconstruction and recovery strategy with culture at its core. Naturally, post-crisis recovery and reconstruction is a long-term undertaking and may span decades. In the immediate aftermath of a crisis, emergency relief efforts tend to focus on providing food, basic services, and shelters. Once the immediate emergency relief situation stabilizes, reconstruction and recovery efforts can start.

It is important to note that the four phases are not meant to be implemented in a linear or sequential order. Rather, they tend to overlap and are part of an iterative process that depends on each city's unique situation, the level of damage, technical capacity, political economy, and institutional arrangements. Given the evolving nature of crises, which have become increasingly protracted without a clear beginning or end, the framework can apply to particular instances during crises. The framework is also intended to cover the entire city and not just historic areas, although the latter require specific intervention tools and techniques. The extent to which factors such as the speed and cost of reconstruction and recovery weigh in will also differ from one place to the other. The implementation of emergency interventions becomes a critical factor in rallying the different stakeholders around the process. At the same time, it is critical to allow sufficient time for the necessary consultative processes to be conducted to ensure that people's priorities are well identified and respected.

## PHASE 1. DAMAGE AND NEEDS ASSESSMENT AND SCOPING

This phase starts with a post-crisis damage and needs assessment exercise, which includes physical damages and economic losses and an identification of needs. It continues with a more comprehensive scoping component, which builds and elaborates on the needs assessment and includes data collection, asset and stakeholder mapping, and the development of a vision for reconstruction and recovery.

### Damage and Needs Assessment

The first step in this phase is to conduct an assessment to identify damages and their impacts on tangible and intangible cultural assets, the cultural and creative industries, and cultural tourism as well as to calculate economic losses arising from the interrupted use of such assets and services. PDNAs are an established methodology to use when assessing damage, loss and economic impact on the affected economy; and identifying the short, medium, and long-term recovery and reconstruction needs.<sup>29</sup> This phase links the assessment to the recovery project cycle.

The damage assessment examines the physical harm and value to rehabilitate, restore or reconstruct historical assets, while losses look at the economic impact (forgone revenues, productivity, etc.) as a result of the crisis.<sup>30</sup> Given that historic areas are part of a larger urban agglomeration, the assessments should take into consideration the impact of the crisis on the whole city. For example, if an affected historic area was in the central business district or in a major tourism center, the losses must be assessed for the whole city and not just the historic area since the economic losses extend to a larger affected population. Drawing from the RPBA methodology, in cases of conflict, this first phase would benefit from an analysis of root causes, drivers, stakeholders, dynamics of the conflict, and local peacebuilding capacities, which will inform the assessment of needs for the community and will define what should be reconstructed in priority and how.

Throughout the process, historic and non-historic areas should be well identified to enable an adapted approach for reconstruction and recovery. In many countries, historic urban areas are inscribed in the national or local registry of historic places or in UNESCO's World Heritage List. Listed or registered areas are expected to have a wealth of information about the historical and cultural significance of the urban area and management mechanisms for the historic sites. A site management plan usually includes

29. Available at: <https://www.gfdrr.org/sites/default/files/publication/DRF-Guide.pdf>

30. Available at: <https://openknowledge.worldbank.org/handle/10986/19047>

## Multi-hazard vulnerability assessment for priority cultural heritage sites in the Philippines

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Tacloban, Philippines, after Typhoon Haiyan in November 2013. © Ymphotos/Shutterstock.com\*

In 2013, the Philippines experienced two major natural disasters – a magnitude 7.2 earthquake, and the Category 5 Typhoon Haiyan, which damaged several major culturally significant structures. With the assistance of the World Bank, the Department of Tourism, Philippine cultural agencies, such as the National Commission for Culture and Arts and the National Museum, and the Intramuros Administration took on a multi-hazard vulnerability assessment of the existing and damaged cultural heritage.

This exercise included site surveys and data collection, as well as stakeholder workshops and training activities to support the development and dissemination of the utilized methodology. The methodology is planned for adoption in the forthcoming Philippine Standards for Conservation<sup>31</sup>. In the absence of this initiative, these standards would have not been disaster risk-informed. Strengthening historical and cultural assets against the impacts of disasters is a new approach for the Philippines beyond traditional focus on critical public facilities such as schools and hospitals. This contribution will be a key step toward mainstreaming disaster risk reduction into the conservation of cultural heritage structures through public and donor resources, beyond the multi-hazard vulnerability assessments developed for the three pilot sites.

31. Part of the 2<sup>nd</sup> Philippine Disaster Risk Reduction Development Policy Loan with a Catastrophe Deferred-Draw-Down, Option, Result Indicators framework

an assessment of values and the attributes that carry these values, as well as a comprehensive inventory of all tangible heritage assets – movable and immovable – and details of their locations and conditions. When management plans are available, needs assessments and subsequent phases should incorporate applicable elements from these plans.

This phase includes assessments of tangible cultural heritage, including monuments, religious buildings, historic urban fabric and infrastructure, archaeological sites, movable cultural heritage, such as works of art, manuscripts and archival records, and cultural infrastructure, including museums, libraries, theaters and other cultural institutions. Box 13 summarizes an example of such assessments in the Philippines.

Further, assessments must examine intangible cultural heritage practices through community-based needs identification as well as the cultural and creative industries, which include infrastructure and the resources and processes for the production, distribution, and sale of creative cultural goods such as music, crafts, audio-visual products, cinema, and books. Lastly, cultural tourism assets also need to be assessed.

There are five components to the damage and needs assessment phase, each of which is detailed below.

### ► Component 1.1. Tangible cultural heritage including built heritage and cultural sites, moveable properties and collections, and repositories of heritage:

This component includes the on-site assessment of damage to structures and their contents by experts using historic documentation or photographs as well as information on the economic value associated with the loss of the structure's function. To record losses, all immovable tangible cultural assets must be included in the assessment process. Damage can range from significant structural damage affecting the function of the site to the damage of façades, architectural decorations, and ornamentation.

Once the scale of damage is known, a replacement value for the damaged structures or objects must be calculated with the understanding that the calculation is at best an estimate. Assigning a present-day value to non-replaceable cultural resources is challenging because cultural goods have important non-use, non-market values (e.g. spiritual, symbolic, etc.) that are difficult to translate into monetary terms. Moreover, the replacement of certain cultural assets, when technically possible, may not be possible without a considerable loss of authenticity.



When repair and reconstruction of damaged cultural assets is possible and desirable, the related cost should be calculated on actual local market prices of labor, materials, and management broken down by public and private sector. For historic structures, these costs will have to consider the special requirements of such a complex undertaking which cannot be compared to the replacement of an ordinary modern building.

Economic losses due to the disruption in function of cultural properties and institutions must also be calculated. For instance, structures with less architectural significance can have residential or commercial uses. Monuments and structures with high architectural significance are often used as museums or cultural centers catering to domestic or international visitors. Economic losses should be estimated using forgone economic income while a historic property is not in use.

Since the extent of the losses will be determined by an estimate of the time required until full recovery has been achieved, as well as the capacities of the sector to implement the necessary measures, the calculation of their economic value will be based on a realistic assumption of a post-disaster scenario including timeframe and the possibility of adopting certain temporary solutions.<sup>32</sup>

- ▶ **Component 1.2. Intangible cultural heritage:** Cultural heritage extends beyond monuments, sites, and collections of objects. It also includes traditions and living expressions transmitted inter-generationally.<sup>33</sup> Intangible cultural heritage is instrumental in maintaining cultural identities within communities and cultural diversity throughout the world. In post-crisis situations, intangible cultural resources can have a tremendous impact in rebuilding the social cohesion and community resilience needed for the reconstruction process. Consultative processes that rely upon local, community-centered historical knowledge, rather than external expertise, will be most valuable in identifying core cultural practices that can be contributors to reconciliation. Special care must be taken to allow space for reviving cultural practices that may have been forbidden or suppressed during a conflict. While it is important to assess impacts of disasters or armed conflicts to intangible cultural heritage, it is difficult to record such losses as they happen over time and disrupt a certain way of life. Such destruction is more difficult to detect, for example the disruption of a festival or performing arts routine, of social or religious rituals or of cultural practices.

Local community members must take the lead in identifying which intangible cultural heritage assets have been

affected and in assessing the impact of the disaster on them. It is central to the process that community groups assess the value of their own intangible cultural heritage, which should not be subject to external judgements of value or worth.<sup>34</sup>

- ▶ **Component 1.3. Creative and cultural industries:** Assets in this category include establishments providing or producing cultural goods or services. Impacts to this sector manifest themselves in an interruption in sales or export of cultural goods or the provision of services associated with cultural tourism.

In assessing the impact of disasters or armed conflicts on cultural assets, attention must be paid to determine which skills or intangible knowledge, or know-how, might have been lost. It is also important to assess whether any schools of craft or informal training centers were affected or whether any established craftspeople (and especially master craftspeople) were displaced due to the crisis. Institutional aspects such as the existence of regulatory or licensing authorities for arts and culture should also be noted. The assessment should also capture indirect economic losses to agencies such as those for marketing or promotion of the local creative and cultural industries.

Impacts of disasters or armed conflicts on creative industries should capture affected structures, equipment, and raw materials and should use the replacement cost method to account for funds needed to rebuild structures or the industry. Understanding the impact on the manufacturing sector can be challenging depending on the type and size of establishments in the historic area.

The assessment must consider the pre-crisis condition of the facilities and markets for cultural heritage products. Baseline data should be collected on the number, type, and size of commercial and manufacturing facilities, their specifications and machinery, data on annual production and equivalent dollar amount, and information on the destination of the manufactured goods. Data on local or domestic consumption and the value of cultural product exports must also be collected. This process creates a pre-/post-crisis inventory that includes the typologies, sizes, and gross of units of production and sales.

- ▶ **Component 1.4. Cultural tourism sector:** The tourism sector includes the set of productive activities that cater mainly to visitors.<sup>35</sup> In many historic cities, tourism is a major source of economic activity for local residents. Revenues are derived from tourist expenditures on accommodations, transport, travel related services, food, and cultural goods. The assessment must examine

32. For more information on estimating the economic value of damage, see *PDNA Guidelines Volume B (Culture)*, pp.16-17.

33. Available at: <https://ich.unesco.org/en/traditional-craftsmanship-00057>

34. Available at: <https://ich.unesco.org/en/ethics-and-ich-00866>

35. Available at: [http://www.oecd.org/cfe/tourism/TSA\\_EN.pdf](http://www.oecd.org/cfe/tourism/TSA_EN.pdf)

both the demand and supply-side as the timeline for rebuilding tourist accommodations (the supply side) should correspond with the estimated number of tourist arrivals (the demand side) during recovery.<sup>36</sup> Boosting demand post-crisis will require marketing and information campaigns to advertise the destination as safe and reliable for both domestic and international visitors.

- **Component 1.5. Historic housing stock and land resources:** Housing is one of the most important sectors in the reconstruction of post-crisis cities. Damage assessments must examine the status of historic housing and related land together as many housing units in historic areas are built on land with unclear property rights that include public, private, religious, or communal property, and are occupied by people with uncertain or undocumented tenure. It is critical to include renters or residents with informal tenure in the assessment, irrespective of their lack of legal rights to the land. Assessing damage to the housing sector requires consultation of pre-crisis regulations and guidelines specific to historic areas, land-use and architectural requirements, national and local housing regulations, and financing options.

## Scoping

The scoping step of this phase starts once the city has advanced or completed relief efforts and has reached a relatively more stable state to start the rebuilding process. Building on estimates of the damage and loss and the preliminary listing of reconstruction and recovery needs, as well as on information on the previous and actual state of historic areas, scoping processes consist of bringing all stakeholders together to identify their needs and to develop a common vision for reconstruction and recovery. Data analysis is required to develop a broad picture of the post-crisis situation and to develop relevant objectives tailored to unique local characteristics and conditions. Identification of stakeholders in a post-crisis situation may be challenging. If conflicts or disasters have displaced people or resulted in casualties, this must be included as an essential component of this phase. Local stakeholder engagement is even more important when reconstructing places of historic and cultural value because of the potential for conflicting views on the historical and memorial significance of a given place. The scoping phase has four components:

- **Component 1.6. Data collection and analysis:** While historic centers represent only one part of a city, they are often anchors upon which the civic structure of the present-day city was developed. Historic areas should be linked to the overall development patterns and growth dynamics of the larger city. Data collection should be

36. Ibid.

## Creativity and digital technologies as drivers of meaningful community engagement in post-crisis recovery in Christchurch, New Zealand

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Ballerina being painted on the back of the Isaac Theater Royal, which was destroyed by the 2011 earthquake, Christchurch, New Zealand.

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In September 2010 and February 2011, the city of Christchurch was hit by two devastating earthquakes. To generate community input, the city council launched an online platform about 10 weeks after the second earthquake. Residents submitted their ideas for the redevelopment process online. Within six weeks the platform had received 58,000 visits. A community expo, which drew more than 10,000 visitors, was organized to present the results of deliberations to the community.

conducted on both a micro scale (historic area) and a macro scale (city-wide). Baseline data on all sectors is useful to understand the city's relationships within the country and region. While it is helpful to have baseline data from the pre-crisis period, this is often a great challenge. When available, pre-crisis data could be used to construct a database against which the principles of "build back better" can be measured. Data collection should include information on cultural and natural heritage assets, economic data, social data, growth dynamics, market assessments, and obstacles to growth.

- **Component 1.7. Asset mapping:** This exercise records available human, social, cultural, economic, and physical resources in the affected areas. These resources could include community infrastructure and services, community centers, institutions, local skills, and social networks. Asset mapping exercises use different methods to collect information about community resources, but community input in understanding the value of assets is important to ensure a comprehensive approach. This

process can be useful in identifying specific cultural practices that would be good contributors to peace-building efforts.

Governments can embark on cultural asset mapping by identifying the community's cultural resources and collecting data on each individual asset. Based on data collected through on-the-ground surveys, a geographic information system (GIS) can be a useful mapping tool. GIS digital maps can be overlaid with other data on hazards, demographics, economic activity, and transportation to enrich the inventory and inform the planning process. Where technologies are not available, data gathered through on-the-ground surveys can be mapped manually or by using basic open-source software.

- ▶ **Component 1.8. Stakeholder mapping:** Identifying and engaging the community in the reconstruction process ensures its sustainability and continuity. The team should address the key community issues and dynamics pre and post-crisis. Local organizations must be identified and engaged. Furthermore, under-privileged groups that have not conventionally participate in the planning process should be identified and encouraged to participate.

In designing the engagement process, the team must first identify the relevant stakeholders. The engagement process should include the stakeholders who are directly affected by the rebuilding process and decisions, such as community leaders and organizations, religious and ethnic groups, private sector, owners, renters, informal community, youth, and women. In addition, a second group of essential stakeholders who are involved in shaping the reconstruction process and its execution should be involved. These include educational and academic institutions, local government officials, policy and planning professionals, and technical experts. The team must identify and include all the stakeholders and map out the dynamics and relationships among them.

- ▶ **Component 1.9. Vision development:** Developing a vision is the main step of the scoping phase. A vision, which is vital to articulating the direction of the reconstruction process, should be aspirational and provide a clear benchmark against which to measure progress. The visioning process provides a shared idea for the future direction of the city that is owned by all stakeholders. It gives mayors and local administrations political capital for reaching out and recognizing citizen voices. The vision formulation process can also bridge political administrations for continuity. Two factors are key in the visioning process. First, the process of developing a vision must be inclusive involving all stakeholders and especially minority groups, women, and youth. Second, the visioning process must be empirically grounded using all data sources available from pre-crisis to post-crisis.

## Building a safe city through participatory planning in Medellin, Colombia

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Comuna 13, Medellin, Colombia.  
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In Medellin, Colombia, which has transformed itself from a violent past to an exemplary city, participatory planning was a major component in post-crisis healing. The city established communal forums at the neighborhood level to produce a participatory diagnosis of reconstruction needs. Through this process, each community identified its own local problems and proposed its own solutions. Over 1,000 people and around 430 social organizations participated in the forums, which were spaces to debate local and city-wide issues.

## Promoting a multi-disciplinary approach to recovery planning in Sarajevo, Bosnia and Herzegovina

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Building destroyed during the 1992–1995 civil war, Sarajevo, Bosnia and Herzegovina.  
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After the Bosnian war ended, Sarajevo's first step was to draft a recovery and development strategy within a period of six months. As is the case with many visioning exercises, this process was an invitation to the international community to assist in defining a development strategy for Sarajevo. The visioning process included an analysis of applicable market laws, municipal management development, and proposed transitions of the economic system. The process also analyzed relationships between economic enterprises, secured financing for city functions, established land markets, zoned business premises, city property management system, foreign capital investment, and the interests of public companies.

## PHASE 2. SETTING POLICY AND STRATEGY

This phase outlines operational actions that translate the needs and damage assessment and vision into an implementable plan. It is often the case that local and provincial government cannot function efficiently in the immediate aftermath of a disaster. Planning reconstruction is a way to reposition local governments in the institutional framework and recover legitimacy vis à vis the population. The phase includes three components: first, the team must create a clear planning process with the participation of all stakeholders; second, regulatory mechanisms must be defined to ensure that “build back better” principles are in place; and third, a process of civic engagement should be designed so that recovery and reconstruction has the support of all stakeholders and thus is sustainable.

► **Component 2.1. Designing the planning process:** The planning process for post-crisis reconstruction should be inclusive, transparent, and objective. A transparent process allows public, private, and community stakeholders to interact in reconstruction development and implementation. These interactions set the stage for a shared recognition of cultural diversity, an acknowledgment of culture as a source of dignity, and encouragement of cultural participation and public access to heritage as a precondition for a stable, resilient society. In some cases, a city may have several sectoral plans being implemented in parallel. This is not an ideal situation, but it can be addressed by having a central coordination entity or platform and institutions responsible for implementation and for ensuring compliance and harmonization of these diverse plans. For example, the Urban Plan of Sarajevo was prepared for the period from 1986 to 2015 and aimed at improving living conditions throughout the city while dealing with spatial, social, economic, and geopolitical changes. The Sarajevo Canton Development Strategy was another planning document that was developed by 18 institutions addressing 48 priorities including strengthening the economic base and contributing to a livable environment.

► **Component 2.2. Regulatory mechanisms:** The post-crisis reconstruction process is a good opportunity to revise existing planning regulations and ensure the development of building codes and regulations that will produce a more sustainable and resilient urban area. These regulations not only address the physical development of the historic area, but also offer provisions for social and environmental concerns. In post-disaster situations, the lack of clear regulations can raise a community's level of concern and mistrust over how projects are approved as well as questions

of the intended outcome.<sup>37</sup> Effective regulations can be accompanied by streamlined approval processes and the adoption of new regulations specific to the goals of the reconstruction area.

The most common regulatory mechanism in urban settings is a spatial and land use planning process including a prioritization framework where policy-makers, citizens, and other stakeholders can identify urgent needs and priorities, evaluate trade-offs and risks, and sequence projects by ranking the competing priorities of urban space. Land use and spatial planning can reconcile land use with environmental concerns and resolve potential conflicts between sectoral interests and potential uses. It can also increase land tenure security and clarify the customary land tenure of communal lands.<sup>38</sup> Land use planning is a responsive process that is open to input and strives for transparency. Proper land use planning can also guide the financing of reconstruction and recovery. Several types of plans can be used post-crisis based on each city's capacity and organizational structure. These include:

- **Strategic Plans.** Strategic plans may be developed to outline a process or plan of response to specific issues such as disaster scenarios including plans for emergency response. They are broad and comprehensive and address the interrelationships between the economic, physical, social, cultural and institutional dimensions of any reconstruction program. In contrast to traditional comprehensive plans, strategic plans are conceptual and do not cover in detail all elements governing the long-term growth of the city. Strategic plans need to identify the cultural resources and their management.
- **Master Plans.** A master plan is a multi-year, forward-facing regulatory document that guides future change and development in a systematic fashion. The term “master plan” may refer to an entire jurisdiction, such as a city or region, or it may mean a more limited area being redeveloped at a specific time. Regardless of whether a plan is a revitalization plan or a general plan for a whole jurisdiction, land use plans tend to share common components and structures. Plans assess current conditions through economic or social analysis, maps, and statistics, anticipate future challenges facing the area, and propose and implement goals and policy solutions for the intermediate or long-term future ranging from 3 to 10 years. It is crucial to note that a strong master plan is inclusive of both the physical and social fabric of the area by anticipating both the physical needs of the space such as necessary transit improvements and the character of the affected area.

A master plan examines the need for public spaces for community gatherings as well as the needs of particular sectors of the local economy. Robust and proactive planning considers how human needs can drive the physical reconstruction.

- **Specialized Plans.** Land use plans often interact with supplemental planning efforts. Regional or national plans are often created to apply across jurisdictions and increase governmental coordination and cooperation between different cities and/or with their surrounding suburbs. Specialized plans should be developed to guide policy in a specific area of interest (e.g. historic urban area regeneration, etc.).
- **Zoning and Municipal Code Plans.** Whereas land use plans are broad, future-looking instruments, zoning and municipal codes are immediate and specific regulatory controls that apply to every land parcel inside the covered area. Zoning codes are subject to a land use plan and defer to the overall goals of reconstruction. For instance, if a land use plan designates an area as high risk, the zoning code will include specifics about how each property may be used and set standards for the physical design. Common elements in a zoning code might include the building structure, required setbacks, the number of floors, safety measures, aesthetic considerations, and more. Where a master plan takes a bird's-eye view of the whole area, zoning codes in conjunction with other municipal codes dictate standards property by property and use by use.

For historic urban areas, the regulatory systems include special ordinances, acts, or decrees to manage tangible and intangible components of the urban heritage including their social and environmental values. Traditional and customary systems should be recognized and reinforced as necessary. In post-crisis settings, regulatory systems provide the legal means to protect historic urban areas in complex inheritance and property contexts (such as religious endowments and absentee owners) and they address and regulate the private sector's pressure and interests.

A good example of a master plan that includes historic reconstruction is the 2003-2023 Spatial Plan for Sarajevo. The plan considers customs and cultural identity as significant assets for city development, and emphasizes the importance of the city's historic core and the urgency to preserve its spatial elements such as image, structure, and form. The plan differentiates between (a) the wider historic urban area of the city, which coincides with the area inscribed in the World Heritage Tentative List; (b) the historic urban core; and (c) the old town area, with the most stringent protection regime. The Spatial Plan of Sarajevo also lists 891 cultural

37. Amirtahmasebi et al., 2016.

38. Metternicht, 2017.

## Improving disaster risk management for cultural heritage sites in Bagan, Myanmar

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View of old pagoda in Bagan, Myanmar, still under reconstruction after the 2016 earthquake.  
© Boyloso/Shutterstock.com\*

Following the 2016 earthquake in Myanmar, UNESCO and the World Bank along with other partners supported the government recovery efforts led by the Department of Archeology and National Museums of the Ministry of Religious Affairs and Culture. The Bagan Disaster Risk Management Plan, the first plan of its kind in Myanmar, developed with the support of the World Bank and the Government of Japan, helps to better understand the risks faced by the city of Bagan, integrate relevant management frameworks, and apply current Disaster Risk Management (DRM) measures. The development of the plan brought together many stakeholders ranging from government ministries, sub-national agencies, international and national experts, local communities, and the private sector for the management and protection of Bagan going forward.

heritage properties located in the Municipalities of Stari Grad and Centar.<sup>39</sup> Another example of a post-disaster plan in Bagan, Myanmar, is detailed in Box 17.

► **Component 2.3. Civic Engagement:** The involvement of the communities in all reconstruction and recovery processes is essential both as a means and as an end. Planning must evaluate community dynamics, capacity, and post-crisis social capital to identify the way in which communities can be engaged in the reconstruction and recovery processes. It should therefore involve a diverse cross-section of stakeholders and empower them to identify key values in their urban areas, to develop visions that reflect their diversity, to set goals, and to agree on actions to safeguard their heritage and to promote sustainable development. These tools, which constitute an integral part of urban governance dynamics, should facilitate intercultural dialogue by learning from communities about their histories, traditions, values, needs, and aspirations and by facilitating mediation and negotiation between groups with conflicting interests.

While merely informing the communities may be appropriate only in the exceptional case of immediate and acute danger, in most situations, the best practice is empowerment, knowing that in the last years there has been a move from community participation to community engagement<sup>40</sup>.

Genuine interaction where the community views are actively sought and their inputs are taken on board is recommended only once their immediate safety has been secured. This becomes challenging when national authorities, often unelected transitional leaders, want to claim a mandate to define recovery priorities. Community consultations need to be as robust as possible to begin to set in place new patterns of trust.

## PHASE 3. FINANCING

Financing and managing funds in a post-crisis setting is challenging. As funds ebb and flow during the reconstruction and recovery process, managing the cash flow is a challenge. To finance post-crisis reconstruction, cities must deploy a combination of public and private funds. The process usually starts with a large, upfront investment by the public sector to rehabilitate infrastructure and housing. The process then moves to leverage government investment and public assets to attract private sector investment. Investments in urban resilience have various levels of return. Some are direct investments in public goods by governments or donors and they are

39. Sarajevo Canton Government, 2006.

40. Experience demonstrated that treating the community members as passive recipients of an "informing" effort reinforces the violation of their own self-determination and agency that the conflict itself caused.

not expected to generate market-viable returns directly. However, such investments can indirectly have a positive impact on a city's economic growth and can boost private sector confidence in the reconstruction process. Other investments may not be sufficiently transparent or predictable enough to attract private sector capital. In these cases, the government or international donors can develop risk transfer or credit enhancement and guarantee mechanisms to enable a safer investment climate. Alternatively, the government can use concessional finance by shifting the investment risk-return profile and reducing risk with flexible capital and favorable terms.

Lastly, in the more advanced phases of reconstruction, investments can generate viable returns, which make them attractive for private sector financing. This case usually requires stable and robust investment climates that eventually emerge several years after the crisis.<sup>41</sup> There are three components to financing reconstruction and recovery projects, each of which is described below.

► **Component 3.1. Identifying funding resources:** When the source of funds is identified and the city has access to a reliable pool of funds to start rebuilding, a capital investment plan can be developed. After major natural disasters or conflicts, a national level agency usually oversees the disbursement of available funds for local reconstruction. This is usually the case in most developing countries where national or regional governments carry more power than local authorities. That said, local government should have reliable public finance management systems to be able to use the funds efficiently and on schedule.

The financing schedule for post-crisis reconstruction can be in the same format as a capital investment plan. However, the reconstruction process usually differs from regular budget cycles and procedures. The post-crisis reconstruction process must be quicker and more flexible due to urgency. Flexibility is favorable in post-crisis situations where conditions change so rapidly that waiting for budget decisions from the central government can create unacceptable delays.<sup>42</sup>

► **Component 3.2. Management of land resources:** In many cities in the developing world, land is owned by various entities and property ownership does not necessarily follow as clear-cut a regime as in advanced economies. The presence of informal settlements, absentee owners, renters and religious endowments adds to the complexity of land ownership. This situation can become more complex after a crisis when most residents move out or are displaced or where ownership deeds and tenure records are lost. Therefore, managing post-conflict urban land resources is an important

component of any reconstruction strategy. Culture here has a major role to play through the reliance on local institutions (e.g., notaries public), traditional dispute resolution mechanisms, and effective community participation.

In cities with a large number of informal settlements, crises may provide an opportunity for the normalization of land tenure. Land tenure normalization or "land titling" has many social, economic, and political impacts including increases in income, productivity, credit access, housing investment, and child education. In the aftermath of a disaster, when most of the population is displaced, chaos can overtake communities and the rights of informal settlements and renters can be put in jeopardy. Normalizing property tenure is an important component of any long-term, sustainable reconstruction and recovery policy as it provides residents with security and stability.

Depending on a city's governance capacity and level of sophistication, digital records of land ownership may or may not exist. Major disasters and conflicts can destroy digital records even if they existed pre-crisis. In more dire situations, cities that keep paper records may lose all traces through fire or property damage. Even when they exist, paper records are usually drawn by hand and are often disputable. Without proper ownership proof, implementing a reconstruction strategy will face difficulty in assigning grants or loans to rebuild structures. Developing proper systems of land administration is important to support efficient land markets and land use control systems. Especially in the aftermath of a large disaster, effective land tenure systems can provide significant social and economic benefits. Social inclusion, access to credit, management of land disputes, and poverty alleviation are just a few of these benefits.<sup>43</sup>

One example of managing land resources is the case of Mount Merapi in Indonesia, where over 3000 households lived in what is considered a high-risk zone. The "REKOMPAK" program helped relocate some 2,516 families voluntarily to a safer area in a short time. Local governments assisted with land purchases and land swapping. Over 1,600 disaster-affected households received non-residential land certificates to be used as farmland.<sup>44</sup> The REKOMPAK program is designed to empower communities to lead their own reconstruction and resettlement efforts and to engage effectively with local governments.

► **Component 3.3. Land value capture:** Land value capture (LVC) is an umbrella term used to describe different financing schemes that cities use to leverage land assets in financing infrastructure. The goal is to

41. World Bank, 2016a.

42. Fengler et al., 2008.

43. Amirtahmasebi et al., 2016.

44. Kurniawan et al., 2017.

capture part of the incremental increase in land values resulting from public investments in infrastructure or regulatory changes such as change of land use or densification, where appropriate. It is assumed that incremental increases in value due to public action should be shared between the owners and the public interest. Hence the use of the captured part of the land value increase to finance infrastructure in the city. The use of LVC clearly requires a land market that is normalizing, an adequate regulatory and governance framework, and available records of ownership. A particularly relevant use of proceeds from LVC would be to finance cultural investments, including cultural heritage, infrastructure, and cultural and creative industries.

In general, there are two categories of LVC. Some are tax or fee-based value capture instruments, and some are development-based value capture instruments. Tax or fee-based instruments were the earliest examples of LVC and were basic impact fees or assessments to cover some or all cost of improved infrastructure. Betterment taxes, special assessment districts, and impact fees are examples of such instruments. Development-based LVC instruments are more entrepreneurial and are often found in Asia. Unlike their North American counterparts, private railway corporations in Hong Kong and Japan have been able to finance and manage large-scale property development around transit nodes. To do so, these corporations have used development-based LVC mechanisms such as land readjustment or development rights sales.<sup>45</sup>

The post-crisis reconstruction process is an opportune time for a city to employ some of these tools, where appropriate. However, as discussed above, these tools are not suitable for the immediate, post-crisis period when cities and communities are focused on providing basic services and building housing and shelter for the displaced. They are also not suitable in historic urban areas where the characteristics of the urban fabric do not allow for densification or land use changes. Such instruments also need to align with existing national and local regulatory frameworks and/or customary laws. When the initial recovery period is over and the city enters the longer-term reconstruction phase, practitioners can begin engaging private sector investment for reconstruction by using impact fees, developer exactions, business improvement districts, betterment levies, and special assessments where appropriate. Overall, the application of such tools should be approached with caution and sensitivity to the local context to avoid risk to important heritage values.

45. Suzuki et al., 2015

► **Component 3.4. Land readjustment:** Land readjustment is a principle that allows landowners to pool their land in cooperation with the local government to undertake a redevelopment project. Local government traditionally uses a portion of the pooled land to develop infrastructure, which in turn adds to the value to the remaining pooled land that is returned to the original landowners. As a result, each landowner walks away with a smaller parcel of land that is higher in value due to the provision of infrastructure and the ability to develop the land at higher densities. The local government is therefore not burdened with a large upfront expense to buy land for infrastructure construction. Land readjustment should be conducted using a transparent process with adequate protections to the original owners and occupants as conflicts and disasters often displace the existing residents.

One of the advantages of land readjustment is that it can be implemented in cities with formal or informal land ownership regimes. If implemented in a city where residents do not have legal rights to the land, the local government can cut a deal with the occupants to pool the land, build infrastructure, and transfer land rights to the community. In Japan or Europe, where sophisticated legal and institutional frameworks exist, land readjustment can be used in more advanced projects to expand infrastructure to new parts of the city in exchange for higher land-density regulations, which result in higher property values for landowners.

Since land readjustment projects usually merge several lots, the traditional block patterns in a historic area may be lost. Therefore, land readjustment in historic urban areas should be undertaken in exceptional cases, where lands are of unusual shape or result from recent subdivisions. The priority should be given to the conservation of architectural and urban heritage and the traditional urban fabric. For instance, in Seoul, land readjustment projects resulted in the loss of traditional alleyways, which were important urban heritage structures that detailed the historical growth of Seoul and its identity. One of the unique features of old Seoul was that it fully respected its natural environment despite having been a planned city. Instead of introducing a grid-based system, traditional roads and buildings did not face southwest following natural waterways.<sup>46</sup> In addition, alleyways behind the main roads had irregular shapes as they were gradually formed in multiple stages by the residents.<sup>47</sup> However, these structures were lost as lands and roads were reorganized into straight lines. Although land readjustment created an improved public road system, the result was achieved at the cost of losing a part of Seoul's urban heritage.

46. Seoul Development Institute, 2005.

47. Ibid.



► **Component 3.5. City-led financing tools:** While most large-scale reconstruction policy decisions and financial resources usually come from the central government, local governments can also use their regulatory powers to facilitate and encourage development during reconstruction. City authorities can use incentives or regulations to create attractive real estate markets and encourage redevelopment in post-crisis situations where the private market is not yet strong enough to invest. City officials can also move the market towards a tipping point where the market dynamics become stronger over time. Policy instruments do not require the exchange of funds between the government and the private sector and therefore do not require immediate cash outlays. Policy instruments only stimulate the market and incentivize private landowners to invest in post-crisis reconstruction. Fiscal tools, on the other hand, facilitate the exchange of funds between the government and the community to promote reconstruction.

The transfer of development rights is one creative tool at a local government's disposal. Development rights can be transacted between an owner, whose development rights have been limited due to historical significance of the structure, and a developer, who tends to develop a parcel of land in another part of the city on a density higher than permitted by zoning regulations. In this scheme, the authorized, but unbuilt floor area of the historic buildings can be transferred to certain districts with proper higher density. This way the conservation cost is borne by more parties and not just the owner of the historic structure.

Other tools for encouraging development in post-crisis situations are direct or indirect incentives. The most common form of direct incentives are grants. Grants are given to the owner of a historic structure for a specific purpose such as maintenance or rehabilitation. Grants can also be given to non-profit organizations active in the field of historic preservation and conservation. These grants are either block grants given to the owners or tied grants given to implementing agencies. In block grants, an owner of a historic structure would apply or is eligible by default for a grant to preserve or rehabilitate the structure. Such grants signal that the government views the owners of historic structures as trustees of the public interest. This grant process should be transparent and accountable. Similar to grants, the local government can also allocate low-cost loans for conservation of individual historic buildings.

Indirect incentives work in the same way as direct incentives. However, they do not involve any transfer of funds between the state and the property owner. Tax-based incentives are the most common form of indirect incentive. A tax benefit can take the form of an alleviation of an owner's property tax or income tax burden. Tax

incentives are a good tool to encourage development in post-crisis situations where the land market is not strong. Selectively and intelligently designed tax incentives can play a major role in absorbing private sector capital for reconstruction. Tax incentives can be given to private sector developers or to individual building owners in historic neighborhoods to stimulate real-estate markets. This tool will only work in cities with clear designed plans, strong regulatory frameworks, and effective tax collection systems.

There are also other forms of indirect incentives including loans and guarantees. The calculation of incentives should be based on equations that include the amount of funds needed for reconstruction projects, the amount that should be covered by local and national governments, and the amount to be paid by the owners. Incentives may transfer risk from one level of the government to another.

## PHASE 4. IMPLEMENTATION

Once the damage and losses are inventoried, the community is engaged, a vision is developed, needs are identified, and financing is secure, a framework for implementation may be created. The implementation phase brings together all previous elements of the reconstruction project cycle. It does so by setting up an institutional framework that ensures the sustainability of the process and divides the project into logical activities. Creating a clear implementation process is critical to the success of any post-crisis reconstruction and recovery effort. The implementation phase includes the three components described below.

► **Component 4.1. Institutional arrangements:** A reconstruction and recovery management structure should be set up with a long-term vision in mind and should lead all efforts from emergency management to the recovery phase through to normal governance and stability.<sup>48</sup> Some cities manage the rebuilding process in-house by reshuffling existing offices and agencies within the current urban governance framework. In other cases, a central government management agency with emergency powers manages the process in the early stages and then gradually hands it off to the local municipality for later stages of implementation. Some cities use existing development corporations or redevelopment agencies that already have the necessary skillsets for reconstruction and that are familiar with the permitting and development process.<sup>49</sup>

A recent study reviewed different reconstruction and recovery processes around the world.<sup>50</sup> The report

48. Johnson, 2014.

49. Ibid.

50. Johnson and Olshansky, 2016.

summarizes these global practices based on their institutional and management structures. For large disasters, which surpass regional and state boundaries, central governments are not just involved in mobilizing a range of financial resources from international donors and national reserves, they also actively manage the recovery process and create recovery organizations at the national level. Following the 2008 Wenchuan Earthquake in People's Republic of China, a General Headquarters for Earthquake Relief was established within the Chinese cabinet, receiving its authority from the highest ranks of the government. This arrangement was successful in managing a speedy physical reconstruction effort, but the lack of a local government role in decision-making and community involvement in the recovery process has resulted in an uneven and inequitable economic recovery.

In contrast to the previous example, a decentralized recovery management model involves various organizations across different levels of government. Decentralized reconstruction management systems prioritize policy-making at the local level with some support and coordination provided by the national government. India, Indonesia, and the United States have used this approach when hit with disasters. Usually, the national government (or the state government in the case of India) takes on a coordination and support role, which extends to multiple levels of government and other institutions involved in recovery management.<sup>51</sup> Lastly, hybrid models exist between centralized and decentralized setups. These work across different levels of government, but remain under tight supervision from the central government.

Later in the recovery process as cities stabilize, the private sector may become significantly engaged in reconstruction. The public and private sectors can interact through formalized public-private partnerships (PPPs) which range from simple management contracts where the private sector is contracted for service delivery, to joint ventures, to design-build-operate-transfer models.

Under certain circumstances, a development corporation can be formed to take on the reconstruction efforts, but only under the control of local governments. These development corporations must have strong technical capacities, notably in culture, heritage, and communication. They operate outside of restrictive civil service legal frameworks (especially for recruitment and procurement) and are semi-autonomous. As a result, a development corporation is free of the bureaucracy that can slow reconstruction driven by the public sector. A development corporation has the authority to work in a specific geographical area of historical and/or cultural significance. Development corporations deal with the

51. Ibid.

## Adopting a hybrid management model for post-disaster reconstruction in Kobe, Japan

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Hanshin earthquake memorial, Kobe, Japan.  
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A good example of a hybrid management structure is the reconstruction experience of the City of Kobe and the urban corridor of southern Hyogo Prefecture along Osaka Bay following the 1995 earthquake in Japan. To manage the recovery process, the national government established a restoration headquarters under the prime minister's office that included various cabinet ministers. Each ministry had a role in funding and policy execution and the headquarters maintained an oversight function. However, implementation of the policies was decentralized to local governments. Furthermore, a national advisory council was established that included city-planners, scholars, the business community, the mayor of Kobe, and the governor of the Hyogo Prefecture. At the local level, the City of Kobe established an earthquake recovery headquarters under the mayor's supervision as well as a 27-member recovery planning committee that included officials and academics from different disciplines. This structure evolved over the planning process as the city established an earthquake restoration planning council composed of 100 selected stakeholders and academics. This group translated the vision and guidelines into a draft recovery plan.<sup>52</sup>

52 Ibid.

problems and obstacles of reconstruction and recovery in historic areas while creating a mechanism to share costs and benefits among various stakeholders.

The boundaries of the target historic urban area should be large enough to include the key monuments, significant buildings and structures, open spaces and gardens, historic land use patterns and spatial organization, perceptions and visual relationships, as well as all other elements of the urban structure. Consideration should also be given to social and cultural practices and values, economic processes and the intangible dimensions of heritage as related to diversity and identity, when establishing the boundaries of the project area, to enable a sound urban design and reconstruction strategy.

The next step is to create and define the mandate of the corporation. Once established, a corporation can represent different stakeholders including local residents, outside investors, and the local government. This representation can be in the form of selling shares to shareholders, assembling boards of directors, or other organizational structures that allow for cooperation and involvement of the different partners. The experience of Beirut Central District shows the counterproductive effects of excluding the local population from the concerned area. It is therefore essential to establish how the population and local government will keep control of the project from the beginning. Corporations have the authority to conserve the area's urban heritage while enforcing building codes, building infrastructure, and restoring service delivery, and in some instances, they have the powers of eminent domain and management of resettlement and compensation processes.

- ▶ **Component 4.2. Risk management:** Any large-scale construction project faces risks. Construction risks cover all potential problems related to the design and implementation phase of the reconstruction process including building cost overruns and project delays. There are also financial risks which are related to variability in interest rates, exchange rates, and other factors affecting financing costs. Another risk is imposed by delays in the design phase of the reconstruction project, which can result in the withdrawal of some stakeholders. Such delays can threaten the sustainability of a reconstruction project and can result in disappointment on the part of residents and the community. There is an additional risk of erosion or loss of authenticity or meaning resulting from the reconstruction process. In terms of urban conservation, traditional building techniques and the use of traditional building materials may be at odds with the political push for rapid reconstruction processes. The speed of reconstruction of non-historic parts of the city compared to historic parts of the city should differ. Craftsmen skilled in traditional building techniques should be involved in the implementation process.

In rebuilding after crisis, the stakes are even higher because of trauma and a lack of human and social capital. Risks can threaten construction projects during project

implementation. External risk can arise from disgruntled community groups and civil society organizations. In the aftermath of a crisis, political instability and policy and regulatory changes can foster political risks, which is why in public-private-civil society partnerships risks should be distributed and borne by the entities) best able to manage them.<sup>53</sup> Risk apportionment and sharing can be very complicated in contexts of fluctuating macro-economic fundamentals, social tensions, and fragile post-crisis stability.

▶ **Component 4.3. Communications and engagement strategy:**

The reconstruction and recovery programs should be established by all stakeholders including national and local governments, international institutions, development agencies, civil society, youth organizations and the affected population groups in order to foster a sense of ownership and belonging within the planning and policy-making processes. An effective communication and engagement strategy requires:

- Mapping existing initiatives on the ground including good practices to identify possible institutional and financial partners.
- Giving due consideration to the importance of public and civic spaces in the collective post-conflict healing process.
- Advocating for increased collaboration between institutions, civil society organizations, cultural and artistic public policies, and youth-led initiatives.
- Taking into account post-conflict induced change in the composition of the inhabitants of historic urban areas and the emergence of new local communities.
- Mediating conflicting opinions on the value of heritage for different local communities amid political and identity tensions as reconstruction can also trigger conflict when one community/authority might claim their heritage and reject that of other communities.

Public participation should always aspire to extend beyond simply “informing” the community to “consulting,” “involving,” “collaborating,” and “empowering.”<sup>54</sup> At its most basic level, a stakeholder engagement strategy must ensure that the public is well informed about the process and decisions. This can be accomplished through public meetings either in-person or virtual. In post-conflict situations where different groups of citizens are scattered in different resettlement areas, the use of mass media, text messaging, and the internet can ensure access to information for all.

The digital revolution is a major driver for community engagement and empowerment. Websites and social

53. Lindfield, 1998.

54. The International Association for Public Participation (IAP2)

## Safeguarding heritage for community resilience in Kathmandu, Nepal

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Bhaktapur Square, Kathmandu, Nepal.  
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The earthquakes of April 25 and May 12, 2015 were the worst to hit Nepal since 1934, when nearly 12,000 lives were lost. In 2015, 200 people died due to the collapse of the 19th century Dharhara Tower alone, a site that was also destroyed following the 1934 earthquake. Similarly, Kathmandu Durbar square has been subject to repeated destruction as a result of earthquakes.

The impact of the loss of this heritage on the local community became clear during the structural assessments conducted immediately after the earthquakes. The recovery of iconic heritage assets became a unifying force, creating a sense of hope, both individual and communal, and inspiring action, particularly among youth. As external emergency aid poured in, help also came from small foundations and NGOs. However, the Army and police, who were focused on rescuing

people from the rubble, gave little consideration to heritage structures, a situation made worse by the lack of clear heritage protection protocols.

Three years on, and with a consolidated Government, the PDNA plans and solutions can be improved and updated. The Nepal Reconstruction Authority is now well established, executing a wide-ranging reconstruction program. This includes the reconstruction of heritage sites; 79 were completed as of January 2018, with a further 314 still in progress. However, challenges remain. The Department of Archaeology (DoA) has attempted to prescribe strict guidelines around rebuilding heritage, yet some cities have failed to comply. The Kathmandu Metropolitan City is facing stiff community criticism for failing to comply with the guidelines of the DoA, particularly thanks to its use of concrete to rebuild the Ranipokhari historic pond.

Although cultural recovery began as a unifying focus for the community, the implementation has been fractious. For the global community, several fundamental lessons can be learned that go beyond the adoption of innovative conservation techniques. The importance of establishing dedicated cultural heritage units within civil protection agencies, as well as a knowledge network promoting training and collaboration, is crucial. The work of European Civil Protection Forum and Cities Partnership Challenge, under the Global Compact, may result in heritage resilience driven by the communities emerging as a priority.

media tools can serve as part of the communication strategy for reconstruction projects. In cases where access to the internet or online media is limited, simpler tools can be used to inform the community. Information kiosks and repositories are good tools to reach wide audiences. In cases where the number of stakeholders is less manageable, press releases and printed material can be distributed on site.

Beyond basic information, it is critical to ensure public participation that encourages collaboration between communities and reconstruction teams. In situations where a diverse and large group of stakeholders are present and ready to engage, the reconstruction team collaborates with the community to develop alternative solutions and scenarios and evaluate them. The ideal situation for community engagement is when the community is empowered enough to exercise decision-making power over the construction decisions and processes. For a community to engage in this level of empowered decision-making, an existing network

of community leaders and organizations must already be in place to act as a liaison with the public entity. In such situations, different cultural groups should be given voice to participate equally.

To consult and engage with the community members, the recovery team should use tools to allow them to generate input. Through their input, the community is enabled to participate in the decision-making process, to share information, and to express their opinions. This method includes charrettes, interviews, focus group discussions, community forums, and similar formats to generate public input. New technologies can be an immense help in generating input from the community. There is a wide variety of media tools that allow for online interaction between the community members and the project team. These tools allow a large number of stakeholders to access and provide input in real-time at virtual public meetings through electronic polling devices.

## Post-earthquake cultural heritage conservation and recovery of the Old Town in Lijiang, People's Republic of China

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Lijiang old town, Yunnan, People's Republic of China. © Chensiyuan

Lijiang, an 800-year-old town in southwest China, is famous for its well-preserved historic streets, bridges and buildings, as well as for its intangible cultural heritage, including that of its minorities. In February 1996, a 7.0 magnitude earthquake caused 309 fatalities and damaged basic infrastructure, including 410,000 housing units. Yet effective cultural heritage conservation and timely recovery efforts led to the inscription of the Lijiang Old Town as a UNESCO World Heritage Site just one year later, in 1997.

In response to the earthquake, the World Bank mobilized US\$30 million in credit for infrastructure and housing reconstruction, as well as US\$7 million for rehabilitating cultural heritage assets in compliance with the World Heritage criteria. Key physical investments included: (i) recovering and upgrading damaged infrastructure, while remaining in harmony with the historic streetscapes; (ii) repairing and reconstructing damaged houses to be earthquake resilient without compromising their cultural value; and (iii) restoring, adaptively reusing, and sustainably managing the Mu Family Complex, a major cultural heritage site, for tourism and preserving intangible heritage. Key technical assistance included: (i) damage assessments; (ii) developing the Design and Construction Technical Guidelines for Houses in Lijiang; and (iii) providing guidance on sustainable tourism development.

Today, the recovery of the Old Town of Lijiang, and particularly the design guidelines developed under the World Bank program, serves as an international best practice for incorporating cultural heritage conservation in post-disaster reconstruction. In particular, the reconstruction and recovery process emphasized community engagement; resident committees evaluated housing rehabilitation schemes and community groups were involved in housing repairs.

Lijiang's inscription as a World Heritage site transformed the town into a year-round tourist magnet (with approximately 40 million visitors to Lijiang in 2017) and significantly enhanced the local economy. Although the Conservation and Economic Development Plans, and the Regulations for Conservation and Management of the Lijiang Old Town, recognized the threats of rapid tourism growth, in recent years over-tourism has undermined the quality of life of local residents and the experience of tourists. With the support of the State Administration of Cultural Heritage and the China National Tourism Administration, the Government of Lijiang is revising the old town conservation and management plan, as well as the economic development plan and regulations for enterprises. These measures aim to balance cultural heritage conservation with the diverse needs of different stakeholders, and shift the emphasis from quantity to quality in tourism development in Lijiang.

## Conclusion



In recent years, many cities around the world have faced acute stresses and shocks while experiencing considerable trauma and humanitarian problems. As they emerge from crises, these cities find themselves faced with the need to reconcile communities, to promote economic development, and to manage complex social, spatial, and economic transformations. In many instances, such crises have affected historical areas of great importance that were at the core of local identities and represented significant assets for local economic life. Experience shows that restoring social cohesion and reconciliation in conflict areas and rebuilding community resilience after a shock are significant challenges.

Culture is a major source of resilience and stimulates other development sectors when integrated into the planning, financing, and implementation process of post-disaster and post-conflict reconstruction and recovery. While the cultural and creative industries contribute to economic growth, promote social inclusion, and bolster a city's image, cultural heritage is a key resource for city recovery, reconciliation, and social cohesion. Cultural heritage provides cities with a distinctive character and a factor that enhances their attractiveness and competitiveness while contributing to their economic recovery. Culture is therefore critical for post-crisis reconstruction and recovery processes.

Building on the *2030 Agenda for Sustainable Development* and the *New Urban Agenda's* recognition of the transformative role of culture in the sustainable development of cities, this Position Paper argues that culture in all its different forms is an effective tool to support reconstruction and recovery policies and programs.

Drawing from existing reconstruction and recovery experience by the World Bank and UNESCO, this Position Paper proposes the CURE Framework that places culture as a foundation for post-crisis city reconstruction and recovery by bridging people-centered and place-based development approaches into a comprehensive framework.

The CURE Framework adopts a culture-based approach to ensure that community needs, values, and priorities are central to recovery and reconstruction processes while safeguarding intangible heritage, fostering social inclusion, promoting creativity and innovation, and contributing to dialogue and peacebuilding initiatives.

Three main messages emerge from the CURE Framework proposed in this Position Paper.

**1. Culture plays a key role in post-crisis reconstruction and recovery processes:** Earlier frameworks for post-crisis reconstruction and recovery have not fully acknowledged the central role of culture in the process. This Position Paper and the CURE Framework aim to address such shortcomings. Culture is key to socio-economic recovery and is equally central to ensure a sustainable physical reconstruction process, and should therefore be part of the process from the earlier stages. A community's culture, including its tangible and intangible cultural heritage as well as creativity, can play a key role in rebuilding identities, strengthening the social fabric of the city, and promoting inclusion in a post-crisis setting. The reconstruction and recovery process should therefore take into account the traditional knowledge and skills of local communities and support the transmission of their socio-cultural values. Lastly, culture can represent an important economic resource for cities through sustainable tourism and the creative economy.

**2. Culture should be acknowledged as the foundation that integrates people-centered and place-based policies:** Adopting an integrated, culture-based approach ensures that communities' needs, values, and priorities are central to reconstruction and recovery processes. This integrated approach fosters the reconciliation process and restores normalcy and stability. Putting people at the center of place-based strategies contributes to community ownership, ensures that societal priorities are reflected, and promotes sustainability by linking infrastructure, housing, and facilities to people's culture and identities. This should be supported by strong local government capacity. Linking places to people-centered strategies helps understand a society's culture, organizational structure, norms, traditions, values, and priorities, all of which are critical to sustain cultural identities and to promote a sense of place and belonging.

**3. To produce an effective city reconstruction and recovery program requires mainstreaming culture across the damage and needs assessment, scoping, planning, financing, and implementation stages:** Existing reconstruction and recovery instruments can be enhanced by including a cultural dimension as this recognizes people's value systems and adapts the processes to their needs and social practices. Following these strategies, the development of integrated policies will promote culture-based participatory processes and enhance the role of communities in local governance.

The World Bank and UNESCO intend for the CURE Framework to underpin an important area for policy and operational cooperation between both institutions and to provide overarching key principles and operational guidance. The Framework will serve as a basis for the elaboration of detailed technical guidelines in consultation with all stakeholders including development agencies

working in the field of reconstruction and recovery, international organizations in the field of culture, national and local governments, non-governmental organizations, and local communities.

Lastly, it is the view of this Position Paper that integrating culture into sustainable urban development policies – relying on the CURE Framework to address the impact of urban crises – will contribute to making these cities more inclusive, safe, resilient, and sustainable. ■



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# C U L T U R E I N C I T Y R E C O N S T R U C T I O N A N D R E C O V E R Y

Today more than ever, our future is being shaped by challenges that can only be resolved through cross-national and multidisciplinary efforts. Key issues such as poverty, inequality and environmental degradation are particularly aggravated by the rapid rise in the world's urban population, which is set to increase by an estimated 2.5 billion people by 2050.

As the fundamental bridge between cities and their inhabitants, culture is essential to overcoming these challenges, particularly at a time when conflicts natural hazards and urban crises are increasingly frequent and complex.

Building on the combined experience of the World Bank and UNESCO, the Culture in City Reconstruction and Recovery (CURE) Position Paper provides a roadmap for a more effective response to post-conflict, post-disaster and urban crisis situations that accounts for the needs, values and priorities of people. The result is the CURE Framework, an innovative approach that knits together people-centered and place-based approaches into integrated policies that share a common cultural thread.

This approach aims to guide development practitioners, national and local authorities, planners, and international organizations to integrate culture, both as an asset and as a tool, in all phases of city reconstruction and recovery.

