

# Resilient Cultural Heritage and Tourism

Supporting Countries to Safeguard the Irreplaceable

Solutions Brief

MAY 2018

KIYOMIZU-DERA TEMPLE IN KYOTO, JAPAN - SHUTTERSTOCK

## People and Places at Risk

Culture and cultural heritage is a core part of our identities. Unfortunately, disasters such as earthquakes, tsunamis, fires, floods, and landslides can wipe out centuries of cultural heritage – sometimes in a matter of seconds. Earthquakes in Mexico, Myanmar, and Nepal; storms in the Caribbean and the Philippines; and the 2011 tsunami in Japan are just a few recent examples of catastrophic disasters that affected renowned locations of cultural heritage and tourism. These are not simply cases of natural hazards disturbing physical monuments: they disrupt people's cultures, identities, and livelihoods in irreversible ways.

Making cultural heritage more resilient helps safeguard the irreplaceable. To minimize the risks of disasters to heritage and stakeholders, policymakers and site managers can integrate disaster risk management (DRM) into cultural heritage and tourism management. Officials responsible for DRM can also integrate the unique aspects of engaging cultural heritage into their planning for risk identification, preparedness and response, risk reduction,

and recovery. Such efforts have helped safeguard sites in Japan avoid collapse in earthquakes and prevent and mitigate fires.

## Our Approach

To help protect cultural heritage and tourism from natural hazards, the **Global Facility for Disaster Reduction and Recovery (GFDRR)** provides technical assistance to:

1. **Integrate measures to safeguard cultural heritage from disasters into countries' investments and policies**, such as disaster risk-informed preservation and regulation;
2. **Connect countries to a network of experts** for advice, design of new measures, and just-in-time support; and
3. **Develop targeted guidance and knowledge engagements** to help countries design and implement projects that include measures for managing disaster risks that threaten cultural heritage and tourism.



## Informing and Influencing Investment and Policy

To date, GFDRR's support has helped make cultural heritage and tourism in developing countries more resilient by informing national policy reforms and enabling over US\$ 1 billion in World Bank investments to. This work is ongoing in **Albania, Bhutan, China, Haiti, Myanmar, Nepal, the Philippines, and Tanzania, and Uzbekistan.**

In **Myanmar**, GFDRR and the World Bank worked with UNESCO to support the government to assess the Bagan Cultural Heritage site after a magnitude 6.8 earthquake struck in August 2016. The Tokyo DRM Hub supported the Department of Archaeology and key stakeholders to develop the Bagan Disaster Risk Management Plan (DRMP). The Government included the Bagan DRMP in its submission for UNESCO World Heritage recognition. The Bagan DRMP helps identify risks, understand institutional frameworks, and plan actions to better protect the site's outstanding unique value, its people, and their livelihoods.

In the **Philippines**, GFDRR's technical assistance enables scaled up risk reduction investments. After Typhoon Haiyan in 2013, GFDRR supported the Government of the Philippines to assess and develop different options to reduce the vulnerability of 16 selected cultural sites, and make specific recommendations, conceptual designs and cost estimate for structural strengthening and restoration.

In **Bhutan**, GFDRR is helping the Royal Government of Bhutan to develop operational guidelines for integrating DRM in the conservation and management of heritage sites, which will help strengthen resilience of these sites. The work focuses on two major areas – pre-disaster monitoring and preparedness planning for heritage sites and post-disaster response mechanisms for recovery and restoration.

COUNTRIES WORKING WITH GFDRR AND THE WORLD BANK TOWARD RESILIENT CULTURAL HERITAGE AND TOURISM

### ▼ Punakha Dzong, Bhutan



#### BHUTAN

**Challenge:** Government and stakeholders identified low awareness and absence of standard practices for DRM of nationally important cultural heritage sites

**Support:** GFDRR mobilized international expertise to aid government's efforts to develop Resilient Cultural Heritage Guidelines.

#### MYANMAR

**Challenge:** Government identified need for a comprehensive DRM plan for Bagan, as part of its UNESCO World Heritage Site submission.

**Support:** GFDRR mobilized key experts to aid government in developing the Bagan DRM Plan.



▲ Bagan Cultural Heritage Site, Myanmar



▲ Intramuros, Manila Historic Center, Philippines

#### PHILIPPINES

**Challenge:** Government identified need to enhance the regulatory framework and develop common methodology for multi-hazard vulnerability assessment of cultural heritage assets

**Support:** GFDRR's support has enabled the government to target 16 cultural sites for risk reduction investments and improve coordination and implementation among various agencies.





KIYOMIZU-DERA TEMPLE DISASTER PREVENTION MEASURES, THE WORLD BANK DRM HUB

## Examples and Lessons from Japan

Perched on volcanic mountains surrounded by the sea, **Japan** faces among the greatest number and scope of natural hazards of any country in the world. Yet it has managed to nurture and protect its rich cultural heritage and tourism.

Japan's technical expertise and innovation in DRM and cultural heritage have been tested repeatedly. The Great Hanshin-Awaji Earthquake near Kobe in 1995, the Great East Japan Earthquake in 2011, and the Kumamoto Earthquake in 2016 each demonstrated new lessons – from testing and retrofitting physical structures, where needed, to rapid mapping and assessment of cultural heritage assets to aid response and recovery, as was seen in the Tohoku region in 2011.

Japan's success results from a clear institutional framework, which designates responsibility and funding options by heritage classification type, as well as its efforts to promote a culture of preparedness, which enables scenario planning and simulation drills. The Tokyo DRM Hub helps connect these measures and relevant experts available to countries and teams.

## Connecting Countries to Networks of Experts

GFDRR brings together key experts from **the Institute of Disaster Mitigation for Urban Cultural Heritage at Ritsumeikan University (R-DMUCH), UNESCO, UNWTO, Japan's Agency for Cultural Affairs, Kyoto City, Kyoto Prefecture, the Rockefeller Foundation, the 100 Resilient Cities (100RC) Initiative, and JICA** to help countries find technical and policy solutions to challenges on cultural heritage preservation from disaster risks. Access to this network of experts allows policymakers and practitioners to quickly seek needed advice, such as during engagements in Albania, Bhutan, and Myanmar.

## Targeted Guidance and Knowledge Engagements

GFDRR continues to update and develop policy notes and technical guidance to help countries and development partners quickly understand and apply key lessons, policies, and designs. These include case studies and specifications on traditional seismic retrofitting techniques, innovative fire protection systems, and culturally appropriate slope stabilization near heritage sites.

## Partnering with UNESCO for Culture and Resilience

**UNESCO** and the World Bank signed a Memorandum of Understanding in July 2017 to reinvigorate their joint commitment to advance sustainable development by investing in culture, urban development, and resilience in an integrated manner.

UNESCO and the World Bank are developing global knowledge, common policy guidance, country-level operations and emergency responses to enhance sustainable urban development and address post-disaster and post-conflict situations building on cultural heritage and creativity as resources and assets.

The **Technical Deep Dive (TDD) on Resilient Cultural Heritage and Tourism** in April 2017 brought together officials from nine countries and key Japanese and international experts to find solutions to key challenges through peer-to-peer learning, site visits, knowledge sharing, and action planning. The TDD's approach and results in delivering requested operational support were recognized at the 2017 General Assembly of the **International Council on Monuments and Sites (ICOMOS)**.



**TARGETED ANALYTICAL WORK AND KNOWLEDGE PRODUCTS**  
 (FROM LEFT TO RIGHT) BAGAN DISASTER RISK MANAGEMENT PLAN (DRMP), SUMMARY REPORT: TECHNICAL DEEP DIVE ON RESILIENT CULTURAL HERITAGE AND TOURISM, KNOWLEDGE NOTE: PROMOTING DISASTER RESILIENT CULTURAL HERITAGE, THE WORLD BANK

Working with the **Understanding Risk (UR)** community, GFDRR is helping connect the multi-disciplinary network of practitioners, experts, and development partners working on DRM, cultural heritage, and tourism to share common challenges and approaches. Together they are developing solutions for systematic risk assessment for cultural heritage sites and related stakeholders, as well as effective community engagement methodologies for risk-informed heritage conservation, such as the Disaster Imagination Game (DIG) approach used in Japan and being piloted in several countries.

## Emerging Areas of Focus

GFDRR plans to meet the growing demand for **in-country operational support and engagement** to inform and influence larger investment programs. In Pakistan, there are opportunities to help authorities improve the resilience and management of ancient cultural sites, held sacred by many cultural groups, through risk mapping of cultural assets and improved institutional mechanisms, connecting to existing World Bank projects.

This is driving the need for **deeper partnership and growing network of experts** with organizations working on DRM, cultural heritage, and tourism, to meet operational deployment demands. In Uzbekistan and Bhutan, there are needs to help cultural and tourism agencies improve coordination with other agencies and tap into expertise and training at the international level.

GFDRR continues to develop the needed **analytical tools** to capture what is at risk and how to protect it. One planned engagement will support the development a global loss database. This will help codify damage and loss information related to cultural heritage assets. This

will allow development partners to bring their experience in economic valuation of assets to help integrate tangible economic loss perspective to cultural heritage losses.

Together, an integrated approach combining in-country support, operational partnerships, and analytical tools will help countries advance the resilience of their cultural heritage and tourism.

## AVAILABLE RESOURCES

- Knowledge Note 2017. Promoting Disaster Resilient Cultural Heritage. <http://documents.worldbank.org/curated/en/696061511882383371/pdf/121709-WP-P161985-PUBLIC-DisasterResilientCulturalHeritageKnowledgeNoteENWEB.pdf>
- Resilient Cultural Heritage & Tourism. <http://www.worldbank.org/en/news/feature/2017/12/07/drmhubtokyo-knowledge-program-resilient-cultural-heritage-and-tourism>
- Summary Report 2018. Technical Deep Dive on Resilient Cultural Heritage and Tourism <http://www.worldbank.org/drmhubtokyo>
- Bagan Disaster Risk Management Plan (DRMP) <http://www.worldbank.org/drmhubtokyo>
- Press release 2017. UNESCO and World Bank Collaborate on Culture, Urban Development, and Resilience <http://www.worldbank.org/en/news/press-release/2017/07/13/unesco-and-world-bank-collaborate-on-culture-urban-development-and-resilience>
- Events 2017. DRM Hub's Contribution to the International Council on Monuments and Sites (ICOMOS) General Assembly and Scientific Symposium <http://www.worldbank.org/en/events/2017/12/11/drm-hubs-contribution-to-the-international-council-on-monuments-and-sites-icomos-general-assembly-and-scientific-symposium>
- Tourism: A Driver of Development in Central Asia – Opportunities for a Resilient Silk Road in Central Asia <http://www.worldbank.org/en/news/feature/2017/10/31/central-asia-tourism-a-driver-for-development>
- Understanding Risk Forum 2018. <https://understandrisk.org/event/ur2018/>

## FOR FURTHER INFORMATION

### JAMES NEWMAN

Disaster Risk Management Specialist  
 World Bank Disaster Risk Management Hub, Tokyo  
[jnewman1@worldbank.org](mailto:jnewman1@worldbank.org)

### DECHEN TSHERING

Disaster Risk Management Specialist  
 Social, Urban, Rural & Resilience (GSURR) Global Practice, South Asia, World Bank  
[dtshering@worldbank.org](mailto:dtshering@worldbank.org)