Austrian Development Agency

Thematic Evaluation:

The Relevance of Culture and Cultural Heritage in Austrian Development Cooperation and Cooperation with Eastern Europe

Case Studies on Bhutan, Nepal, Guatemala, and Bosnia and Herzegovina

Synthesis Report

Volume I

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Austrian Development Agency

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Acronyms and Abbreviations

ACO	Austrian Coordination Office
ADA	Austrian Development Agency
ADC	Austrian Development Cooperation
ATS	Austrian Schilling
DoA	Department of Archaeology
DCAH	Division for Conservation and Architectural Heritage
DCCD	Danish Centre for Culture and Development
EU	European Union
EZA	Entwicklungszusammenarbeit
GDP	Gross Domestic Product
GNH	Gross National Happiness
HIV/AIDS	Human Immuno-deficiency Virus/ Acquired Immune Deficiency Syndrome
IIZ	Institute of International Cooperation
INGO	International Non Government Organisation
LDC	Least Developed Countries
MDG	Millennium Development Goals
NGO	Non-Government Organisation
ODA/GNI	Overseas Development Assistance
OECD/DAC	Organisation for Economic Development and Cooperation/ Development Assistance Committee
RDP	Rural Development Programme
SWAPs	Sector Wide Approaches
TOR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations
VCE	Vienna Consulting Engineers
WATSAN	Water and Sanitation Sector
WB	World Bank

Executive summary

The thematic evaluation of the relevance of culture and cultural heritage in Austrian Development Cooperation and cooperation with Eastern Europe was carried out by COWI A/S on behalf of the Austrian Development Agency (ADA).

The evaluation was commissioned to assess the relevance, effectiveness, sustainability, and effects of culture and cultural heritage projects. The aim was to develop lessons learned and recommendations to improve the practical work of ADC in partner countries, to identify examples of good practices, to contribute to increasing the sensitivity and understanding of the cultural dimension in development cooperation, and, finally, contribute to the discussion on "culture and development" in ADC.

The three main cultural heritage projects in Bosnia and Herzegovina, Bhutan, and Nepal were pre-selected by ADA prior to the evaluation whereas the reference projects (two in each country) were selected during the inception phase in consultation with ADA.

Volume I (Synthesis Report) brings together and analyses the results of a review of ADC documentation (strategies, programmes, guidelines, analyses, etc.) and interviews with key staff in Vienna, three country case studies (Bosnia and Herzegovina, Bhutan and Nepal), and results of a desk analysis of selected ADC projects in Guatemala. Volume II presents the desk study and the three country evaluation reports.

Key findings and conclusions

For more than 15 years, ADC has supported three cultural heritage projects, which have primarily aimed to restore and reconstruct key historical buildings in Bosnia and Herzegovina, Bhutan, and Nepal. The overall assessment of the relevance of these efforts is positive. Important cultural heritage structures have been saved from collapse. Today they stand out as quality examples of good restoration and renovation work.

The projects have also had a positive effect on the local populations by positively enhancing their sense of dignity, self-esteem, and their sense of identity. The projects have ensured the continued existence of buildings and structures that are of significant value to the population.

The empowerment effect of the projects has been insufficient. Similarly, a stronger and more systematic focus on poverty would have improved the potential of the projects to have improved socio-economic conditions.

Comparison with the reference projects in the four countries and with state-of-the art development cooperation (ref. Paris Declaration 2005) highlights the fact that future cultural heritage projects should focus more explicitly on addressing poverty – understood as income poverty and non-income poverty – beginning with a thorough background analysis in order to understand the potential impact on poverty reduction of such projects. In addition, more involvement of all types of stakeholders in the project identification and formulation phases would have made the projects more relevant to the needs of poor men and women.

Institutional sustainability of the projects is seen as insufficient and could have been improved through focusing more on local participation and capacity development.

Finally, the reference projects run by NGOs are generally very relevant to poverty reduction due to their greater focus on the cultural context, and to their emphasis on developing capacity, ownership, gender-mainstreaming, and sustainability.

The following sections present key findings and conclusions on each of the evaluation criteria.

I. Relevance

Culture and cultural heritage are often not included in the national priorities of the four countries. But socio-cultural dimensions of development are an important priority in all the countries.

Socio-cultural dimensions of development are an important priority in all the countries reviewed. The views of the local populations confirm the importance of cultural heritage and confirm the importance of socio-cultural issues.

The assessed cultural heritage projects mostly have a technical focus with an unexploited potential to address wider contextual issues (institutional, organisational, socio-cultural, etc.). Relevance in relation to objectives of Austrian visibility is generally high as all the cultural heritage projects serve the purpose of highlighting ADC support in areas where few development partners are present.

With the exception of some of the culture preservation projects in Guatemala, the projects did not maximise opportunities to ensure ownership, enhance socio-cultural relevance, and address capacity building needs. Likewise, with the exception of the culture preservation projects in Guatemala, Austrian assistance has generally not integrated socio-cultural dimensions successfully into the project identification, design, planning, and implementation.

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With the technical focus being so prominent, the support is not in line with the current approach in providing development assistance that underlines the importance of local ownership and the strengthening of national capacities (cf. the Paris Declaration).

The evaluation shows that the extent to which socio-cultural dimensions have been taken into consideration is more positive for the reference projects implemented by NGOs compared to the cultural heritage projects; this factor partly explains the relative greater success of the Guatemala projects in this regard.

Improved analysis of cultural issues in project cycle management is necessary to increase relevance and responsiveness to local needs, effectiveness, and sustainability. However, a full mainstreaming of culture in all project aspects is an ambitious and time-consuming goal that few donors can fulfil. Nevertheless, enhancing participation of local stakeholders would improve the cultural relevance of the project design, implementation, and outcomes. The Trongsa Dzong project represents a good example of this since the local community was actively engaged in the implementation of the project in spite of a strong technical project focus.

II. Effectiveness

Overall, the degree of effectiveness achieved by the evaluated cultural heritage projects is mixed. On the positive side, the projects have generally produced high quality and technically sound restoration work, which is likely to last for many years. In Bosnia, Nepal and Bhutan traditional buildings were restored/stabilised using modern techniques with respect to the original structures and materials to the greatest extent possible. However, the development of institutional and organisational structures, and of human resources, has been insufficient. There are positive examples in the Trongsa Dzong and also in the Patan Museum where, for example, craftsmen and artisans have further developed their skills. In Trongsa Dzong, local project management was also strengthened.

Project identification and appraisal processes are unsystematic as the cultural heritage projects suffer from an unsystematic utilisation of the project cycle approach.

Management of project implementation has generally been effective, but with a heavy involvement of foreign consultants to manage the projects and make decisions concerning implementation. As a result, the potential for ownership of the projects has been less than what could have been achieved with an approach based on using more national consultants.

These critical findings contrast with most of the NGO-implemented projects, which are based on a partnership approach and a more significant involvement of the local population and local experts.

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Overall, the efficiency of the projects is assessed to be satisfactory but the high dependency on Austrian and foreign expertise should have been avoided through, for example, more involvement of less expensive experts from the region.

III. Sustainability

The projects and their respective international consultants have focused extensively on delivering the final physical product while paying little attention to the institutional aspects in terms of establishing proper management structures, organisation, maintenance plans, documentation, awareness raising, training, etc. As a result, the projects have achieved sustainable technical results of high quality but poor institutional results in terms of human resources and organisational capacities. These institutional issues should have been addressed at the project identification and design stage.

IV. Effects

Overall, the support to cultural heritage has had a positive effect on the self-esteem, dignity, and identity of the local population in the three countries. Restoring important historical buildings is an essential element in sustaining cultural heritage and values, which people consider part of their identity. However, in some of the projects, the effects could have been increased if the full potential of the buildings had been realised.

The effects on the empowerment of the target group have been limited. First, local participation in the design and management of the projects was very limited. Second, this is because empowerment was not the objective of the cultural heritage projects. Nonetheless, the involved artisans and craftsmen have enjoyed some economic empowerment and learnt new skills and techniques through these projects. However, the non-cultural heritage projects implemented by NGOs show a stronger impact on empowerment of the target groups as they are based on local participation and local management.

As far as the desk study could conclude, positive effects on rights are directly visible through the projects supported in Guatemala, which have focused on development of the rights of the indigenous Mayan population. However, the projects in Nepal and Bhutan can also be viewed in this same light, i.e., that they helped strengthen the rights to preservation of tangible and intangible cultural heritage.

The effects of the cultural heritage projects on income, employment, and tourism are difficult to quantify due to a lack of documentation. During project implementation there was an economic effect on the local employees and local suppliers of building materials, but there are no solid data to confirm whether there has been sustained economic impact.

The effect on the development of awareness of cultural heritage in the countries has been positive. Both cultural heritage projects in Nepal and Bhutan

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constitute good practice for the technical aspects of restoration. However, both projects would have benefited from inclusive participatory processes in the design and implementation phases. Likewise, in both countries a sector approach that focuses on capacity development at the macro level – including formulation of guidelines, stronger involvement of national technicians, etc. - would have increased the effect of the projects.

V.   Recommendations

The following lists the key recommendations emerging from the evaluation:

Recommendation 1
Clarify ADC's overall approach to culture

Culture is mentioned at the overall policy level (Federal Act) as a key principle and ADC works with several cultural projects at the field level in developing countries. Nevertheless, culture is not dealt with at an organisational and strategic level. It is not mentioned in the Three-Year Programme 2005-2007. It is not covered by the organisational guidelines (except gender) and there are no in-house expertise and procedures dedicated to that field. On this basis, it is recommended that:

- ADC should clarify its approach to culture and development. This includes the approach to culture as a *sector* both in the bilateral ADC support (should culture be a priority area in the next Three Year Programme?) in the support to NGOs and civil society (should culture be a priority area in the NGO strategy?), culture as a *cross cutting dimension* (should culture be incorporated in the new organisational manual?) and *cultural exchange* (should ADC give higher priority to twinning arrangements between cultural institutions in Austrian and developing countries, for example?)

If it is decided to work with culture and development in some of these dimensions, it is recommended that ADC:

- Initiate a consultative process that will lead to the formulation of a strategy for culture and development. The process should include input from ACOs as well as from cultural institutes and NGOs involved in cultural projects supported by ADC. ADC may also obtain inspiration from the cultural strategies already developed by the European Commission and the Scandinavian countries.

- Depending on the outcome of this process and the content of the cultural strategy, revise the Three Year Programme accordingly.

- Establish a focal point within the organisational structure of ADA for culture. The mandate of the focal point will be to oversee and support the implementation of the cultural strategy.

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Recommendation 2
Strengthen the inclusion of culture as a crosscutting issue

Culture is a natural part of the country context that will often determine the success or failure of development projects. It is therefore recommended to strengthen the focus on culture as a cross cutting dimension in ADC. To do so, ADC needs to strengthen the awareness and inclusion of cultural aspects in its overall strategies, policy documents, country strategies, and individual programmes. More specifically, it is recommended that ADC:

- Insert a separate section on the importance of the cultural dimension in the revision/formulation of *policy documents*. The section should analyse the relevance of culture and how it may contribute to development objectives in the respective field. In the discussion of the cultural dimension, the documents will also state possible entry points for cultural support – if possible based on concrete ADC experience.

- Insert a separate section on the cultural dimension in the revision- and formulation of *country and regional strategies*. Cultural issues should be a part of the context analyses (ethnicity, religion, gender, societal norms, traditions, social structures, etc.), including outlining how culture will be taken into account of in the country programme.

- Develop concrete tools and procedures for cultural mainstreaming in the new *organisational manual*. The focus should be on strengthening feasibility analyses and appraisal studies of new programme initiatives. It is recommended that ADA, a) streamline TOR for feasibility studies so that a cultural analysis is included, and b) further develop the existing format for "Environmental and Gender Criteria" so that not only gender but the whole cultural field is covered in the screening, and c) make sure that data concerning beneficiaries be gender-disaggregated and as far as possible take ethnicity into account.

- Strengthen the integration of culture in the preparation phase of *individual programmes*. The aim is for programme documents to include a section on culture in the context analysis and to reflect how culture is taken into consideration in programme design and in the implementation strategy.

Recommendation 3
Move from project to sector level

It is recommended that ADC move its bilateral support to culture and cultural heritage "upstream" and focus on capacity development at the sector level in terms of policies, strategies, legislation, guidelines, etc., instead of focusing on individual projects. Sector support, however, may be combined with concrete activities on the ground, like restoration work, as long as this fits into the overall government priorities, strategies and work plans for the particular sector. The purpose of the sector approach is to strengthen replication effects (i.e. the government should have the capacity to implement similar activities in other locations), sustainability (i.e. the government should have full

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responsibility from the beginning of the process – the project is not "handed over" after completion), synergies (cross-fertilisation and coordination between the activities within the sector – no project "islands"), and also harmonisation and cooperation with other development cooperation partners (for example in terms of basket funding). More specifically, it is recommended that:

- ADC bilateral support to culture be directed at the sector programme level; the national counterparts formulate such programmes based on broad consultative processes.

Recommendation 4
Strengthen national ownership and capacity development

In line with moving towards a sector approach, it is recommended that ADC strengthen the principles of national ownership in the process of collaboration with national counterparts. In formal terms, national ownership is respected, but there are examples of over-reliance on international experts as well as ADC taking too much ownership of the implementation of concrete programme activities and recruitment of international experts. More specifically, it is recommended that:

- Technical assistance from ADC focuses on institutional development at the macro level. In particular cases, i.e. when Austria has a special comparative advantage, it may be supplemented with specific and limited technical inputs. ADC should not provide international experts to take care of overall programme management, unless national experts cannot be found.

- The recruitment procedures for international experts should be streamlined. As a standard procedure, national counterparts should formulate the need for assistance, content, and profile of the international expert. It is also recommended to announce tenders for technical assistance more widely in the respective geographical regions.

Recommendation 5
Strengthen the poverty orientation of cultural projects/programmes

ADC works with a multi-dimensional approach to development and poverty reduction but this has not been clearly and effectively communicated to the country offices and key partners, with the exception of several projects in the Guatemala portfolio. It is recommended to unfold the poverty concept in key policies and strategies. There is, for example, a tendency in the ADC Three Year Programme, 2005-2007, to present poverty reduction in terms of (marginalized) target groups instead of poverty dimensions (basic needs, income, rights, knowledge, social inclusion, freedom, etc). Because of an increased awareness of the multi-dimensional nature of poverty, the justification for the cultural projects must also be strengthened in terms of the multi-dimensional nature of income and non-income poverty.

In the case of the projects in support of museums, for example, there has been a tendency to rely too much on trickle-down effects from tourism as the poverty reduction parameter. More specifically, it is recommended to:

- Clearly and explicitly, describe how cultural projects benefit men and women living in poverty in terms of social, economic, democratic, and human development indicators. There is need for strengthening access and active involvement of the local population to the heritage sites.

- Develop the links between cultural heritage and tourism. The aim is not only to ensure that communities benefit in economic terms – but also that the possible negative side effects of tourism on local cultures are analysed and prevented as far as possible.

Recommendation 6
Strengthen the rights based perspective

Culture is not only a basic need of the population. It is also a fundamental right. This includes the right to take part in cultural life and freely pursue cultural development, the right to cultural identity, the right to protection of immaterial and material cultural heritage activities as well as other related rights; (rights of women, rights of ethnic and indigenous groups, rights to local participation and rights of association, and political and civil rights).

The purpose of a rights based perspective is not only to strengthen the justification for the cultural projects. It also serves to emphasise the responsibilities of national governments who are responsible for preserving these rights. This is important, for example, in relation to the protection of cultural heritage sites. Finally, local participation is not only a basic human right - it is also a means to strengthen the relevance and impact of the culture and cultural heritage projects. In the ADC cultural projects, there are few references to human rights – with the important exception of the Guatemala portfolio which specifically aims to strengthen Mayan indigenous peoples' rights, including Mayan women's rights and Mayan children's right to intercultural bilingual education.

It is thus recommended that Austrian Development Cooperation strengthens the rights perspective in its cultural projects. This would imply:

- ADC country strategies and cultural programmes systematically referring to the relevant human rights conventions – i.e. in terms of the status of ratification and implementation in the respective country (as done in the Guatemala projects). These findings should be taken into account in the design of the programmes.

- The principle of active local participation being further enforced in the design and implementation of the cultural projects – not only as direct involvement in activities but also in terms of consultations and decision- making.

Recommendation 7
Strengthen culture and development cooperation at civil society level

In the countries visited by the evaluation team, the support to culture channelled through Austrian NGOs generally has had a great impact. With limited cost, the NGO projects have been an important catalyst in supporting talented artists and dynamic civil society organisations in their efforts to stimulate discussions to promote cultural freedom and openness. Through this work, a wealth of best practices has been developed at the small-scale level, which may be used in larger programmes. At the same time, the cultural projects have served to establish a dialogue with Austria and promoting Austria in these developing countries. Yet, culture is not mentioned explicitly in the ADC strategy for NGO cooperation.

- It is recommended that ADC undertakes a review of the role and scope of culture in its NGO assistance and the development impact generated through the support to culture.

- If the assessment of culture in the NGO projects is positive, that ADC establish culture as a priority area in the NGO strategy.

Recommendation 8
Strengthen cultural exchange and capacity development through twinning arrangements

There are positive examples of collaboration between cultural institutes in Austria and in developing countries, but these are sporadic and the area could be much further explored. The aim would be long-term partnerships or twinning arrangements that could have three effects: 1) They could support capacity building in the South and the East, 2) They could generate dialogue, mutual inspiration and learning, and 3) They could mobilise relevant resources and create an interest and commitment among the Austrian culture institutes for development issues.

- It is recommended that ADC facilitates and supports partnership projects between Austrian culture institutions and similar institutions in developing countries

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1   Introduction

This Synthesis Report is Volume I of the final output of the "Thematic Evaluation: The Relevance of Culture and Cultural Heritage in Austrian Development Cooperation & Cooperation with Eastern Europe" which was carried out by COWI A/S on behalf of the Austrian Development Agency (ADA). The country field reports and the Guatemala desk study report are included in Volume II of the Synthesis Report.

The report analyses the results of a review of ADA documentation and interviews with ADA staff in Vienna; three country case studies conducted in Bosnia and Herzegovina, Bhutan and Nepal; and a desk analysis of relevant project documentation related to development support in Guatemala as well as telephone interviews with ADA staff in Nicaragua/Guatemala and Vienna.

The core team of the evaluation comprised Mr. Niels Eilschow Olesen, Team Leader, Ms. Claudia Heim, Social Development Expert, both COWI A/S, and Morten Gøbel Poulsen, Culture and Development Expert from the Danish Center for Culture and Development (DCCD). The desk study of Guatemala was carried out by Dr. David Moore, Social Development Consultant to COWI A/S. The team was joined by the following national experts: Ms. Anisa Suceska, National Culture Expert and Interpreter (Bosnia and Herzegovina); Mr. Kai Weise, Architect (Nepal and Bhutan); Mr. Mohan Das Manandhar, Development Expert (Nepal) and Tshering Yangchen, Social Scientist (Bhutan). Ms. Barbara Torggler from the ADA Evaluation Section joined the evaluation team during country case studies in Bosnia and Herzegovina, Nepal and Bhutan.

The team is grateful for the generous support received from all involved ADA staff in Vienna and in the partner countries, their counterparts, government representatives, project staff, beneficiaries, and other relevant stakeholders.

1.1   Objectives of the evaluation

The key objectives of the evaluation were to:

*   Assess the relevance of culture and cultural heritage projects with the aim of developing lessons learned and recommendations, including:

- Identification of synergy and the creative potential of cultural cooperation for the practical work of ADC in partner countries; and

- Identification of examples of good practice with regard to working with the cultural context and the process of intercultural communication in partner countries.

During the evaluation process, the evaluation team also aimed to:

- Contribute to increasing the sensitivity for and understanding of the cultural dimension in development cooperation with the aim of improving strategies, programmes and management in ADC and increasing mutual respect and understanding-

- Contribute to the discussion of "culture and development" in ADC and through the evaluation report provide recommendations on positions and guidelines for this crosscutting issue.

Further details concerning the objective and the scope of the evaluation are provided in the Terms of Reference (Appendix 1) and in the Inception Report.

1.2　Evaluation methodology

The applied methodology made use of the conventional OECD DAC evaluation criteria: relevance, effectiveness, sustainability, and effects/impact. Due to the focus of the evaluation, efficiency was handled as part of the effectiveness criteria and an additional criterion, 'responsiveness' was introduced to capture some of the key dimensions of "culture and development". Based on the evaluation criteria, and in consideration of the scope of work outlined in the TOR, an evaluation framework was developed, i.e. an extended checklist of structured questions to guide the screening of documents and the interviews with stakeholders during fieldwork. The approach and framework are presented in the following sections (for further details see Appendix 2).

1.2.1　Evaluation criteria and evaluation framework

The evaluation methodology is based on the following key evaluation dimensions, which follow the criteria and questions that were set out in the Terms of Reference:

- Relevance: The extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor. The assessment will also take into consideration the present discourse on culture and development.

- Effectiveness: A measure of the extent to which an aid activity attains its objectives. In evaluating the effectiveness of a programme or a project, it is useful to consider the following questions: i) To what extent were the

objectives achieved / are likely to be achieved? ii) What were the major factors influencing the achievement or non-achievement of the objectives?

- Sustainability: Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be environmentally as well as financially sustainable. When evaluating the sustainability of a programme or a project, it is useful to consider the following questions: i) To what extent did the benefits of a programme or project continue after donor funding ceased? ii) What were the major factors, which influenced the achievement or non-achievement of sustainability of the programme or project?

- Effects: Effects are concerned with the positive and negative results (or outcome) of the intervention. In the TOR, the concept of "effects" has replaced the wider concept of "impact" - which is normally used according to OECD/DAC- in order to focus on the specific results /effects that the interventions have produced.

- Responsiveness: The extent to which the intervention has focused on ensuring participation and ownership, and resulting in empowerment of the target group.

Evaluation framework
The Evaluation Framework serves the purpose of grouping the evaluation questions under each of the five evaluation criteria. The questions reflect what was set out in the Terms of Reference although in a slightly different order following the evaluation team's presentation at the kick-off workshop and subsequent inception work. As a result, some issues have been expanded and, in some cases, new issues have been added. In order for the evaluation framework to serve as the overall framework for the data collection process, it was converted into an operational and briefer checklist for use during actual field studies (Appendix 2).

The evaluation framework raised the question of how to apply the criteria in the field. The degrees of relevance, effectiveness, sustainability, achievement of effects and responsiveness were assessed through the existing project documentation, including monitoring and evaluation frameworks during review of documentation. Furthermore, during country visits the views of different stakeholders were triangulated in order to reach firm conclusions based on evidence.

The principle form of data collection was semi-structured interviews and focus group discussions guided by the above guidelines and checklists.

Local and regional consultants were identified in each country and were used for organising the programme for the missions and interacting with stakeholders prior to the arrival of the core evaluation team. During the missions, the local consultants assisted the team in conducting interviews, organising focus group discussions, translation and interpretation, logistics, etc.

1.3   Selection of projects

The core projects of the study were pre-selected by ADA whereas the reference projects were chosen by the evaluation team in close consultation with ADA during the inception phase to ensure that the projects fitted the purpose of the evaluation and were easily accessible during the relatively short field visits.

The evaluation of the core cultural cooperation projects and the reference projects/non-cultural projects was different in scope. Whereas the core projects were assessed against all the above-mentioned evaluation criteria, the purpose of the reference projects was to assess the degree of integration of culture as a crosscutting dimension and responsiveness to the cultural context, as well as their relevance and sustainability. Apart from the core and the reference projects, the overall policies and strategies, and the Austrian project portfolio in the case countries, were also taken into consideration.

In Bosnia and Herzegovina, the core project of the study was the "Stabilisation of the National Library building (Vijecnica)". As reference projects "The Psycho-social Counselling Project" implemented by a Bosnian NGO in partnership with a Slovenian NGO was selected as well as the EcoNet IIB pilot project for the "Introduction of Training Firms" in selected schools supported by the Austrian NGO KulturKontakt.

In Bhutan, the Trongsa Dzong restoration project was selected as a key case project, and the Tourism Development Strategy and the Rural Electrification as reference projects. Besides the selected core projects and reference projects, the team also visited some of the other ADA projects in the field of culture and tourism in Bhutan in order to get a broader understanding of the Bhutanese context and the ADA approach. Specific elements of these projects are incorporated in the discussions of the ADA approach and analysis of selected ADA interventions, when relevant.

In Nepal, the core cultural heritage project of the evaluation was the Patan Museum Project implemented by the Institute of International Cooperation in Vienna. The two reference projects were the Cultural Cooperation A and the Rolwaling Eco Tourism Project - both implemented by the Austrian NGO Eco Himal.

In Guatemala, four projects were pre-selected that (i) are related to the preservation and promotion of intangible cultural heritage of the indigenous peoples of Guatemala and (ii) promote the rights of indigenous peoples and rural development (including land rights for indigenous peoples, economic initiatives, bilingual education, legal counselling, and water supply).

Appendix 3 provides a summary overview of each of the projects.

1.3.1   Limitations

In the cultural heritage projects in Bosnia and Herzegovina and Nepal, it is approximately 10 years since the projects finished being implemented.

In Bosnia and Herzegovina, the Vijecnica project was formally completed in 1999. As the responsibility for Cooperation with Eastern Europe lay with the Austrian Federal Chancellery at that time, the planning and policy frameworks back then were completely different from the one today. In addition, at that time, the Vijecnica support was neither seen as cultural heritage nor cultural cooperation but rather as part of the reconstruction of Bosnia and Herzegovina. Since then, stakeholder relations have not been maintained, because neither "cultural heritage" nor "reconstruction" were priority areas in the years after 1999. Other limitations are due to the political-institutional situation in Bosnia and Herzegovina, which limits the applicability of some of the evaluation criteria.

In Nepal, the primary documentation of the key cultural heritage project that the evaluation team examined is the "Documentation of the Patan Museum Project" published in 1998 and a project evaluation conducted in 1998. The evaluation team met with several of the responsible officials from the Department of Archaeology, but it was only possible to organise one brief meeting with one of the involved foreign experts still residing in Nepal. Further, the long time lag since the project was completed affected the ability of many of the stakeholders to recollect precisely what happened during the project implementation process.

In Guatemala, the evaluation was limited to interviews with project staff by telephone, and none of the direct beneficiaries. Due to resource limitations, it was not possible to conduct fieldwork or interviews on the ground with project beneficiaries in Guatemala. Since the points of view expressed concerning the projects are mainly those of the project staff, the evaluation is in one sense skewed and not representative of all points of view. This has made it difficult, for example, to critically assess the actual effectiveness and sustainability of the projects. These difficulties have resulted in fewer references to the Guatemala projects throughout the synthesis report.

1.4　　Evaluation activities

The evaluation process was structured in the following phases:

- Inception. The study commenced on 12 June 2006 with a kick-off meeting, and interviews and discussions in Vienna (22 to 23 June). These were followed by drafting of a conceptual framework and evaluation methodology, and review of Austrian priorities, sector policies, and thematic guidelines. The preliminary results were summarised in an inception report discussed in Vienna on 1 September 2006. The inception phase also included the selection of six reference projects in the pre-selected case countries; and reaching agreement on the evaluation approach and planning of the country visits.

- Field Study. Three countries were pre-selected for field studies (Bosnia and Herzegovina, Nepal and Bhutan). The field study in Bosnia was conducted from 1 to 6 October 2006, the field studies in Nepal and Bhutan

were conducted from 5 to 22 November 2007, and the Guatemala desk study in December 2006 and January 2007. Extensive country evaluations were drafted, discussed with ADA staff and revised, and finally completed by the mid January 2007.

- Final synthesis report. The final reporting started in the middle of December 2006 and included preparation of the first draft of the synthesis report, which received feedback from the ADA Evaluation Unit, other ADA officers, field office staff, and Austrian and national partners. It was presented at a workshop at the Ministry of Foreign Affairs in Vienna on 18 April 2007. Based on the feedback received during the presentation and written comments received, a final report was submitted in May 2007.

1.5   Structure of the synthesis report

The synthesis report is structured in the following way:

Chapter 1 provides information on the evaluation methodology, the criteria used, project assessed, and an overview of evaluation activities. *Chapter 2* presents the conceptual understanding of culture on which this evaluation is based. An overview of how culture is integrated into sector policies of the Austrian Development Cooperation is presented in *Chapter 3*. Chapter 4 briefly presents the field studies through short introductions to the countries assessed. *Chapters 5 to 8* analyse the main evaluation criteria based on the three country case studies and the desk study. An overall conclusion is presented in *Chapter 9* followed by a number of key recommendations.

2 Approach

This chapter presents the understanding of culture and how it is connected with the evaluation methodology.

2.1 The concept of culture

There is no standard or universal definition of culture adopted by stakeholders working with culture. The evaluation team's understanding of culture originates from the Mexico declaration (UNESCO, 1982). This definition covers both social-anthropological factors and the arts, and it has formed the basis for the work of the World Commission for Culture.[1] It characterises culture as:

The whole complex of distinctive spiritual, material, intellectual and emotional features that characterises a social group – not only the arts and letters but also modes of life, fundamental rights of the human being, value systems and beliefs.[2]

This means that gender, religion and ethnicity issues are considered as parts of culture. Education as a formal school system of learning is considered as a separate sector and is not covered in its totality in the above-mentioned definition of culture. Nevertheless, elements of education such as interactive teaching methods, bilingual education and arts education fall under the cultural area. Likewise, the media are also considered as a specific sector, but they overlap with the cultural sector in, for example, cultural journalism, publishing and music CDs. Finally, the definition covers both material components (languages, artefacts, cultural monuments, etc) as well as immaterial components (beliefs, values, customs, etc).

2.2 Culture and development

Over the past two decades, the concept of poverty reduction has changed from meaning a process of economic growth, consumption and fulfilment of basic human needs to focusing on a broader scale of human development indicators such as those used by UNDP in the Human Development Index and by the World Bank's Participatory Poverty Analysis. These include i.a. rights, gender-

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[1] See http://www.unesco.org/culture/laws/mexico/html_eng/page1.shtml
[2] World Commission on Culture, "Our Creative Diversity", UNESCO and the United Nations, 1995.

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equity, political participation, social inclusion and knowledge as non-income poverty indicators. Likewise, OECD DAC's definition of poverty includes five dimensions, as illustrated in the Figure below, one of which is the socio-cultural dimension defined as:[3]

"the ability to participate as a valued member of a community. [It] refers to social status, dignity and other cultural conditions for belonging to a society which are highly valued by the poor themselves. Geographic isolation and social exclusion are the main factors that need to be measured for people in many local societies; other dimensions are seen as contributing factors".[4]

Figure 2-1   OECD DAC's definition of poverty and well-being
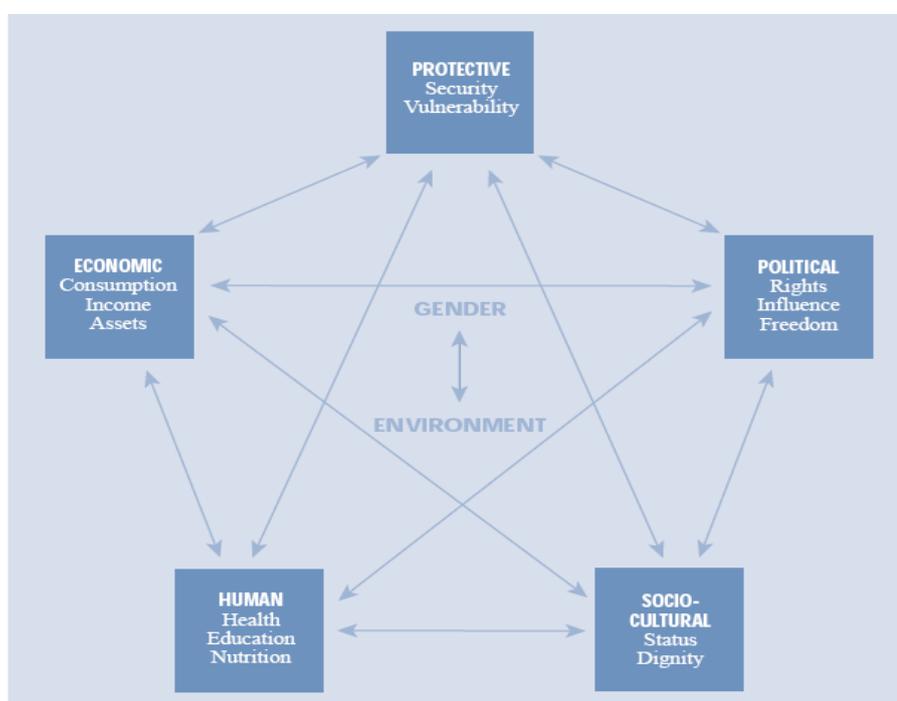
Source: OECD: The DAC Guidelines. Poverty Reduction, Paris, 2001.

The main thrust of the OECD DAC definition of poverty is to describe many of the most important areas in which men and women are deprived of rights and livelihoods, and perceive themselves to be deprived of their rights. The OECD DAC definition attempts to describe the causal links between non income and income poverty and gender and environment.

In the ADC Three-Year Programme, the concept of poverty is also multi-dimensional, encompassing not only low-income levels but also social, political

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[3] OECD: The DAC Guidelines. Poverty Reduction, Paris, 2001.
[4] Ibid. p. 38.

and ethnic exclusion. In the Programme, reference is also made to the OECD-DAC guidelines for poverty reduction.[5]

Following this, the target groups of the Programme are some of the most marginalized groups in society – indigenous populations, minorities, refugees, physically challenged persons, street children, and HIV/AIDS survivors.

At the international level, there has been a growing recognition by both development agencies and scholars of the importance of linking culture and development. For example, Amartya Sen has described development as a process that "enhances the effective freedom of the people to pursue whatever they have the reason to value". This is close to the understanding of dynamic cultures presented by Wole Soyinka, who characterises culture as "a matrix of infinite possibilities and choices".

Since the report of the World Commission on Culture was launched in 1995, multilateral and bilateral donors have strengthened the cultural dimension in their development work. For example, Sweden developed its first cultural strategy in 1995, followed by Denmark in 2002 and Norway in 2005. At the multilateral level, the milestones have been the World Bank "Culture and Sustainable Development from 1999" and the UNDP Human Development Report on Cultural Liberty in 2004. Recently, the EU has embarked on a process of formulating a culture strategy. However, cultural actions already feature in many of EU's regional strategies and bilateral agreements.

Some of the main arguments for working explicitly with culture as a priority theme in development assistance, which are set out in the above position papers and policies, include the following:

- Culture is not an "add-on". It is the foundation of society – one of the key determinants for success or failure of development projects, which aims at generating change.

- Support to art and culture must build on resources (talents, motivation, interest, etc.) instead of problems in developing countries.

- Culture provides opportunities for open and equal partnerships between "North" and "South".

- Cultural exchange activities develop relations between people with different cultural backgrounds and of different societies.

- Culture is a key factor in human, social, economic and democratic development.

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[5] See *Three-year Programme on Austrian Development Policy 2005-207*, Revised Version 2005, p. 9-10, Austrian Ministry of Foreign Affairs. See also *Federal Act on Development Cooperation (2002), including its Amendment (2003).*

2.3   Dimensions of culture and development

Following the multidimensional approach to culture and poverty, the evaluation has developed a conceptual framework to analyse the role that culture can play in the reduction of poverty. The framework is based on the following five dimensions of culture and development:

1. Culture as a sector or theme for intervention

2. Culture as a crosscutting issue

3. Culture as a process of collaboration

4. Cultural exchange and culture as a platform for development communication

5. Arts and culture as tools for development

The framework shows that if support to culture is provided according to human rights principles and if it focuses on enhancing *resources* that can *empower* people and communities, then social changes is possible. Nevertheless, underlying poverty cannot be reduced unless structural reforms such as land reform and equitable redistribution of natural resources, take place. While the framework is too simple to cover all the complex micro, meso and macro processes that links culture and poverty reduction, it has been useful for assessing the relevance, sustainability, effectiveness, effects and responsiveness of the selected ADA projects.

Figure 2-2   Conceptual framework of the role of culture in poverty reduction
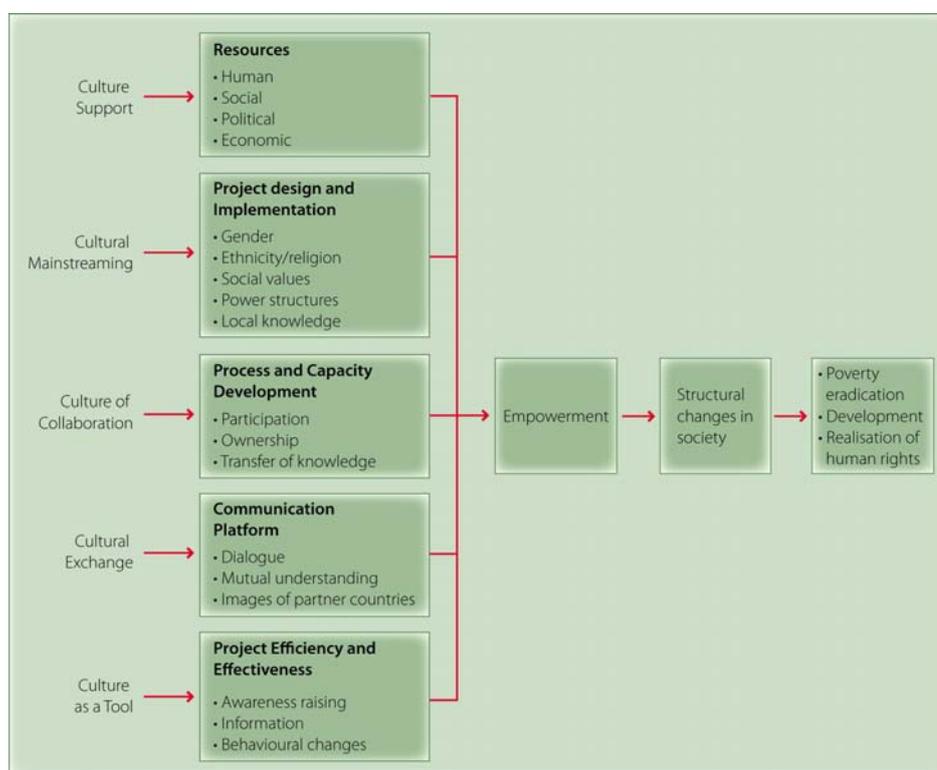
Poverty reduction (and the realisation of human rights) is achieved by changes in society and its structures, represented by the fourth box in the Figure. The prevailing sustainable development theories indicate that economic means alone are rarely sufficient to reduce poverty since its causes are not only economic. They are also human, social, cultural and political as illustrated by the link between direct support to culture and poverty reduction.

Development assistance should support opportunities and outcomes that facilitate a society's efforts to reduce poverty - in other words help poor people help themselves by enabling them to make strategic life choices to improve their conditions in a context where this was previously denied to them. This process of change in a person's life or in a community is the process of empowerment.

In this framework, empowerment is not only achieved through building up *resources* of the poor but also through *cultural mainstreaming* that aims at improving the inclusion of local groups in the development activities and in the design of activities. This inclusion should be based on a profound context analysis of cultural aspects such as gender, ethnicity, norms and traditions. Another dimension of culture relates to the *culture of collaboration*, in this case how ADA ensures national ownership, active participation of the people concerned in the project and adequate support to capacity development. The support may also take the form of *cultural exchange*, which aims at creating dialogue, inspiration and mutual understanding, for example between artists or cultural workers. This has a direct link to local empowerment. Finally, culture may be used as a *tool* for development communication, for example in terms of

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awareness raising and information on social issues. This aims at changing behaviour and further empowerment of the local communities.

These five dimensions are further outlined below, however with the focus on the first three, which form the key priority areas in TOR and in the selection of case studies and reference projects.

2.3.1   Cultural support

The direct support to culture as a specific sector - or specific theme or intervention area - aims at supporting culture in its own right as an integrated part of overall development assistance objectives.

Culture as a sector can be broken down into four different dimensions of development: human development, social development, economic development and democratic development. The four dimensions are briefly described below.

- **Human development**
  Culture has a strong potential to promote human resources through stimulating creativity and development of identity as well as contributing to a positive sense of being, including increasing self-esteem, dignity, motivation and self-confidence. This can also be defined as *empowerment* – i.e. the ability to consciously influence one's own life situation.

- **Social development**
  An important ingredient – or building block - of culture and social development is social capital. Social capital means the social norms, both positive and negative, that bind a society together, for example in terms of social safety nets (these norms can work against women and imprison them in certain societies, including Nepal and Guatemala). Such as mutual help and other reciprocal arrangements.

- **Economic development**
  Culture industries such as music, publishing, tourism and handicrafts in general have a strong potential for income generation in developing countries. One concrete example is world music/high life music from West Africa or the broad range of tourist attractions in developing countries, including cultural heritage sites.

- **Democratic development**
  Support to arts and culture can promote pluralism, respect for cultural diversity and indigenous peoples' rights as well as civil society development. This may take place through debates and creation of platforms for free expression. Artists can give voice to the voiceless, depict societal injustice and inequality, and thereby provoke critical thinking. Hence, support to culture in some cases has an explicit political dimension.

Cultural heritage
In the evaluation, the focus is on the support to preservation and promotion of *cultural heritage* – including both physical and intangible heritage. This type of approach contains all four dimensions listed above. Hence, some of the key effects that the evaluation has examined are the following:

- *Cultural heritage and human development.* In which ways has the preservation of historical sites contributed to stimulating creativity and forming psychological well-being (identity, self-esteem, dignity, self-confidence)? Did it contribute to capacity development in terms of planning, management, organisation and physical maintenance? Are the historical sites used for learning purposes, for example by organised visits for school children?

- *Cultural heritage and social development.* Has the preservation of historical sites supported the development of group identity, coherence of group values, preservation / reinforcement of common symbols and a sense of community/solidarity? Have the historical sites contributed in any way to reconciliation or the reconstruction of the peace-process?

- *Cultural heritage and economic development.* Has the preservation of historical sites contributed to income generation and job creation for the local community, for example from tourism? Has the preservation of historical buildings contributed to the development of local arts, for example by serving as exhibition halls?

- *Cultural heritage and democratic development.* Has the protection of physical and intangible heritage promoted freedom of expression and the right to cultural diversity? Has the support to indigenous peoples contributed to the fulfilment of their rights?

Within the framework of the rights-based perspective, it is important to remember that the Patan Darbar Square in Nepal is on the UNESCO world heritage list and thereby covered by the UNESCO convention for World Cultural and Natural Heritage. Similarly, the preservation of indigenous languages, customs, and ways of life of the indigenous peoples of Guatemala are covered by the UNESCO convention for Immaterial Cultural Heritage. This means that the respective countries have obligations to protect and promote this heritage. It will therefore also be assessed whether ADA in its support has considered government responsibilities (and whether the institutional arrangements, such as country-to-country agreements, to permit this, were in place).

2.3.2   Culture as a cross-cutting dimension
The TOR emphasizes analysing cultural sensitivity and culture as crosscutting issue. This approach to culture is often called "mainstreaming"; the term the

evaluation team use.[6] Mainstreaming of culture ideally implies that cultural aspects are systematically taken into account throughout the whole project cycle. All development activities aim at changing something – communities, organisations, institutions, human behaviour, etc. - and, as culture is inevitably a part of the context, it will be a determining factor for the success or failure of the project.

In reality, a full culture mainstreaming in all project aspects is an ambitious and time-consuming goal that few development cooperation partners would be able to live up to. For that reason, each agency needs to use a practical approach to ensure that culture is taken sufficiently into account in the design and implementation of projects. The ADC Federal Act mentions the need to attend to cultural aspects as one of its core principles, but how to do so is not specified in other ADC policies and guidelines.

The evaluation team assessed selected projects in the case countries in order to analyse how, and to what extent, culture has been taken into account. In order to carry out this assessment, the evaluation team has identified a number of relevant indicators:

- *Ethnicity* – are the programmes sensitive to indigenous people's rights, cultures and languages, e.g. bilingual education programmes?

- *Religion* - are the programmes designed appropriately in relation to religious norms and practices, e.g. do tourism projects take into consideration social and religious norms and practices?

- *Social values* – are the programmes concerned about preserving family norms, relations between generations and community safety nets?

- *Traditions and institutional power structures* – e.g. do the projects take local chieftaincy structures into account in good governance and decentralisation programmes? These structures can dominate women and sometimes are specifically targeted for change by the ADA-supported culture projects. For example, in some of the Guatemala portfolio, which trained women to give them rights and to encourage them to vote in municipal elections? And the Guatemala education projects aimed to improve girl child school attendance by promoting education in Mayan languages, thus directly challenging the cultural norms which are not always positive for some groups in local societies.

- *Local knowledge* – do e.g. education programmes allow for transmission of indigenous knowledge and practice?

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[6] See for example the new draft EU strategy on culture and development in which mainstreaming is one of the main pillars to ensure "the integration of the horizontal nature of culture in all aspects of development cooperation".

- *Gender equality* - which is already considered a crosscutting dimension in its own right by ADC. It includes the understanding of the different roles of men and women in society in the planning and implementation of development programmes.

As it can be quite cumbersome to take into account all these cultural aspects, some donors use *local participation* as a proxy for cultural sensitivity. This is discussed further in the section "culture as a process of collaboration" below.

2.3.3   The culture of collaboration

In the TOR, there is a clear focus on assessing the process of collaboration and the relations established with partners, stakeholders and target groups in the South. The TOR even mentions the competencies of ADC project staff in terms of inter-cultural understanding and communication.

Given the focus of the evaluation, no detailed assessment of the capacity of individual staff members will be carried out. In terms of "Intercultural competencies", the evaluation team is not in a position after the relatively short field visits to make solid assessments about the intercultural competencies of the Austrian staff including short-term consultants. This would require in-depth studies of psychological and sociological factors such as attitudes, beliefs, communication (verbal and non-verbal), respect, openness, and flexibility, which are outside the scope of the evaluation. The field studies, however, mention a few examples from the tourism sector in Bhutan and psychosocial counselling in Bosnia and Herzegovina, which contain clear findings related to intercultural understanding.

Realising that staff skills are important, it is proposed that the evaluation concentrates on soliciting how partners, target groups and key stakeholders perceive ADA and Austrian NGOs as donors and development partners. This includes assessing the following dimensions:

- *Participation*: What has been the role of partners, target groups and key stakeholders in the design, implementation and monitoring of the project and how is ADA's responsiveness to their priorities and demands?

- *Ownership*: What is the degree of autonomy for the partners in the implementation and daily management of the project and to what extent are partners involved in decisions?

- The *transfer of (technical) know-how* from Austria to the developing countries will be assessed - to what extent the support is relevant, timely, effective and takes local capacity building systematically into account.

Active participation is first and foremost a human right of the population "to seek, receive, and impart information and ideas" (Universal Declaration of Human Rights, Paris 1948, art. 19) and, as stated in the Declaration on the Right to Development, "the human person is the central subject of development

and should be the active participant and beneficiary of the right to development". Yet, participation is also a means to an end to ensure culturally sensitive and successful projects.

The rationale for using participation as a proxy of cultural sensitivity (mainstreaming) is that if the local target groups participate in a meaningful way in the programming and implementation processes, it is an indication that some of the local cultural aspects – traditions, knowledge, norms etc. have also been taken into account. The preparation process itself is important, but widespread consultations do not guarantee that the *outcome* – the programme design and mode of implementation are culturally sensitive, for example in relation to gender and ethnicity. Local development is often the result of a power struggle, for example between men and women and/or different ethnic or religious groups, so priorities of marginalized groups may get sidelined in the process. Therefore, the approach of the evaluation team has been to focus on local participation in terms of process and outcome - and combine this with an analysis of the other indicators for cultural mainstreaming listed above.

Participation is also linked with national governance structures. National participation and ownership are normally ensured at governance levels – ministries or districts authorities – following the principle of representative democracy. This means that the overall responsibility for project design, planning and implementation lies with the respective authorities, which are (formally speaking) representing the priorities of the population. Yet, in reality, such governance structures may in many developing countries not be legitimate and well functioning in a democratic sense. There is therefore a need for the donors to balance the principles of national ownership and respect for national decision-making structures, with efforts on the ground to ensure local participation in matters that affect their life and society.

To assess these dimensions of participation and ownership, the evaluation team has carried out in-depth interviews with ADA staff at headquarters and at country level as well as with partners, key stakeholders and target groups related to the case studies in Bhutan, Bosnia and Herzegovina, and Nepal.

2.3.4   Cultural exchange

Closely related to the process of collaboration is the issue of cultural exchange and culture as a platform for development communication. This area is included in the TOR, which discuss intercultural understanding, networking and exchange of culture and knowledge within the country, the region and between north and south. In the ADC Three-Year Programme, the need to "deepen acquaintance and respect for each other and cultivate dialogue" is stated as an important principle.

Bilateral donors such as Sweden and Denmark support partnerships, twinning arrangements and culture exchange projects between north and south organisations to promote dialogue and intercultural relations such as mutual respect, understanding and tolerance. For example, in 2003, Denmark

embarked on a so-called "Arab Initiative" to promote dialogue and support reform initiatives in the Arab world though partnerships with Danish institutions.

The project portfolio of selected case studies and reference projects does not include cultural exchange projects as such. The term "cultural exchange projects" refers to projects that focus on dialogue, building of relations and development of "Images" of Austria in the South - or focus on the image of developing countries in Austria. There are examples of small promotion and information activities that are linked to the development projects, for example in some of the Eco Himal projects. The evaluation team is not in a position to assess the wider impact of such specific activities and events, but will make a broader assessment of:

- the role of projects and programmes for the perception and visibility of ADC (Austria) in partner countries; and

- the process of establishing cultural relations with Austria (networks, research institutions, etc.) and their sustainability.

2.3.5 Culture as a tool

Among donor agencies, there is an increasing tendency to use art and culture as tools for education and awareness raising, for example in projects focusing on human rights, public health, HIV/AIDS, corruption and road safety. Cultural tools include, for example, theatre, documentary films, posters, radio campaigns, personal testimonies, social marketing, interactive games and newspaper production. The methods known as "participatory rural appraisal" and "participatory learning and action" applied by development practitioners and NGOs to facilitate participatory processes for beneficiaries and stakeholders also belong here. They make use of communication and learning tools inspired and adjusted to the socio-cultural context and the perceptions and capabilities of specific population groups. Although the potential of these tools is widely recognised, the approach has been criticised for "instrumentalization" of culture, i.e. restricting the artistic freedom and ignoring the importance of cultural development in its own right.

In the TOR, there is limited focus on assessing culture as a tool for social development. Consequently, it has not been a priority in the selection of case studies and reference projects, but there are a few examples from Nepal in which cultural tools are applied. It was discussed in the inception phase to include projects in Uganda, where the cultural tools are more prominent, but in the end it was decided to limit the focus to the four focus countries Bhutan, Nepal, Bosnia and Herzegovina and Guatemala. This means that the evaluation team does not have solid evidence from the field in this respect, but reference to single projects will be made when relevant.

3   Culture and cultural heritage in Austrian Development Cooperation

This chapter provides a brief overview of ADC and the role of culture and cultural heritage in policies and programmes.

3.1   ADC focus on "Culture and Development" and other cross-cutting dimensions

During the last ten years, ADC has undergone far-reaching changes and reforms in order to keep abreast of international development policy trends, conventions and commitments.

Since 2000, the Millennium Development Goals have provided the framework for Austria's development policies and by following the Rome and Paris Declarations, ADC actively supports the harmonisation of donor practices and the alignment of donor policies with partner countries' development priorities and plans such as the poverty reduction strategies. The ADC budget has been increased and is planned to gradually reach the UN goal of 0.7% ODA/GNI. In order to effectively handle the Austrian aid programme, the Austrian Development Agency was established in 2004 as the operative arm of ADC charged with the responsibility for the implementation of all bilateral programme and project assistance.

Poverty reduction is the overriding objective of ADC. Poverty is not only perceived as being caused by unequal distribution of income but in particular also by social, ethnic or religious discrimination, e.g. against indigenous populations, minorities, economically and socially marginalised groups, refugees, displaced persons etc. In ADC's understanding, the risk of poverty is particularly high for women and children. Therefore, any efforts to combat poverty should accompany endeavours aimed women's and men's equality, democratic development, good governance, respect for human rights, and preservation of natural resources.[7]

In addition to poverty reduction, gender, environment and good governance, human rights and conflict prevention, "culture and development" has become an important crosscutting dimension in development.

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[7] www.ada.gv.at

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ADC increasingly takes into consideration the cultural dimensions of development, strengthens creativity and participation, and develops special cooperation and exchange projects in the cultural field. Development cooperation is a field where different cultures and societies meet. Productive cooperation between partners coming from different cultures requires mutual understanding and communication. This includes an interest and willingness to deepen acquaintance and respect for each other and - on the basis of this - cultivate dialogue and a fair and open discussion of divergent views and interests, especially in situations of conflict.

However, respect for and support of a partner country's cultural heritage must not result in compromising the validity of generally-accepted principles such as respect for human rights. On the contrary, a critical discourse on cultural norms will assist both sides to reconsider their criteria and standards, thus establishing a universal context. Cultural identity essentially thrives and develops as a result of cultural exchange. Cooperation should always incorporate the knowledge, experience and skills of the target population to the largest possible extent.

Source: www.bmaa.gv.at "Austrian Development Cooperation" and Terms of Reference (2006), Thematic Evaluation: The Relevance of Culture and Cultural Heritage in ADC

3.2 Integration of culture in sector policies

3.2.1 Legal basis, overall policy, objectives and principles

The legal and political basis of ADC is rooted in the following acts and policy statements: The Federal Act on Development Cooperation[8] passed in 2002 and amended in 2003; the three-year programmes on Austrian Development policy which are adjusted annually; and a number of sector policies and thematic guidelines. At the partner country level ADC regional and country strategies are elaborated as well as country programmes and sector programmes for priority countries whereas programming in cooperation countries is primarily based on NGO initiatives. The Federal Act on Development Cooperation specifies the objectives and principles of the Austrian Development Policy.

Austria's development policy shall primarily pursue the following objectives:

1. Combating poverty in the developing countries by promoting economic and social development that is aimed at a process of sustainable economic activity and economic growth combined with structural, institutional and social change;

2. Ensuring peace and human security, especially by promoting democracy, rule of law, human rights and good governance; as well as

3. Preserving the environment and protecting natural resources that form the basis for sustainable development.

Any measure adopted shall take into consideration the following principles:

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[8] Entwicklungszusammenarbeitsgesetz inklusive EZA-Gesetz-Novelle, 2003.

1. The aims of the respective governments and populations in the developing countries, with regard to the speed and kind of development process in question and their right to choose their own way of development;

2. The integration of measures into the social environment, with specific regard being paid to cultural aspects and use of appropriate technology;

3. Equality between women and men; as well as

4. In a suitable manner, the needs of children and of people with disabilities.

Source: Federal Act on Development Cooperation, 2003.

Within the broad poverty perception of the Act, development and poverty reduction are seen as the result of a combination of economic, structural, institutional, and social changes. This cross-dimensional understanding of poverty serves as the basis for the integration of the cultural dimensions of development into ADC. In accordance with the above guiding principles, cultural aspects should be taken into consideration in all ADC activities, but the concept of culture is not defined or broken down in specific details. However, since 2000 a discourse on "culture and development" has been unfolding among development professionals and civil society organisations in Austria. Currently, efforts are being made to clarify the concept of culture and the cultural aspects of globalisation, and to develop culture as a theme of development cooperation.

3.2.2 Geographic, sector & thematic focus - importance of culture

Geographic focus

Fifteen years ago, ADC collaborated with 50 countries. Over the years, the number of cooperation countries and regions has been reduced. Under the current Three-Year Programme ADC is now working with about 13 "priority countries" in seven "priority regions". 19 countries are so-called "cooperation countries" that are supported within regional programmes. Map 3-1 provides an overview[9] of priority and cooperation countries, which are:

Central America: Nicaragua*, Guatemala, El Salvador;
West Africa / Sahel: Cape Verde*, Burkina Faso*, Senegal;
East Africa / the Great Lakes: Ethiopia*, Uganda*, Kenya, Burundi, Tanzania, Rwanda;
Southern Africa: Mozambique*, Zimbabwe, Namibia, Republic of South Africa;
The Himalayas / Hindu Kush: Bhutan*, Nepal, Pakistan;

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[9] Austrian development cooperation comprises cooperation with selected least developed countries (LDCs) in the South as well as cooperation with most countries in South-Eastern Europe.

South-Eastern Europe / Western Balkan: Albania*, Bosnia and Herzegovina*, Macedonia*, Montenegro*, Serbia incl. Kosovo (Bulgaria and Romania are being discontinued);
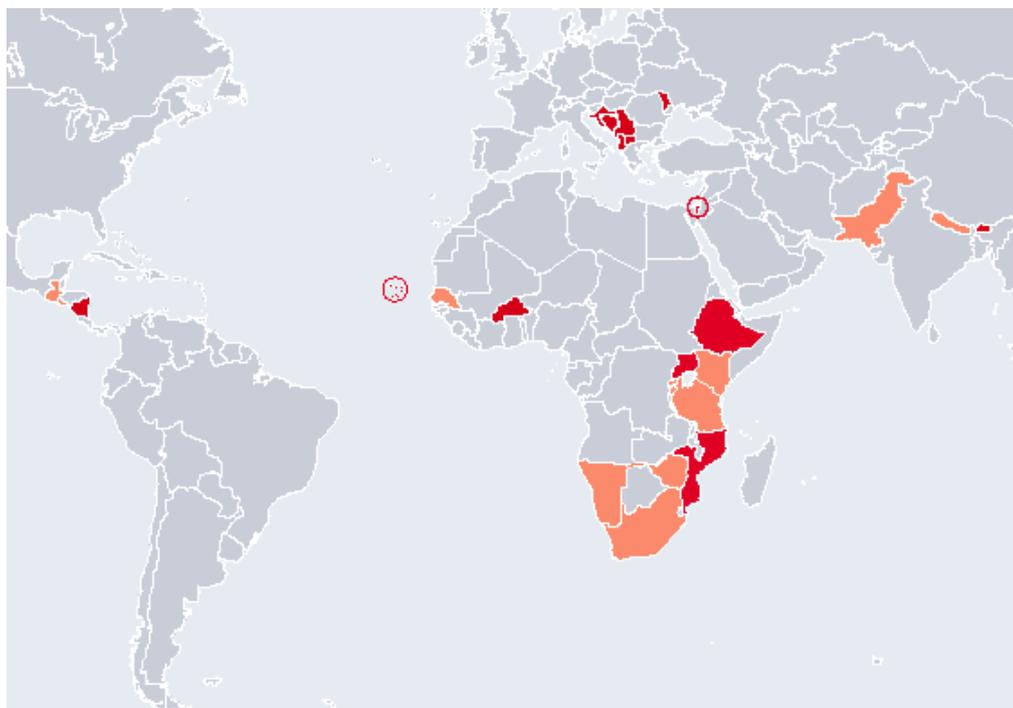**South Caucasus:** Armenia, Azerbaijan, Georgia;
Other priority countries: Moldova*, Palestinian Territories*;
Special programmes: Afghanistan, Iraq, Western Sahara;

*ADC's priority countries

Map 3-1   ADC priority regions, priority countries and cooperation countries

In priority countries, ADC is represented through ADC coordination offices. The offices also take care of cooperation countries and regional programmes. There are plans for further geographic concentration and reduction of cooperation countries in the future.

A rapid screening of the Three-Year Programme's (2005-2007) project and programme portfolio in the priority and programme countries revealed that current cultural collaboration/culture sector (heritage) support is limited to a few countries, i.e. Guatemala, Bhutan, and Nepal. Development information, education and communication as well as cultural activities in Austria are also included. The projects and programmes are presented briefly in table form and therefore do not reveal the degree to which the other dimensions of "culture and development", i.e. mainstreaming of culture, culture as a tool, culture of collaboration and intercultural communication, are integrated. However, the Three-Year Programme's other more analytical and strategic parts include very

few direct references to cultural issues, which may indicate a limited integration of cultural issues.

Sectoral and thematic focus

The selection of sectors and thematic areas for ADC assistance is based on the following selection criteria: Support areas should be (i) relevant to the goals and principles of ADC, (ii) relevant for the partner countries and (iii) take account of Austria's "development cooperation potential" (e.g. small donors that should support niche policies). Based on the experience gained over recent years, and in cooperation with the partner countries, NGOs and concerned experts, for the current Three-Year Programme the following sector and thematic priorities were chosen:

- Water and sanitation;
- Education and training, science and research for development;
- Rural development;
- Energy;
- Investment and employment, promotion of small and medium-sized enterprises;
- Conflict prevention and resolution, good governance and rule of law, development of democratic structures, decentralisation, strengthening human rights and human security.

The Austrian Cooperation with Eastern Europe focuses on democratic, economic, social and ecological development in the reform countries of South-Eastern Europe and the Newly Independent States as well as their integration into the international economy and preparation for admission to the EU. Thematic priorities are education, investment and employment, environment, water and energy, and the rule of law and civil society, crisis prevention and reconciliation.

In addition to these priority sectors, ADC includes a number of sectoral and crosscutting dimensions that are also considered important for comprehensive development processes. These are health, free and fair trade, information & communication, and tourism development. Crosscutting issues that are to be considered in all sectors and development interventions result from the overall objectives and principles of the ADC Policy and comprise poverty reduction, gender equality, cultural and environmental consideration, and consideration of disadvantaged population groups.

Table 3-1: Overview of the priority sectors and themes and the availability of sector policies and thematic guidelines.[10]

Sector/Theme (approval year) (1)	Availability of Sector Policies/ Thematic Guidelines		
	Approved	Draft/process	Not available
Poverty reduction		X	
Education (2000) (2) (3)	X		
Energy (2006)	X		
Gender (2006)	X		
Rural development (2003)	X		
Human rights, good governance, and peace building & conflict prevention (2006)	X		
Private sector development - SMS Enterprise Development (2001) (3)	X		
Environment (2)			X
Water supply and sanitation (2001)	X		
Health/ HIV/AIDS		X	
Tourism (2001)	X		
Infrastructure		X	
Culture			X
Free and fair trade			X
Information and communication		X	

(1) In accordance with ADA's website (bold) and information by ADA staff

(2) Separate policies for East Europe available

(3) Revisions are under discussion

Table 3-1 provides an overview of the priority sectors and crosscutting issues and the availability of sector policies and thematic guidelines.[11] Although a high priority in the ADC Act, policy objectives and principles, the crosscutting dimension of "culture and development" has not (yet) been translated into more operational guidelines that provide concrete measures for the integration of culture in ADC. The table also indicates that apart from gender, this applies to all other crosscutting themes.

3.3   Screening of sector policies

A rapid screening was conducted of the priority sector policies to examine the level of integration of the cultural dimensions of development.

Education

Sector policies have been developed for cooperation with South East Europe and for development cooperation in the South. As far as the former is concerned, in following the declaration of the World Conference "Education for All" in 1990, the sector policy' guiding principle is "equal access to education for all". Special consideration is given to (i) ethnic groups' rights, e.g. the

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[10] As per July 2006.

[11] As introduced on the ADA website under "Themes and Sectors" (www.ada.gv.at)

Roma, (ii) children and youth with special education needs and children and youth belonging to economically underprivileged groups; and (iii) gender issues to ensure equal access to education for men and women. Projects that use affirmative action to address these problems are especially supported.

As far as development cooperation is concerned, a gender sensitive approach is integrated at several levels. Apart from the emphasis on gender, there is no systematic consideration of culture. For example, basic education is seen as an important area of support and the aim is "to abolish the structural causes of poverty", but culture is not discussed in this context. Cultural sensitivity is indicated to a certain degree in the applied concept of human development - defined as increased options of choice and among others the cultural freedom for creative production, human dignity and guaranteed human rights.

Energy

In 2006, an energy policy document was approved which confirms that the "Austrian commitment in the energy sector will be intensified and defined in greater detail in the coming years". The policy paper outlines the objectives and principles for Austria's involvement in the energy sector and the relationship between energy development and the MDGs. The socio-cultural context is integrated by means of a strong focus on gender equality aspects such as the need to address unequal access of men and women to energy and the differential benefits of improved energy on the situation of men, women, and children. Cultural responsiveness is also reflected in the perception that "needs and cultural traditions in the partner countries should be taken into account in the selection of technology, regional cooperation promoted and the ownership by partners in shaping their energy policy framework strengthened".

The energy program for Bhutan is in line with this. It includes a chapter on sustainability in which socio-cultural factors are discussed at length along with appropriate technology, poverty, gender, and environmental protection.

Rural development

The sector policy for rural development integrates gender and other cultural dimensions of development. Gender equality is promoted and gender aspects are integrated at various levels. The role and importance of women for production and reproduction within the framework of rural development are acknowledged and recognised.

Other cultural dimensions of development are given importance in various ways:

(i) According to the rural development policy, traditional norm and value systems continue to influence economic and social relations. These must be analysed, together with socio-economic and ecological factors, as a pre-condition for the identification of context specific, appropriate development solutions and of factors that could have a negative or constraining effect on development.

(ii) Poverty is perceived as cross-dimensional. Apart from economic aspects, poverty comprises social, political, and cultural aspects. Intervention to

reduce poverty must be adjusted to the specific conditions and requirements of the rural population.

(iii) Despite modernisation, in rural areas traditional cultures and practices are maintained and partly form the basis of the formation of ethnic identity.

Human rights, democratisation, and peace building	Three separate policy documents for Human Rights, Good Governance, and Peace Building and Conflict Prevention were approved in 2006. They are mutually supportive and, show how human rights and good governance are essential prerequisites for human development and how these factors relate to ADC. The documents outline a number of human rights and good governance principles that are to be "mainstreamed" in all ADC activities. They are similar to the principles of mainstreaming of culture introduced in section 2.3.2. They focus on the promotion of participation, ownership and empowerment, and democratic and transparent structures as a means to development the capacity of citizens, and in particular disadvantaged and vulnerable groups including women, to demand their civil and political as well as their economic, social and cultural rights.
Economic development and employment generation	The Guidelines for Economy and Development that are currently under discussion and not yet approved specify areas of ADC support: (i) to establish an enabling environment for private sector development and (ii) to support the development of micro, small and medium-sized enterprises. Apart from gender equality considerations and the fact that women are the target group for (ii), cultural dimensions are not considered. Separate guidelines exist for support area (ii) for micro, small and medium-sized enterprises development, where culture is seen as an interface but it is not included as a crosscutting dimension in line with poverty, gender, environment and democratisation. As the local culture is assumed to influence the design and effect of the individual interventions, the guidelines recommend utilising the various forms of artistic expression to communicate messages for the promotion of private sector development; film and theatre could be used as a means to communicate entrepreneurial action, or draw attention to counter-productive behaviour of public authorities, etc.
Water and Sanitation	The sector policy on water supply and sanitation integrates a number of crosscutting issues such as poverty reduction, gender equality and empowerment of women, conservation of the natural environment, and democracy and peace building. No other cultural dimensions except gender are included.
Tourism	The sector policy specifies a variety of criteria to be considered in the planning and implementation phase, some of which are relevant for "culture and development". • Programmes and projects should be adjusted to local characteristics. • Income generation for the local population, with special consideration of the effect on women and the needs of minority and disadvantaged groups; pursue a strategy that allows surplus to stay with the local population.

- Gender equality aspects should be considered as early as the planning stage and be included in the TOR.
- The value systems of all stakeholders should be described and taken account of. Intercultural communication between tourists and local population should be promoted to avoid culture shocks on both sides. This is usually rather difficult if not impossible to achieve in practice however.
- Cultural interests of the local population should be recognised and promoted, in particular those of ethnic minorities.
- Tourism brings modernisation and cultural change and measures should be taken to avoid negative effects such as sex tourism, excessive consumption and waste.

Qualitätskriterien für nachhaltigen Tourismus

- **Langfristig möglich** – Tourismus für heutige wie zukünftige Generationen (kein schneller Ausverkauf des Landes / Gebietes)

- **Kulturell verträglich** – Einschätzung der betroffenen Bevölkerung durch Befragung, Rücksichtnahme auf eine angemessene, verträgliche Beschleunigung des Lebensrhythmus der betroffenen Bevölkerung

- **Sozial ausgewogen** – das neu durch Tourismus erwirtschaftete zusätzlichen Einkommen der (lokalen) Bevölkerung zugänglich machen und lokale Disparitäten möglichst vermeiden

- **Ökologisch tragfähig** – Maßstäbe für die Regionen betreffend Wasser-, Luftqualität, Abfallaufkommen, Flora, Fauna festlegen und kontrollieren

- **Wirtschaftlich sinnvoll** und ergiebig

Source: Österreichische Entwicklungszusammenarbeit (ADC): Sektorpolitik Tourismus, 2001.

3.3.1   Summary of policy screening

The above review shows that most sector policies more or less directly integrate cultural considerations. The most recently approved policies integrate culture in more systematically and comprehensively compared to earlier policies. Of note is the fact that the policy document on human rights and good governance includes the principles of mainstreaming culture introduced in section 2.3.1; and the fact that it focuses on participation, empowerment, transparency, and gender equality.

However, sector policies and guidelines are only one side of the coin. The other, more important, side is what is actually happening on the ground and if and how culture and the context are taken into consideration in the actual implementation of development activities - with or without the backing of sector policies. The following chapters present evidence from country evaluations on how ADC has worked with culture.

4 Country case studies

This chapter presents brief summaries of all the assessed countries. A summary of all the cultural heritage and reference projects is contained in Appendix 3. Further details are in the country reports in Volume II of the Synthesis Report.

4.1 Overview

ADC support to the four selected countries has lasted at least 25 years. Austria's assistance has been mainly implemented by Austrian NGOs in Bosnia and Herzegovina, Nepal, and Guatemala. In Bhutan, execution is through the government. In Bosnia and Herzegovina and Bhutan, Austria is represented through an Austrian Coordination Office. In Nepal and Guatemala, there is no official Austrian representation, although Guatemala is represented by the Central America Office in Managua.

4.2 Bosnia and Herzegovina

This country case study focused on the Vijecnica stabilisation/rehabilitation project as the key case (1996-1997). An assessment was also made of two reference projects: 1. The EcoNet IIB Project - Introduction of Training Firms in Vocational Schools in Bosnia and Herzegovina and 2. Support to Psychosocial Counselling Centres for Children and Parents in Bosnia and Herzegovina and Kosovo.

Country context
Before the wars in the former Yugoslavia Bosnia and Herzegovina was a multi-ethnic society where the different ethnic-religious groups lived peacefully together. The multi-ethnic diversity was very pronounced in Sarajevo. Nationalist sentiments had been evolving in and around the region since the beginning of the 19th century. They were held in check during the socialist period but with the dissolution of Yugoslavia, nationalism was revived and finally culminated in armed conflict.

In meeting the different nationalist demands, the Dayton peace agreement divided the country along ethnic lines into two autonomous entities (the Bosnian-Croat Federation of Bosnia and Herzegovina and the Serbian Republic), and the District of Brcko. This resulted in a highly fragmented and over-decentralised government system with weak central structures and only

minor decision-making and enforcement powers located at the central level. The powerful parts of the country were the Entities, Cantons and Municipalities. There is no countrywide system of administration, no police force, and an embryonic judicial system only. An assessment of sustainability of donor and NGO support must consider these structural constraints.

40% of the population is unemployed and a large part of the economy is informal. Economic and social development and employment-creation are hampered by the patchwork-like political-institutional framework which does not allow for the introduction of country-wide rules and regulations and the drawing up and approval of economic and social policies for the entire society.

20% of the population live below the general poverty line and a further 30% are just above the poverty cut-off line. There is a close relation between the ethnic structure of certain parts of the country and the levels of household income. The Croat majority areas enjoy the highest living standards; the Bosniac majority areas are in the middle; the Serbian Republic has the lowest standard of living. There is a growing gap in the economic development and standard of living between the different regions of Bosnia and Herzegovina. In all regions, the following groups are most vulnerable to poverty: Children, women, pensioners and people with disabilities, returning refugees and internally displaced people, and the Roma minority.

Austria's cooperation with Bosnia and Herzegovina
As a close neighbour and a former ruling power, Austria has special strategic, political-historical, economic and humanitarian interests in the Balkans and Bosnia and Herzegovina. Austria provided humanitarian assistance from the very beginning of the war and, after the war - through the East Europe Cooperation programme by the Ministry of Foreign Affairs - Austria was involved in a large reconstruction programme that was part of a WB/EU coordinated 5-year programme. The core concern at that time was the reconstruction of the multi-ethnic society; and, since the war's end, Austria has supported the return of ethnic minorities and refugees, and financed regional programmes to support networking and cooperation between the countries in the region.

The current Austrian country programme for Bosnia and Herzegovina 2005 to 2007 has a more pronounced developmental perspective and there are plans to strengthen the poverty orientation and to focus more on rural areas. Another objective is to provide support to the preparation for EU accession. A major crosscutting issue is strengthening the joint identity of the Bosnian people as a precondition for the building of well-functioning central state structures and the development of a dynamic society.

4.3   Nepal

The country study focused on the Patan Museum project as the key case project (1992-1997), but an assessment was also made of two reference projects:

Cultural Cooperation A and Rolwaling Eco Tourism project - both projects implemented by Eco Himal.

Country context
With an average per capita Gross Domestic Product (GDP) of US$260 (2004), Nepal is the poorest country in South Asia and ranks as the twelfth poorest country in the world. However, according to the World Bank, Nepal has made considerable progress in reducing poverty over the last decade. The headcount poverty rate declined from 42% to 31% between FY95/96 and FY03/04. Urban poverty declined from 22% to 10%. Rural poverty declined from 43% to 35% (although it remains higher than in urban areas).

The goals or the four pillars of the Government's poverty strategy are: (i) broad-based growth, with special emphasis on agriculture; (ii) accelerating human development through renewed emphasis on effective delivery of basic social services and economic infrastructure; (iii) ensuring social and economic inclusion of the poor, marginalized groups and backward regions; and (iv) vigorously pursuing good governance as a means of delivering better development results and ensuring social and economic justice.

Cultural cooperation/cultural heritage is not reflected in the priorities of the 10th Plan and previous five-year plans are also rather vague about the priority given to culture/cultural heritage. The focus on support to culture in a broader sense is, however, reflected in the objectives of 10th Plan working with "targeted programmes", that is, focusing on deprived groups, communities and backward areas in the country. Support to these groups essentially also supports their culture and way of living.

In 1979, following an assessment process, seven monuments in the Kathmandu Valley (including Patan Durbar Square) were included on UNESCO's World Heritage list.

ADC projects in Nepal
In 1993, the Himalaya-Hindu Kush region was established as one of five geographical key regions for ADC.

ADC does not have its own coordination office in Nepal but channels its assistance though Austrian NGOs, Nepalese NGOs and private companies. While the Austrian INGO Eco Himal has been the primary partner for ADC in Nepal over the past 10 years, the Institute of International Cooperation (IIZ) was responsible for the implementation of the Patan Museum project.

Based on preparatory work done by the UN system during the 1970s, the Austrian government decided to take the lead and contribute to the conservation and restoration of the most damaged part of the palace in Patan (the Keshav Narayan Chowk) which was at risk of collapsing. The restoration was controversial because it combined non-traditional materials and engineering techniques with traditional woodwork and construction. Initial project preparation started in the early 1980s, but the full restoration project was only

started in 1992 and finished in 1997. The total cost of the project was ATS 29.7 million (EUR 2.15 million).

4.4   Bhutan

The study concentrated on the Trongsa Dzong restoration project as the key case project (2000-2004), but an assessment was also made of two reference projects - Tourism Development Strategy as well as Rural Electrification. Other projects in the field of tourism and culture are incorporated in the discussions of the ADA approach and analysis of selected ADA interventions, when relevant.

The Bhutanese context
Through the policy of Gross National Happiness (GNH), the Bhutanese Government recognises the core importance of culture and cultural heritage in Bhutanese society. Culture is regarded as vital for the country's survival, given that it provides a strong basis for national identity and unity. The current Ninth Five-Year Plan 2002-2007 outlines strategies to preserve cultural heritage sites as well as documenting and promoting intangible heritage such as legends, dances, music, poetry, and ethnic languages.

Bhutan faces a number of barriers to the practical implementation of these cultural heritage initiatives. There is an enormous task in restoration of temples, stupas and fortresses (Dzongs), but the budget allocated for culture in the Ninth Five-Year Plan is very limited. Policies, restoration guidelines, action plans and inventory lists of heritage sites have not yet been produced and The Division for Conservation and Architectural Heritage (DCAH), which was established in 2000, is trying currently to strengthen its capacity to do restoration work. Bhutan ratified the World Heritage Convention in 2001, but so far the national heritage sites have not been nominated for inclusion on the UNESCO World Heritage list.

The ADC programme in Bhutan
Bhutan is the only ADA priority country in the Asian region. The first bilateral agreement was made in 1989 and an Austrian Coordination Office opened in Thimphu in 1994. Since then, the total annual budget has increased from EURO 2 million to the present 2.4 million. This makes Austria one of the largest bilateral donors in Bhutan. ADC operates in four sectors in Bhutan – Energy, Tourism, Culture and Mountain Ecology.

The preliminary surveys of the Trongsa Dzong started in 1993 and relevant stakeholders agreed upon a restoration concept in 1999. This process was cumbersome due to the "reconstruction versus conservation" dilemma. The outcome was a restoration concept based on conservation principles (preservation of authenticity) but with exceptions made for the portal building, which was demolished and rebuilt due to engineering concerns about the stability of the structure. The restoration took place over the period 2000-2005. The cost was EURO 2.87 million, of which Austria contributed 2.10 million.

4.5   Guatemala

The desk study concentrated on the following four projects which were proposed as case studies: (i) Rural Development Programme (RDP) in the Western Highlands (2003-2006); (ii) Legal and Administrative Support Programme for the Indigenous Population (2004-2007); (iii)Promotion of the Legal Rights of the Indigenous Population in the Western Highlands (2000-2002); and (iv) Water Supply Project, Xelaugua.

The Guatemalan context
Guatemala's social structure has been based on a fundamental inequality since its conquest by Spain in the sixteenth century. Unequal access to land and other natural resources continues to be one of the main causes of poverty and exclusion of the majority of the indigenous populations today. The indigenous population, which comprises approximately 55% to 60% of the total population, includes 23 ethno-linguistic groups, of which 21 are Mayan. Guatemala's ethnic diversity has been historically accompanied by conflict and schism.

After five centuries of violence, Guatemala reached a cease-fire in 1996. The Peace Process was reached by means of several landmark Peace Accords which guide Guatemala's development, and which aim to end indigenous exclusion. The Peace Accords describe the concept of Mayan culture, and describe the steps needed to rescue Mayan cultures and norms in the fields of material culture, languages, dress, weavings, dance, songs, poetry, Mayan religions, Mayan cosmovision, Mayan traditional community organisation, and Mayan food and art.

The ADC programme in Guatemala
Austrian aid to Guatemala started in the 1980s in the Western Highlands, through the Institute for International Cooperation (IIZ) and other NGOs. The early ADC-supported RDP helped create the Centre for Peasant Research and Training. After the 1996 Peace Accords these organisations had, in a sense, done their work and, as they could now operate openly, they were transformed into other development-oriented indigenous organisations, several of which received ADC support in several sectors covering culture, cultural rescue and support of Mayan cultural norms and institutions. The average budget including both the Guatemala budget line and the co-financing budget line has been approximately EURO 1.9 million for the last four years (2003-2006). The ADC Guatemala country activities are administered from Managua.

5 Relevance

This chapter assesses the relevance of the projects vis-à-vis government priorities, ADC priorities, and priorities of the population and in relation to crosscutting issues.

While several of the projects assessed show a potential relevance to the local population in terms of responding to their overall expressed needs, there is scope for enhancing relevance.

5.1 National priorities

In two of the four countries, there is no explicit focus on, or mentioning of, culture and cultural heritage in policies or sector priorities. The exceptions are Bhutan where support for cultural heritage is a key objective of the government, and the Guatemala projects, which aim to strengthen and preserve Mayan culture and languages. In the other countries indirect support to culture is provided through assistance to minority groups, in-country regional development, and human rights.

The following section assesses ADC support in relation to government priorities.

The predominant share of Austria's support to Bosnia and Herzegovina focuses on education, health, private sector development & employment generation, and support to the EU Stabilisation and Association Process as part of the preparation for EU accession. All of these themes are key priorities in Bosnia and Herzegovina. However, cultural cooperation is not a priority sector. Nevertheless, support for the reconstruction of the Vijecnica was finished in 1999 and the rationale for the support was very different from the one applied today.

When the support for the Vijecnica was selected, Bosnia and Herzegovina had recently ended the war. A central government was only slowly emerging with international supervision through the Office of the High Representative overseeing implementation of civilian aspects of the Dayton accord.

The strategies of the Government of Nepal contained in the 10th Plan coincide with the overall objectives of ADC. However, cultural cooperation and support to cultural heritage are not mentioned as a sector priority of the 10th Plan.

Previous plans are also rather vague about culture/cultural heritage. However, even if cultural heritage is not explicitly mentioned in the 10th Plan, the Plan's focus on "targeted programmes" vis-à-vis deprived groups, communities and backward areas in the country is essentially also support for their specific culture and way of living. Hence, Eco Himal's support for deprived communities and minority groups in Nepal falls under the broad priority of the 10th Plan, but the support for the Patan Museum was not in accordance with government priorities reflected in previous five-year plans.

In Bhutan, the ADC programme fully corresponds with the overall policies and plans of the Bhutanese government. The three focus areas – tourism, cultural heritage and energy - all have a very strong position in key documents such as vision 20/20 and the Ninth Five-Year Plan.

The Peace Accords and the PRSP in Guatemala provide a general framework for the modernization of the public sector and the reassignment of public expense. There are two especially important goals: to increase funding in social sectors and basic infrastructure, and to improve the efficiency and equity of public services. In this light, ADC assistance to Guatemala is highly relevant, as it follows the policies and objectives of the Peace Accords and of the draft PRSP.

5.2   Development cooperation approach

Development cooperation has changed profoundly over the last decade. Development assistance that is designed in a way to be focused on poverty-reduction and assisting the poor and vulnerable to get out of poverty is based on the following principles: (i) increasing the *ownership* of the partner countries; (ii) *aligning* with partners' systems and agendas (iii), and *harmonising* through common arrangements, simplification of procedures, sharing information, and joint arrangements with other development assistance partners.

Taken as a whole, these principles aim at putting partner countries in the drivers' seat, and making it more likely that they are gradually enabled to have more say about their own policies. These principles are the basis of the Paris Declaration that was adopted in 2005 by development partners – including the Austrian government.

The implementation modality followed by ADC in the assessed countries is based on a project approach for the older interventions and the ongoing projects. Except in Bhutan, where projects are implemented by the government, the projects in the other countries are implemented through international NGOs, which are mainly Austrian.

The evaluation team found only a few examples of a systematic effort by ADC to implement these principles in the assessed countries through new ways of working with its partners. The use of mainly Austrian experts, and the level of Austrian control with the activities in Bhutan, indicates that there is some way to go before the three principles are fully adopted. While the Patan Museum

project in Nepal is 10 years old, the recent implementation of the Garden of Deams project has also been strongly steered by Austrian experts irrespective of this being an NGO-implemented project.

In summary, ADC' development cooperation approach in the assessed countries is not in line with the key principles adopted in the Paris Declaration.

5.3   Poverty reduction

Overall, the projects supported by ADC in the four countries are supportive of the ADC goal of poverty reduction. Data gathered during the country visits suggest that the three cultural heritage projects support important components of the socio-cultural dimension of poverty. However, poverty-reduction impacts have not been adequately monitored in the above projects, therefore it is difficult to assess their poverty reduction impact.

For example, none of the cultural heritage projects documents the socio-cultural effect the restoration efforts have had on social cohesion, strengthening of common identity at national and/or community level, effects for individuals on their understanding of history, dignity, religious values, etc

Likewise, the socio-economic effects are not analysed thoroughly and economic trickle-down effects are assumed to have taken place automatically.

However, the evaluation team found evidence that there has been a socio-cultural effect of the Trongsa Dzong project on the local community. But none of this has been documented by the project.

The project document states that the project "does not claim first of all to be a poverty reduction project". However, this statement is based on a narrow understanding of poverty as income poverty, which does not include non-income poverty (e.g. inclusion, human rights, freedom of expression, entitlements, and capabilities). In a Bhutanese context, this would also bring the approach of poverty more in line with the Bhutanese concepts of well-being and happiness.

As referred to previously, the evaluation team fond evidence that the Trongsa Dzong was strongly supported by the local people not only as the national heritage site but also as a key symbol and common ground for the local community. Furthermore, it is part of the social "cement" in the community, or the "heart of their culture" as the local population explained to the evaluation team. The Dzong gives the community a sense of pride and dignity and forms a mental milestone – majestic, impressive, historical – that is highly relevant in the present society. A collapse of the Trongsa Dzong would have been a tragedy for the community, not only due to its multi-functionality, but also due to the loss of identity, roots, and traditions that it represents.

In Bosnia and Herzegovina, the support provided to the reconstruction of the Vijecnica was not provided in the context of socio-cultural support to the

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country, but rather as a stand-alone technical restoration project in the context of a visit by the Austrian President Klestil in Sarajevo in the summer of 1996.

However, evidence gathered during the country visit indicates a common agreement among stakeholders of the importance of conserving, restoring, and re-establishing the Vijecnica as (i) a national monument of the multi-ethnic, multi-religious and multi-cultural history of the country, (ii) a symbol of the city of Sarajevo and/or (iii) a symbol of the historical ties between Austria and Bosnia and Herzegovina.

While the Patan Museum project in Nepal was also considered more of a technical restoration effort, mainly targeting foreign tourists, the views of local stakeholders recorded during field visits confirm the relevance of restoring the old palace and the need to conserve important cultural monuments in Nepal, including the need for social and cultural gathering places for the local inhabitants. Several stakeholders - interviewed by the team - stressed feeling a sense of pride in their own culture and history when visiting the Patan Museum.

Evidence from the reference projects indicates that these mainly NGO-executed projects focus more explicitly on poverty reduction, exemplified by the two Eco Himal projects in Nepal, where poverty reduction and the connection between poverty and culture are explicitly considered. Likewise, in Guatemala, the four projects supported by ADC are highly relevant to the challenges facing the country, in particular in relation to poverty reduction. The projects that support the rights and capacity development of the indigenous population of Guatemala are highly relevant vis-à-vis targeting of the poorest segments of the society, namely the Mayan population.

5.3.1 Austrian visibility

Overall, each of the projects serves as a visible and high profile example of Austrian Development Cooperation - mainly because they are national symbols with a historical importance for the countries.

In Bosnia and Herzegovina, an important aspect of the Vijecnica project was to make Austria's presence and support visible in view of the visit by the Austrian President Klestil in Sarajevo. The Vijecnica was clearly one of the most important symbols of a united Bosnia and Herzegovina; which was also one of the reasons for the Serbs shelling the building in the war. The evaluation team found that the stakeholders whom the team interviewed considered the reconstruction essential.

In Bhutan, the Trongsa Dzong, a monastic fortress and a significant national symbol, was constructed in the 16th century. It is regarded as one of the most important cultural, historical, and religious monuments in Bhutan; represents the cradle of the Bhutanese monarchy; and is the seat of the designated heir to the throne. By tradition, the heir to the throne has to act as "Penlop", i.e. as abbot of Trongsa Dzong, for three years, before he can ascend to the throne as king. It is also one of the prime examples of Buddhist medieval architecture.

The royal palace building selected for restoration in Nepal is a part of the seven historical sites of the Kathmandu Valley nominated to UNESCO's World Heritage List. One of the heritage sites is the Patan Durbar Square where the restored palace is located. Thus, the restoration of the palace building at a World Heritage Site has given significant visibility to ADC.

However, it should also be stressed that besides cultural heritage projects, the history of ADC involvement, and its current engagement in Guatemala gives visibility to ADC in the region.

5.4   Priorities of the population

The cultural heritage projects are very much in line with the priorities of the interviewed stakeholders. This is not to say that all stakeholders feel involved in the projects but there is a general agreement about the importance of focusing on these particular buildings and structures. Each of them has a special importance for the country.

At the district level in Bhutan, the evaluation team carried out a small survey regarding the relevance of cultural heritage projects. This mainly included teachers, village leaders and market women in the Trongsa village. Most of the local people emphasised the relevance and importance of the Trongsa Dzong, not only as the national heritage site but also as a symbol and common meeting ground for the local community.

When asked which sectors they would prefer an agency such as ADC to support after Trongsa Dzong, their main choices were education and health. Culture and tourism were not mentioned. Apparently, many see culture and cultural monuments as integral to the community they belong to them, and are not seen as areas for external support. Asked directly about Ta Dzong, all the interviewees said they supported the idea, not so much because of the museum itself, which they reported knowing little about, but merely due to the expected income from tourism.

In Nepal, the Rolwaling project was also well supported by the population in the project area. In particular, the economic impacts of attracting tourists to the area were considered important, because tourism is one of very few sources of income for the local population. Likewise, in the Psychosocial project in Bosnia and Herzegovina the approach and work carried out by the project were considered an important service to the local community.

5.5   Culture as a cross-cutting dimension

As mentioned in Chapter 2, mainstreaming of culture in its ideal sense implies that cultural issues are systematically taken account of throughout the project cycle. Through the mainstreaming process, relevance of the interventions is significantly increased. However, it is important to emphasise that a full mainstreaming of culture in all project aspects, is an ambitious and time-consuming goal that very few agencies would be able to fulfil.

As stated in Chapter 2, the use of proxies for cultural sensitivity including gender sensitivity, local traditions, norms and structures and local participation will highlight some of the most important socio-cultural dimensions in identification, feasibility, and appraisal studies.

The following section assesses how a few of the most essential dimensions of culture - gender, local participation, and local traditions, structures, and norms - are taken into consideration in the projects.

Overall, culture as a crosscutting issue has not been systematically integrated into the cultural heritage projects. However, the picture is more positive when assessing reference projects implemented by NGOs where crosscutting dimensions have been included in the design and implementation.

5.5.1   Gender equity

Overall, gender equity issues have not been taken into account in the design and implementation of most of the projects with the exception of the Guatemala projects and the Rolwaling project in Nepal. Most project documentation reviewed is generally weak on addressing gender equity concerns, especially in the cultural heritage projects - with the exception of the assessments carried out by ADA's gender expert, which have been compulsory in all interventions since 1999.

The gender assessment represents an improvement in the project development process, but evidence of its impact is unclear. Few or none of the projects draw on gender-disaggregated data linked to project objectives and project results.

For example, in the Trongsa Dzong and Ta Dzong project document (Bhutan), there is virtually no discussion of how men and women are involved in local decision making irrespective of the Dzong being the regional administrative centre. The project documentation emphasises that gender equity in Bhutan is not a problem. Nonetheless, women's participation in decision-making in Bhutan requires consideration by all agencies, including ADC. It may not be realistic to have an equal representation in steering committees and project management teams in restoration projects (male dominated field), but ADC needs to actively promote participation of women – and especially local women – in decision making, through setting targets to ensure that the needs and perspectives of both men and women are taken into account.

The Rural Electrification and the Tourism Development Strategy project provide no gender-based analysis of impact. For example, in the Rural Electrification project there is no analysis of the impact that having electricity can have on men and women. An exception is the gender screening undertaken by ADA's gender expert, which questions assumptions about the benefits to women.[12] The screening rightly points to the risk that rural electrification may increase the work burden for women. The impact study on rural electrification

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[12] As described in the "Expert opinion on Environmental and Gender Criteria" – RE II

undertaken by Eco Himal mentions some examples of gender effects - but does not analyse these issues fully.

In the Patan Museum in Nepal and in the Vijecnica project in Bosnia and Herzegovina, there is no documentation assessing gender equity issues. In fact, there is no mentioning of gender equity at all.

In the Psycho-Social Counselling Centre project in Bosnia and Herzegovina, neither the documents consulted nor the persons interviewed had any reflections on gender equity issues. Gender concerns are limited to ensuring that boys, girls, men, and women are equally represented among professionals, teachers, volunteers and beneficiaries.

An effort to systematically identify and consider boys', girls', men's and women's different needs and experiences in the design, implementation, monitoring, and evaluation based on rights, roles in society, access to resources and decision-making power has not been made. Further, the project must be characterised as gender blind; it does not fulfil the requirements in ADA's guidelines for "gender equality and empowerment of women".

However, there are also a few exceptions to the overall negative conclusion.

One exception is the Rolwaling Eco Tourism project in Nepal, in which there has been an explicit gender focus and many activities to address the problem of gender inequality. Some of the training courses have targeted women as a separate group, and women's groups were formed to receive literacy and English courses, "women development courses", income generating activities etc. Likewise, female membership in the executive committees has been encouraged. According to people who know the project area from before the Rolwaling Eco Tourism project, women are now more actively taking part in community matters and local decision-making.

Another exception is in Guatemala where the four programmes emphasise gender in the sense of supporting women in development and promoting gender mainstreaming in governance and grass roots institutions.

5.5.2 Local traditions, structures and norms

In the case of nationally executed projects in Bhutan, the available feasibility studies do not discuss cultural issues and the evaluation team has not come across appraisal studies at all. Project documents say very little about cultural issues, except for a special section in relation to gender equality issues, which is imperative according to the ADC project format. Similarly, in the tourism strategy there is no critical analysis of tourism and its implications for the local culture. While the Bhutanese population has a very positive opinion of tourism, one of the sensitive areas in the future may be the cultural festivals. If more tourists turn up in greater numbers and there is no space for everybody, there is a risk that some of the locals may not get in and that the tourists will negatively affect the content and performances at festivals. This issue should be studied in

the ADC documents such as feasibility studies, appraisals, and project documents.

On the other hand, the Trongsa Dzong project has demonstrated a high degree of sensitivity towards Bhutanese norms, traditions and local structures. It was primarily implemented through the district governance structure and it was a stated goal from the beginning to respect and preserve the unique style of Bhutanese architecture, and to sensitise the Bhutanese counterparts on the value of conservation. Likewise, the local restoration work with frescoes and wall paintings was supported and further developed. Similarly, in Nepal, local artisans and craftsmen also developed their skills and techniques through being employed by the Patan Museum restoration project.

In the NGO executed Psycho-Social Counselling project in Bosnia and Herzegovina culture as a crosscutting dimension was addressed in several ways. First, one of the objectives of the project was to "empower" the different groups of participants and beneficiaries. The entire region has been sensitised regarding the problems and needs of children. One stakeholder mentioned that the involved persons were trained to a level far beyond the initial expectations. The project did not only change attitudes and approaches to psycho-social counselling but also helped to break down social/cultural taboos by changing the way parents, teachers, professionals and society as a whole deal with children with psychological disorders.

5.5.3   Local participation

Another possible proxy indicator for taking socio-cultural aspects of development into consideration is provided by assessing the role of partners, target groups, and stakeholders in the design, implementation, and monitoring of the projects, including ADA's responsiveness to their priorities and demands (see section 2.3.3).[13]

Overall, the degree of local participation in the projects differs. It is no surprise that the people-oriented projects implemented by NGOs have had more local participation. Meanwhile, the technical projects have overlooked the importance of involving stakeholders in the development process. In most cases, people have had few opportunities to voice concerns regarding the design or implementation processes of the projects because they were not asked. Thereby, the local people are merely seen as recipients rather than active stakeholders with a right to be consulted.

In the cultural heritage projects in Bhutan, Bosnia and Nepal local participation - apart from labour - has been limited. The strong focus on the technical aspect of these restoration projects has excluded a more consultative and open approach. Furthermore, the already well-developed concept of a state-of-the-art museum does not build on local community consultations. In many cases,

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[13] A proxy indicator is used to study a situation, phenomenon or condition for which no direct information is available.

foreign experts have been in charge of designing the concepts and selecting the artefacts based on consultations with a limited number of local experts.

However, in Bhutan local participation does not necessarily ensure inclusion of cultural issues in a crosscutting way when it comes to the technically oriented projects. An example is the support to the rural electrification project in which the Bhutanese assessment procedure for such projects was very limited and did not contribute to inclusion of the cultural dimension.

In contrast to the Bhutanese rural electrification, the activities supported through Cultural Cooperation A in Nepal are generally implemented by community-based organisations and local NGOs. Local partners have a high degree of autonomy and ownership when implementing and managing the activities. Support is provided by Eco Himal and consists mainly of management discussions to ensure smooth implementation of the activities. While this may facilitate the consideration of cultural issues, the process would certainly be strengthened if a clear checklist were developed with project selection criteria to ensure that crosscutting issues are systematically considered in new Eco Himal project activities.

In the Rolwaling Eco Tourism project in Nepal, the project area is characterised by a complex socio-cultural situation where social differentiation goes hand in hand with ethnic-religious affiliations. It appears that in the selected wards, the project has made an effort to involve all groups as decision makers and beneficiaries. However, the remoteness of the project area, the low levels of formal education, and the high levels of migration and absenteeism have made participation in the project difficult to achieve. However, as the project staff was recruited from within the project area this challenge became manageable. Since staff are familiar with the local socio-cultural conditions and speak the local languages, they are more likely to be culturally sensitive.

In the Psycho-Social Counselling Centres in Bosnia and Herzegovina, the foundation Together was initially reluctant to transfer full initiative and decision-making power to Osmijeh, while Osmijeh was reluctant to take on more responsibilities. Over time, this relationship has changed. ADC has pressed for a faster transfer of responsibility to the local organisation so that the project becomes institutionally more sustainable. Today the two organisations have developed a real partnership and gradually more and more ownership and decision-making power are being transferred to the local partner.

5.6   Conclusion

Apart from Bhutan and Guatemala, culture and culture heritage are not included in the national priorities of the case countries, but wider socio-cultural aspects of development cooperation are an important dimension of the development priorities of all the countries. Likewise, when asking the local people about the relevance of cultural heritage, most agreed to the importance of cultural heritage and supporting the socio-cultural dimensions of development.

The focus of most of the cultural heritage projects is on technical aspects. But in most of the projects there is an unexploited potential concerning widening the issues to also include institutional, organisational, socio-cultural, etc.

Relevance in relation to objectives about Austrian visibility is generally high as all the cultural heritage projects serve to highlight ADC.

Overall, the evaluation shows that the extent to which cultural dimensions have been addressed in a crosscutting way is more positive for the reference projects implemented by NGOs compared to the cultural heritage projects. Austrian assistance has generally not successfully integrated the cultural dimension into the project design, planning and implementation of cultural heritage projects. The analysis of culture as a crosscutting dimension in project cycle management is an important task to help increase relevance to local needs, effectiveness and sustainability. However, a full mainstreaming of culture in all project aspects is an ambitious and time-consuming goal that few agencies could fulfil.

Most of the reference projects are based on active local participation through involvement of community based organisations and local NGOs. Likewise, in the Trongsa Dzong project the local community was also actively engaged in the implementation of the project. Nevertheless, the focus of ADC - even with such an eager local counterpart as in Bhutan - has been on the technical rather than the socio-cultural aspects of the projects.

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6   Effectiveness

In this chapter, the effectiveness of the projects is assessed through evaluating the degree to which the objectives of the interventions are met. The dimensions of the assessment are the results achieved, the management of the projects, the project process, and efficiency.

6.1   Results achieved

The results achieved by the cultural heritage projects are mixed. On the positive side, the projects have generally produced high quality and technically sound work. In Bosnia, Nepal and Bhutan traditional buildings were restored/stabilised using modern techniques with respect to original structures and materials to the extent possible.

Although the restoration of the Patan Museum in Nepal is used as an illustrative example for other restoration endeavours in the country even 10 years after completion of the restoration works, there is some controversy regarding the design of the new east wing of the Patan Museum, which took functional demands of a museum into consideration but also included modern architectural features in the design.

Another criticism of the museum (as well as the Ta Dzong Museum in Bhutan – also supported by Austria) is that the exhibition cases are not designed to allow for changing the exhibition or even displaying the accompanying exhibit text in two languages.

In Bosnia and Herzegovina, a technical stabilisation of the Vijecnica was achieved to prevent it from complete collapse. While Austrian plans for further support to the reconstruction remain unclear, a detailed plan for further reconstruction and future use of the building was never provided by the Bosnian counterparts. Today the building is still an empty shell and there is no consensus regarding its future use.

The cultural heritage project in Bhutan achieved the reconstruction of the Dzong and developing the capacity of a pool of skilled labour such as carpenters and masons, who now benefit the local community. In terms of management and engineering skills, Bhutan stands out as a good example of transfer of knowledge to the members of the project team, who are now used by the Ministry of Culture and Home Affairs for similar projects elsewhere in

Bhutan and in the Ta Dzong project. The Trongsa Dzong project also met its objective of using local, unskilled labour during the construction phase. Up to 200 people were employed by the project, which directly boosted the local economy in terms of growth of local shops and trade.

Similarly, the Nepalese museum project also contributed to building the capacity of local craftsmen, artisans, technicians in the renovation work. At times more than 150 local people were working on the project. A museum management unit was also established and charged with maintenance of the buildings, garden and the museum installations. A particularly impressive feat was achieving the objective of financial sustainability by establishing a model of economic independence that is based on the museum charging an entrance fee and leasing out the museum cafe, shops and gallery.

However, by not developing the Patan Museum in Nepal more in the direction of an educational platform or even an attraction for the general public - in part illustrated by the exhibition case display signs being only in English – an opportunity has been missed to enhance the sense of cultural identity among the Nepalese. More importantly, by not making a concerted effort to address the needs of the general public – and in particular students, by only targeting foreign tourists – it has also missed out on a chance to educate the Nepalese public. To be successful and sustainable, regeneration and development should be based on an understanding and knowledge of indigenous culture and traditions.

Furthermore, the project has missed an opportunity of developing the institutional capacity of the museum and enhancing its relevance within the wider Nepalese society by for instance becoming a partner in the socio-cultural environment; constituting an attraction for local cultural and arts community; acting as an educational institution for Nepalese children and adults alike; offering to serve as a meeting point for arts groups; etc.

To make the museum a dynamic actor on the Nepalese cultural scene, the museum's board would need to develop a strategic vision and an action plan indicating how to realise this, which may in turn require capacity building of the board related to the task of strategic planning and the roles and possibilities of a proactively engaged museum.

To some extent, the Trongsa Dzong project in Bhutan has resulted in connecting more effectively with the local population through the traditional role of the Dzong as the host of local festivals on its premises. However, this is not a result of careful project planning and implementation but of the traditional role, which the monastery has played in Bhutanese culture over time.

6.2 Project Management

In general, the majority of the projects evaluated have been implemented effectively and problems encountered during the project implementation process have been resolved. However, heavy involvement of foreign experts

raises serious questions regarding project management practice in some of the projects.

An example of effective financial management is the Vijecnica project in Bosnia and Herzegovina. Initial delays in the procurement process and tensions between the City Development Institute and the Austrian Controller resulted in a revision of the implementation model resulting in more expeditious implementation. Due to the strong monitoring function of Vienna Consulting Engineers (VCE), funds were used more efficiently than envisaged so that additional works could be financed in addition to those originally planned

Meanwhile at least two of the projects run counter to this picture with an extensive involvement of foreign experts.

In Bhutan, the preparations for the Trongsa Dzong restoration project were resource intensive. So much so, that project management does not seem to have been cost-effective. Resources spent on the technical investigation missions from 1994-1999 included 29 journeys to Bhutan by eight different Austrian experts. According to the project completion report, only 2-3 different technical specialisations were required, so it is unclear why so many experts were involved. In terms of output, the missions did not lead to a solid feasibility study.

In Nepal, the Patan Museum project was implemented with extensive use of foreign experts with the result that short and long-term foreign consultants consumed 49% of project costs. These costs could most likely have been lower with the gradual involvement of fewer foreign experts and with more use of local or regional experts (e.g. from India or Thailand) – including project management tasks.

Also in Bhutan, the tourism strategy project was undertaken without sufficient consultation with the local stakeholders throughout the process.

6.3   Ownership

In the three cultural heritage projects, the overall finding is that the project process has been dominated by a technical approach where foreign and Austrian experts, and Austrian project management provided technical inputs and made decisions on their own (e.g. Patan Museum) or together with government counterparts (as in Bhutan). If the decisions were taken in conjunction with Bhutanese officials then you have contradicted the point of the first clause of your sentence.

The primary aim of the projects was to save the buildings, with less regard for developing sufficient institutional capacity or ensuring a high degree of local ownership. As a result, the projects have focused very much on delivering the final technical product and less on the institutional aspects in terms of setting up and training appropriate local management structures to support the development of maintenance plans and public awareness campaigns.

In Bosnia and Herzegovina, the Vijecnica project was implemented shortly after the implementation of the Dayton Peace accord. Thus, the project was implemented during a post-conflict/war situation with fragile national institutions in a very complicated set-up. In view of this, it is understandable that it was difficult to ensure a project process with much concern for ensuring ownership.

In Nepal, the project process was coloured by the "turn-key" project approach, which necessitated a high degree of dependence on Austrian and foreign experts. While local craftsmen were brought in from the Kathmandu Valley to work on restoration, Nepalese engineers were not a part of the project management structure. From the project management side it was stressed that there was no local project management capacity available for such a project when the project was initiated and that the chosen approach was the best possible under the circumstances. At the same time, the project had no stated objective to develop this type of capacity over the five years of implementation. Likewise, the project in Bhutan also relied heavily on foreign experts, which also focused primarily on the technical restoration aspects. As a result, the Patan Museum project did not achieve a high degree of national ownership in key national institutions at the time of implementation. Furthermore, concerning the restoration approach, the craftsmanship is supported by conservators, architects and archaeologists in terms of creating a high standard for future conservation work.

However, local experts are split regarding the decisions taken for the reconstruction of the east wing of the palace. No evidence was found that consultation processes were undertaken in order to reach an approach that local specialists could accept. This falls much in line with the general implementation modality – the "turnkey" approach, which did not build on a high degree of national ownership when implementing the project and in the selection of restoration approach. In fact, this particular issue has been a key point of several of the discussions with local stakeholders and remains a point of contention.

In Bhutan, national ownership has been established through the national execution modality. In particular, the Dzong administration was actively involved in managing the Trongsa Dzong project, and benefited from the project. The challenge for the ADC office has been to accept the full implications of national execution i.e. to let the Bhutanese authorities run the project and execute it without interference.

Direct intervention of the Austrian Coordination Office (ACO) in Bhutan to solve problems at the project level was a common practice. A critical issue concerns the Austrian experts in terms of both selection process and the role of the consultants. In the Ta Dzong project, the first draft of the tourism master plan, the rural electrification project, and the Patan Museum project, there are examples of ADC handpicking consultants and formulating their tasks without sufficient involvement of the Bhutanese authorities.

In contrast to these findings, it should also be noted that the reference projects implemented by NGOs have been much more based on a partnership approach resulting in a high degree of ownership of the involved local organisations. For example, in the Rolwaling Tourism project the beneficiaries participated with their own labour in all infrastructure development, shared the costs of some of the structures, and took part in decision-making processes and established the local Tourists Development Committees, which was a part of the local administrative structure. In Cultural Cooperation A, activities were implemented by community-based organisations and NGOs - local partners with a high degree of autonomy and ownership when implementing and managing the activities.

6.4   Efficiency

Overall, the quality outputs of the assessed cultural heritage projects are commensurate with the amount of resources invested in these key national monuments. At the same time, there has been an over-dependence on expensive Western (Austrian and Foreign) experts, which not always delivered quality outputs from their missions. In this way, cost-efficiency could have been increased through involvement of less expensive experts from the region.

For example, the projects in Bhutan and Nepal could have explored expert availability in India and Thailand. In addition, the use of competitive bidding/selection processes could have increased cost-effectiveness. In the case of the Bhutanese Tourism Strategy project, which did not achieve all its goals and cost more than a half a million EUR, Bhutan's Department of Tourism recently completed a similar task using an international consultant, spending only EUR 45,000.

In contrast, the Trongsa Dzong project produced a high quality output based on both foreign and Bhutanese experts. The effects are reflected in the stabilisation of a key institution in Bhutan, serving as administrative, social, and religious centre, and now capable of serving its functions for years to come.

6.5   Conclusion

Overall, the effectiveness of the evaluated cultural heritage projects is poor. On the positive side, the projects have produced high quality and technically sound restoration work, which is likely to last for many years to come. In Bosnia, Nepal and Bhutan traditional buildings were restored/stabilised using modern techniques with respect to the original structures and materials to the extent possible. However, the cultural heritage projects have not focused on developing the capacity of the institutional and organisational structures as well as human resource development. Again, Trongsa Dzong stands out with positive achievements concerning capacity development effects for local project managers, artisans, and technicians.

Project management has generally been effective, but with a heavy involvement of foreign consultants to manage the projects and make decisions concerning

implementation. As a result, the ownership of the projects have been less than what could have been achieved with an approach based on a more equal partnership with the countries

These critical findings stand in contrast to most of the NGO implemented projects, which are much more based on a partnership approach and a significant involvement of the local population and local experts.

Overall, the quality outputs of the assessed cultural heritage projects are commensurate with the amount of resources invested in these key national monuments. Meanwhile, the high dependency on Austrian and foreign expertise should have been avoided through, for example, more involvement of less expensive experts from the region.

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7   Sustainability

This chapter presents the main findings and conclusions on the sustainability of the implemented activities defined as the long-term effectiveness of the intervention and its consequences.

7.1   Institutional and financial sustainability

Overall, sustainability of the assessed cultural heritage projects could be higher. The main cause of not achieving a higher level of sustainability is the missing focus on institutional and managements aspects of the running of the institutions/buildings.

In implementing the Patan Museum in Nepal, it is clear that too little attention was given to how to develop a professionally run museum with sufficient management capacity to ensure a dynamic institution. The Department of Archaeology (DoA) agrees with the need to do something now and there are ideas to run the museum in a similar way to the independent Tourism Board.

However, the museum has been financially self-sustainable since inception. Over the past 10 years, the museum has saved NRs 500,000-600,000 annually, amounting to total savings of approx. NRs. 4-5 million. These funds are accumulated for i.a. larger maintenance costs. This indicates that the museum is to a large extent independent from government subsidies apart from 15 staff who receive their salary from the Department of Archaeology. This staff funding is likely to stop if the museum becomes more independent from the Department but it is not expected to jeopardise the financial situation of the museum.[14]

In Bosnia and Herzegovina, institutional and financial sustainability have not been attained yet: the Vijecnica still suffers from unclear legal ownership. Both the ownership issue and the lack of institutional clarity (e.g. the division of responsibilities between the different layers of administrative structure) in Bosnia and Herzegovina are major reasons for the poor progress towards

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[14] In this context, it is worth noting that the number of visitors has decreased with the worsened political situation in Nepal. In 2004, the total number of visitors was 43,329 out of which the number of foreign visitors was 13,716. This is equal to roughly 5% of the tourists visiting the Kathmandu Valley. According to the museum management, the percentage is similar for 2005

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completion and renewed utilisation of the building. The issue of ownership has never been resolved and prolonged conflicts between different interest groups have delayed decision-making and action with the result that reconstruction is not yet completed. This has also made fundraising more difficult as documentation of planned reconstruction works and cost estimates are not yet available.

The psychosocial counselling centre in Bosnia has been of significant importance for changing the attitudes and approaches to psychosocial counselling in the region. Hence, the professional work with volunteers, teachers and with parents is likely to be sustained even after the project has ended. However, an important weakness of the project is the lack of financial sustainability. The project is not rooted in local institutions, which is why local authorities are unlikely to integrate the approach.

Likewise, the project does not contribute to capacity building in relevant public institutions. The lack of financial sustainability should been seen against the strong focus on local resource mobilisation among local communities and in the private sector, which indicates local ownership and commitment. A more sustainable institutional approach could have been, despite unclear responsibilities, weak capacities and lack of resources in the public sector, to insist more on working through and integrating activities with the Cantonal Ministry of Education, Culture and Sports. This would also be in line with the country programme's intention to provide capacity building to the public sector as well as to civil society.

In the Trongsa Dzong project, sustainability could have been increased by focusing more on the following issues:

(i) There is no long-term plan for operation and maintenance of the Dzong. This is critical because funds for maintenance are very limited and the project did not involve the district authorities and the DCAH in the elaboration of a long-term maintenance plan with cost estimates.

(ii) The behaviour of the monks is a critical factor - in terms of not only water usage - but also cooking in private rooms (fire risk) and the bad habit of throwing leftover rice on the roof of the Dzong.

(iii) Documentation and drawings of the structures do not cover the entire Dzong. In case of fire or earthquake, such documentation is needed for exact reconstruction of the structure. However, it has not been produced even though Austrian consultants are reportedly preparing documentation on parts restored by the ADC project.

7.2   Technical sustainability

In Bhutan, Bosnia and Herzegovina, and Nepal, the reconstruction and restoration part of projects were carried out to a high professional standard.

This has ensured a good degree of the technical sustainability of the restoration work for the future.

A case in point is the Patan Museum, where the restored palace building appears to be in good condition even 10 years after the project was completed. The Vijecnica in Sarajevo was provided with a new copper roof and the original glass/steel structure was restored. These examples of workmanship are assessed to have a technically standard which will last for many years.

But in the Rolwaling Eco Tourism project in Nepal, technical sustainability of the established infrastructure is considered to be at risk due to the insufficient technical quality of some of the established facilities, the missing understanding of the concept of maintenance, and its financial implications.

7.3   Conclusion

The projects and the work of the foreign and Austrian consultants have focused very much on delivering the final product while paying little attention to the institutional aspects in terms of setting up proper management structures, organisation, maintenance plans, documentation, awareness raising, training, etc.

As a result, the projects have been delivered at a high technical quality that ensures technical sustainability in the future. However, the insufficient focus on institutional sustainability and change of attitudes and practices generate a clear risk, which could have been avoided through focusing on the critical institutional issues at the project design and implementation stage.

8   Effects

This chapter considers the effects of the projects in terms of their results on the target groups. The dimensions assessed will be effects on poverty reduction and cultural heritage.

8.1   Poverty reduction

Overall, the three cultural heritage projects have supported the reduction of poverty through focusing on the restoration of key cultural heritage monuments. Likewise, most of the reference projects have also had a positive effect on poverty reduction.

8.1.1   Dignity, self-esteem and identity

In Nepal, a modern, state-of-the-art museum has been established which however does not consider Nepalese visitors as its primary target group. This contrasts with the focus of the Bhutan and Bosnia and Herzegovina projects where the Bosnians and Bhutanese are considered the primary target group. Notwithstanding, all three cultural heritage projects have an effect on the local people in the form of increased self-esteem, dignity, and identity - even if they were not the target group of the cultural heritage project in e.g. Nepal.

The Bhutanese Trongsa Dzong project has had a very positive effect at the local level through the strengthening the social "cement" of the Bhutanese people or the "heart of their culture" as some Bhutanese stakeholders expressed it. The Dzong gives the community a strong sense of pride and dignity and it represents a mental milestone combining roots and traditions with promotion of identity. The Trongsa Dzong serves several purposes: - as civil administration, place for festivals worship, monastery, etc. Through this project, this important social space for the local community has been secured for many years to come.

While it is too early to speculate about the role of the Vijecnica, there was a general agreement among stakeholders that at least a part of it should play an active cultural role. As an art centre, it could create space for boosting local and international cultural activities, which could potentially promote freedom of expression, cultural diversity, creativity, inter-ethnic dialogue and debate – all of which are important components of human and social development.

In Guatemala, the project focusing on the rights of Guatemala's indigenous peoples (2151) is based on the premise that Guatemala is a multiethnic, multilingual, and multi cultural country. Dignity and self-esteem of the Mayan population is increased through support to traditional Mayan laws and institutions and supporting the participation of Mayan women in public life. The project has increased the recognition and integration of the local initiatives in the education system, the legal system and municipal organizations.

8.1.2   Empowerment

In the cultural heritage projects in Nepal and Bosnia and Herzegovina, the tendency is a rather limited involvement of experts from these countries at the management and specialist level.

In Bhutan, several local experts were involved in the Trongsa Dzong project, including the local project manager. Nevertheless, capacity development and empowerment at the national level were not very important parts of the project design. It should be emphasised that the Department of Archaeology was only established towards the end of the Trongsa Dzong project, and that this is where future experts would be employed to supervise coming restoration projects. While it is to be expected that the on-going Ta Dzong project would focus more strongly on empowering the Department of Archaeology (DoA) for future restoration tasks, the evaluation team did not find evidence of more focus on the empowerment dimension.

It should be stressed that the question is not if the foreign experts are required as all four countries suffer from human resource shortages in selected areas and need capacity development with the assistance of foreign experts. The issue is rather to ensure that the management and expert knowledge is transferred to local counterparts in order to empower them to carry on the work after the experts have left. This has only happened to a limited degree in the cultural heritage projects given the focus on technical aspects.

In contrast to the cultural heritage project, those projects, which have been implemented by NGOs (Nepal, Guatemala, and Bosnia and Herzegovina), have shown a higher degree of local involvement and ownership, thus focusing more on empowerment. Examples are Eco Himal's activities in Cultural Cooperation A and the Psycho-Social Counselling project in Bosnia and Herzegovina where empowerment has been successful.

The Guatemala desk study concluded that the overall focus that links the projects together is empowerment, gender equity, poverty reduction (via training and credit-provision) and support to Mayan tangible and intangible culture by enhancing intercultural communication. Some of these projects use grass roots peasant organisations and NGOs to implement and deliver services and focus on strengthening and supporting traditional Mayan laws and institutions in civil life. This is simultaneously a way of supporting intangible (as well as tangible) culture and a way of enhancing intercultural

communication (socially by means of the EIB component and its emphasis to teachers and the general public on the practicality of using Mayan languages).

8.1.3 Strengthening of rights

In the Guatemala desk study, the focus of most the assessed projects is to support the rights of the indigenous Mayans. The aim was been to strengthen Mayan civil society, by training Mayan women and men in their new civil rights (as established by the Peace Accords and the *Código Civl*), and by enhancing and promoting Mayan language and culture in the classroom.

Supporting Mayan tangible and intangible culture in the various projects has shown itself to be very relevant to the ongoing struggle to promote intercultural communication, reduce racial profiling and racial discrimination. As far as the desk study can conclude, the effects of the projects on the Mayan population have been positive.

Support to strengthening of rights has not been an important issue in any of the selected projects in the country evaluations.

8.1.4 Income, employment, tourism

In all three cultural heritage projects, there has been a direct socio-economic effect in terms of capacity building and employment of local craftsmen and artisans. The projects have supported the development of restoration skills and techniques and have offered them a job opportunity for the duration of the projects. This was emphasised in both Bhutan and in Nepal where the greatest number of local craftsmen and artisans have been involved in the restoration projects.

Tourism is considered one of the main drivers of economic development in Bosnia and Herzegovina. As a major tourist attraction Vijecnica could make a contribution to economic development, but so far the potential has not be exploited as the building is an empty shell with no public access.

The Patan Museum in Nepal has as its primary target group foreign tourists - and has probably had a positive impact on the local community by attracting foreign tourists, but the project documentation provides little evidence that there is a measurable impact of the Museum. Likewise, there is no evidence that can document the impact of the museum in economic terms on local income, employment, micro-enterprises, etc.

In Bhutan, ADC and the district authorities in Trongsa aim to attract more tourists to the Trongsa area through projects like Ta Dzong, restoration of a traditional bridge and Trongsa Dzong (although this is not the main objective of the project). While the Dzong clearly is an attraction for tourists, there are many structural barriers for tourism in Trongsa – not only at local level (hotel/ restaurant capacity, infrastructure, etc) but also from the macro level (price policies, seasonality, permits, few entry points to Bhutan, etc).

In order to be able to assess the effects on tourism, there is a need for a more holistic plan for the area that links policies and regulations at the macro level with the district level; sets clear targets and indicators; develops a concept for community-based tourism; and identifies potential negative aspects of tourism and how these can be avoided.

8.2   Conservation

In Bhutan, the Trongsa Dzong project has increased awareness among key Bhutanese stakeholders on conservation principles and the value of preserving authenticity. Government stakeholders consider the Trongsa Dzong a showcase that inspires restoration work elsewhere in the country.

In Bhutan there has been a tendency to demolish and rebuild rather uncritically – mainly based on the principle of living monuments i.e. that the functionality is crucial, a viewpoint that collides with principles of conservation and the preservation of authenticity. The major part of the restoration work in the two projects follows conservation principles. In some particular cases it was decided to demolish the structure (Portal building and the Tower of Trongsa), but only after a long discussion and taking into account the fragile conditions of the structure. Thereby, Trongsa Dzong has become a showcase, significantly contributing to developing conservation ethics in Bhutan and inspiring restoration work elsewhere in the country.

In Nepal, ADC saved an important historical building from collapse. Today the building stands, perhaps stronger than ever, and serves as an illustration of how to carry out a high-quality (and high-cost) restoration project. Sound, technical solutions of the restoration works have been replicated in other buildings in the Kathmandu valley. Furthermore, the restoration work of the palace has raised public awareness of the importance of protecting Nepalese cultural heritage. However, opinions among local specialists are split in respect to the decisions taken for the reconstruction of the east wing of the palace with the inclusion of new features in the design. They would have preferred a more traditional way of construction. The evaluation team did not find evidence to support the view that consultation took place to reach an agreeable compromise. However, this falls much in line with the general implementation modality – the "turnkey" approach, which did not build on a close cooperation with the local counterparts on the implementation of the project and the selection of restoration approach.

8.3   Conclusion

Overall, the support to cultural heritage has had a positive effect on the self-esteem, dignity and identity of the local population. Restoring important ancient buildings is an essential element in sustaining cultural values, values and objects which people consider part of their identity. However, in some of the projects, the effect could have been increased if the full potential of the buildings had been realised.

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The effects on empowerment of the target group have been limited. First, because local participation in the design and management of the projects was restricted. Second, because this was not the objective of the cultural heritage projects (at the same time, the involved artisans have in several cases improved their skills and techniques through these projects). In contrast, the projects implemented by NGOs show a stronger impact on empowerment of the target groups as they are based on local participation and local management.

The effects on rights are mainly visible through the projects supported in Guatemala, which have focused on supporting the rights of the indigenous Mayan population. As far as the desk study could conclude, the effects have been positive.

The effects on income, employment, and tourism of the cultural heritage projects are difficult to quantify due to a lack of empirical data. During implementation of the projects, there was an effect on the local employees and local suppliers of building materials, but subsequently there are no data to confirm if there has been a sustained economic impact.

The effect on the development of awareness of cultural heritage in the countries has been positive overall. Both cultural heritage projects in Nepal and Bhutan have highlighted how to carry out a high-quality restoration process - in Nepal, however, without a participatory process of reaching consensus with local experts of whether to include modern features in the design. Likewise, in both countries a sector approach that focused on capacity development at the macro level, formulation of guidelines, stronger involvement of national technicians, etc., would have increased the effect of the projects.

9 Conclusion and recommendations

This chapter presents the overall conclusion of the evaluation followed by conclusions on each of the applied evaluation criteria. Finally, a number of recommendations are presented.

9.1 Overall conclusion

For over more than 15 years, ADC has supported three key cultural heritage projects, which primarily have focused on restoring important historical buildings in Bosnia and Herzegovina, Bhutan, and Nepal. The overall assessment of the relevance of these efforts is positive. Important cultural heritage structures were indeed saved from collapse. Today they stand out as quality examples of good restoration and renovation work.

These cultural heritage projects have also had a positive effect on the population. There have been positive effects on dignity, self-esteem, and the identity of the local population as the projects have ensured the continued existence of buildings and structures that are of significant value to the population.

The empowerment effect of the projects has been insufficient. Likewise, a stronger and more systematic focus on poverty-reduction would have improved the broader socio-economic effects of the projects.

Comparison with the reference projects in the four countries and with good practices in development cooperation (cf., the Paris Declaration, 2005), demonstrates that future cultural heritage projects should focus more explicitly on tackling income and non-income poverty through a more thorough background analysis in order to understand the potential impact on poverty reduction of such projects. In addition, more involvement of stakeholders in the project identification and formulation phase would increase the relevance of the projects to the needs of disadvantaged men and women.

Institutional sustainability of the projects is insufficient and could have been improved by focusing more on local participation and capacity development.

One of the objectives in the Terms of Reference of this Evaluation was the "identification of examples of good practice with regard to working with the cultural context and the process of intercultural communication in partner

countries". On the basis of the overall conclusion, the reference projects run by NGOs are generally the most relevant as they focus more on the cultural context, developing capacity, ownership, gender equality assessments, socio-cultural perspectives, and sustainability.

9.1.1   Relevance

Culture and cultural heritage are often not included in the national priorities of the four countries. Nevertheless, socio-cultural dimensions of development are an important priority in all the countries. The views of the local population confirm the importance of cultural heritage and confirm the importance of socio-cultural issues.

The cultural heritage projects mostly have a technical focus with an unexploited potential to address wider contextual issues (institutional, organisational, socio-cultural, etc.). Relevance in relation to objectives of Austrian visibility is generally high as all the cultural heritage projects serve the purpose of highlighting ADC.

The projects did not maximise opportunities to ensure ownership, enhance socio-cultural relevance, and address capacity-building needs. Likewise, Austrian assistance has generally not integrated socio-cultural dimensions successfully into the project identification, design, planning, and implementation.

With the technical focus being so prominent, the support is not in line with the current approach in providing development assistance that underlines the importance of local ownership, strengthening of national capacities etc.

The evaluation shows that the extent to which socio-cultural dimensions have been taken into consideration is more positive for the reference projects implemented by NGOs compared to the cultural heritage projects.

Improved analysis of cultural issues in the project cycle management is necessary to increase relevance to local needs, effectiveness, and sustainability. However, a full mainstreaming of culture in all project aspects is an ambitious and time-consuming goal that few agencies can fulfil. Nevertheless, enhancing participation of key local stakeholders (men and women) would improve the cultural relevance of the project design, implementation, and outcomes. The Trongsa Dzong project represents a good example of this since the local community was actively engaged in the implementation of the project in spite of a strong technical project focus.

9.1.2   Effectiveness

Overall, the effectiveness of the evaluated cultural heritage projects is mixed. On the positive side, the projects have produced high quality and technically sound restoration work, which is likely to last for many years. In Bosnia, Nepal and Bhutan traditional buildings were restored/stabilised using modern

techniques with respect to the original structures and materials to the extent possible. However, the development of institutional and organisational structures as well as of human resources has been insufficient. Meanwhile, there are positive examples in the Trongsa Dzong and also in the Patan Museum where, for example, artisans have further developed their skills, and in Trongsa Dzong, also local project management.

As the cultural heritage projects suffer from an unsystematic utilisation of the project cycle approach, identification and appraisal processes are unsystematic.

Management of project implementation has generally been effective, but with a heavy involvement of foreign consultants to manage the projects and make decisions concerning implementation. As a result, the ownership of the projects has been less than what could have been achieved with an approach based on a more equal partnership with the countries.

These critical findings contrast with most of the NGO implemented projects, which are based on a partnership approach and significant involvement of the local population and local experts.

Overall, the efficiency of the projects is assessed to be satisfactory but the high dependency on Austrian and foreign expertise should have been avoided through, for example, more involvement of less expensive experts from the region.

9.1.3   Sustainability

The projects and their respective international consultants have focused extensively on delivering the final physical product while paying little attention to the institutional aspects in terms of establishing proper management structures, organisation, maintenance plans, documentation, awareness raising, training, etc. As a result, the projects have achieved technical results of high quality but under-developed institutional results in terms of human resources and organisational capacities. These institutional issues should have been addressed at the project identification and design stage and may threaten sustainability if not addressed.

9.1.4   Effects

Overall, the support to cultural heritage has had a positive effect on the self-esteem, dignity and identity of the local population in the three countries. Restoring important old buildings is an essential element in sustaining cultural values and objects, which people consider as a part of their identity. However, in some of the projects, the effect could have been increased if the full potential of the buildings had been realised.

The effects on the empowerment of the target group have been limited. First, local participation in the design and management of the projects was very limited. Second, this is because this was not the objective of the cultural

heritage projects. Nonetheless, the involved artisans and craftsmen have enjoyed some economic empowerment and learnt new skills and techniques through these projects. However, the non-cultural heritage projects implemented by NGOs show a stronger impact on empowerment of the target groups as they are based on local participation and local management.

As far as the desk study could conclude, positive effects on rights are directly visible through the projects supported in Guatemala, which have focused on development of the rights of the indigenous Mayan population. However, the projects in Nepal and Bhutan can also be viewed in the light of the realisation of the right to the preservation of tangible and intangible cultural heritage.

The effects of the cultural heritage projects on income, employment, and tourism are difficult to quantify due to a lack of evidence. During project implementation there has been an economic effect on the local employees and local suppliers of building materials, but there are no solid data to confirm if there is sustained economic impact.

The effect on the development of awareness of cultural heritage in the countries has been positive. Both cultural heritage projects in Nepal and Bhutan constitute good practice for the technical aspects of restoration. However, both projects would have benefited from inclusive participatory processes in the design and implementation phases. Likewise, in both countries a sector approach that focuses on capacity development at the macro level – including formulation of guidelines, stronger involvement of national technicians, etc., would have increased the effect of the projects.

9.2   Recommendations

The following lists the key recommendations emerging from the evaluation:

Recommendation 1
Clarify ADC's overall approach to culture

Culture is mentioned at the overall policy level (Federal Act) as a key principle and ADC works with several cultural projects at the field level in developing countries. Nevertheless, culture is not dealt with at an organisational and strategic level. It is not mentioned in the Three-Year Programme 2005-2007. It is not covered by the organisational guidelines (except gender) and there are no in-house expertise and procedures dedicated to that field. On this basis, it is recommended that ADC:

- Clarify its approach to culture and development. This includes the approach to culture as a *sector* both in the bilateral ADC support (should culture be a priority area in the next Three Year Programme?) in the support to NGOs and civil society (should culture be a priority area in the NGO strategy?), culture as a *crosscutting issue* (should culture be incorporated in the new organisational manual?) and *cultural exchange* (should ADC give higher priority to twinning arrangements

between cultural institutions in Austrian and developing countries, for example?)

If it is decided to work with culture and development in some of these dimensions, it is recommended that ADC:

- Initiate a consultative process that will lead to the formulation of a strategy for culture and development. The process should include input from ACOs as well as from cultural institutes and NGOs involved in cultural projects supported by ADC. ADC may also obtain inspiration from the cultural strategies already developed by the European Commission and the Scandinavian countries.

- Depending on the outcome of this process and the content of the cultural strategy, revise the Three Year Programme accordingly.

- Establish a focal point within the organisational structure of ADA for culture. The mandate of the focal point will be to oversee and support the implementation of the cultural strategy.

Recommendation 2
Strengthen the inclusion of culture as a crosscutting issue

Culture is a natural part of the country context that will often determine the success or failure of development projects. It is therefore recommended to strengthen the focus on culture as a cross cutting dimension in ADC. To do so, ADC needs to strengthen the awareness and inclusion of cultural aspects in its overall strategies, policy documents, country strategies, and individual programmes. More specifically, it is recommended that ADC:

- Insert a separate section on the importance of the cultural dimension in the revision/formulation of *policy documents*. The section should analyse the relevance of culture and how it may contribute to development objectives in the respective field. In the discussion of the cultural dimension, the documents will also state possible entry points for cultural support – if possible based on concrete ADC experience.

- Insert a separate section on the cultural dimension in the revision- and formulation of *country and regional strategies*. Cultural issues should be a part of the context analyses (ethnicity, religion, gender, societal norms, traditions, social structures, etc.), including outlining how culture will be taken into account of in the country programme.

- Develop concrete tools and procedures for cultural mainstreaming in the new *organisational manual*. The focus should be on strengthening feasibility analyses and appraisal studies of new programme initiatives. It is recommended that ADA, a) streamline TOR for feasibility studies so that a cultural analysis is included, and b) further develop the existing format for "Environmental and Gender Criteria" so that not only gender but the whole cultural field is covered in the screening, and

c) make sure that data concerning beneficiaries be gender-disaggregated and as far as possible take ethnicity into account.

- Strengthen the integration of culture in the preparation phase of *individual projects*. The aim is for project documents to include a section on culture in the context analysis and to reflect how culture is taken into consideration in programme design and in the implementation strategy.

Recommendation 3
Move from project to sector level

It is recommended that bilateral support to culture and cultural heritage is moved "upstream" and focuses on capacity development at the sector level in terms of policies, strategies, legislation, guidelines, etc., instead of focusing on individual projects. Sector support, however, may be combined with concrete activities on the ground, like restoration work, as long as this fits into the overall government priorities, strategies and work plans for the particular sector. The purpose of the sector approach is to strengthen replication effects (i.e. the government should have the capacity to implement similar activities in other locations), sustainability (i.e. the government should have full responsibility from the beginning of the process – the project is not "handed over" after completion), synergies (cross-fertilisation and coordination between the activities within the sector – no project "islands"), and also harmonisation and cooperation with other development cooperation partners (for example in terms of basket funding). More specifically, it is recommended that:

- ADC bilateral support to culture be directed at the sector programme level; the national counterparts formulate such programmes based on broad consultative processes.

Recommendation 4
Strengthen national ownership and capacity development

In line with moving towards a sector approach, it is recommended that ADC strengthen the principles of national ownership in the process of collaboration with national counterparts. In formal terms, national ownership is respected, but there are examples of over-reliance on international experts as well as ADA taking too much ownership of the implementation of concrete programme activities and recruitment of international experts. More specifically, it is recommended that:

- Technical assistance from ADC focus on institutional development at the macro level. In particular cases, i.e. when Austria has a special comparative advantage, it may be supplemented with specific and limited technical inputs. ADC should not provide international experts to take care of overall programme management, unless national experts cannot be found.

- The recruitment procedures for international experts should be streamlined. As a standard procedure, national counterparts should

formulate the need for assistance, content, and profile of the international expert. It is also recommended to announce tenders for technical assistance more widely in the respective geographical regions.

Recommendation 5
Strengthen the poverty orientation of cultural projects/programmes

ADC works with a multi-dimensional approach to development and poverty reduction but this has not been clearly and effectively communicated to the country offices and key partners, with the exception of several projects in the Guatemala portfolio. It is recommended to unfold the poverty concept in key policies and strategies. There is, for example, a tendency in the ADC Three Year Programme, 2005-2007, to present poverty reduction in terms of (marginalized) target groups instead of poverty dimensions (basic needs, income, rights, knowledge, social inclusion, freedom, etc). Because of an increased awareness of the multi-dimensional nature of poverty, the justification for the cultural projects must also be strengthened in terms of the multi-dimensional nature of income and non-income poverty.

In the case of the projects in support of museums, for example, there has been a tendency to rely too much on trickle-down effects from tourism as the poverty reduction parameter. More specifically, it is recommended to:

- Clearly and explicitly, describe how cultural projects benefit men and women living in poverty in terms of social, economic, democratic, and human development indicators. There is need for strengthening access and active involvement of the local population to the heritage sites.

- Develop the links between cultural heritage and tourism. The aim is not only to ensure that communities benefit in economic terms – but also that the possible negative side effects of tourism on local cultures are analysed and prevented as far as possible.

Recommendation 6
Strengthen the rights based perspective

Culture is not only a basic need of the population. It is also a fundamental right. This includes the right to take part in cultural life and freely pursue cultural development, the right to cultural identity, the right to protection of immaterial and material cultural heritage activities as well as other related rights; (rights of women, rights of ethnic and indigenous groups, rights to local participation and rights of association, and political and civil rights).

The purpose of a rights based perspective is not only to strengthen the justification for the cultural projects. It also serves to emphasise the responsibilities of national governments who are responsible for preserving these rights. This is important, for example, in relation to the protection of cultural heritage sites. Finally, local participation is not only a basic human right - it is also a means to strengthen the relevance and impact of the culture and cultural heritage projects. In the ADC cultural projects, there are few references to human rights – with the important exception of the Guatemala

portfolio which specifically aims to strengthen Mayan indigenous peoples' rights, including Mayan women's rights and Mayan children's right to intercultural bilingual education..

It is thus recommended that ADC strengthen the rights perspective in its cultural projects. This would imply:

- ADC country strategies and cultural programmes systematically referring to the relevant human rights conventions – i.e. in terms of the status of ratification and implementation in the respective country (as done in the Guatemala projects). These findings should be taken into account in the design of the programmes.

- The principle of active local participation being further enforced in the design and implementation of the cultural projects – not only as direct involvement in activities but also in terms of consultations and decision- making.

Recommendation 7
Strengthen culture and development cooperation at civil society level

In the countries visited by the evaluation team, the support to culture channelled through Austrian NGOs generally has had a great impact. With limited cost, the NGO projects have been an important catalyst in supporting talented artists and dynamic civil society organisations in their efforts to stimulate discussions to promote cultural freedom and openness. Through this work, a wealth of best practices has been developed at the small-scale level, which may be used in larger programmes. At the same time, the cultural projects have served to establish a dialogue with Austria and promoting Austria in these developing countries. Yet, culture is not mentioned explicitly in the ADC strategy for NGO cooperation.

- It is recommended that ADC undertakes a review of the role and scope of culture in its NGO assistance and the development impact generated through the support to culture.

- If the assessment of culture in the NGO projects is positive, that ADC establishes culture as a priority area in the NGO strategy.

Recommendation 8
Strengthen cultural exchange and capacity development through twinning arrangements

There are positive examples of collaboration between cultural institutes in Austria and in developing countries, but these are sporadic and the area could be much further explored. The aim would be long-term partnerships or twinning arrangements that could have three effects: 1) They could support capacity building in the South, 2) They could generate dialogue, mutual inspiration and learning, and 3) They could mobilise relevant resources and create an interest and commitment among the Austrian culture institutes for development issues.

- It is recommended that ADC facilitate and support partnership projects between Austrian culture institutions and similar institutions in developing countries.

Appendix 1: Terms of Reference

Appendix 2: Evaluation framework

Thematic Evaluation: The Relevance of Culture and Cultural Heritage in ADC

Evaluation criteria	Key issues	Questions	Data source	Information collection
Relevance	Overall strategy and approach	- What are the overall objectives, principles and strategies of ADA and MOFA? - What are the elements of "culture" in ADA programmes? (in accordance with the presented "concept of culture"?) - What is the role of culture, cultural sensitivity and cultural cooperation in ADC? (Country programming; Local programme and project) To what extent is ADC's perception of culture and cultural support relevant to the current international dialogue on "culture and development"? - To what extent is ADC's cultural perception and practical support relevant to the aid effectiveness agenda (donor harmonisation and alignment with partner countries' priorities) increasing importance of policy dialogue?	- Austrian development cooperation act - Three-year programme - Sector policies/guidelines - Country programmes - Project documentation - ADA HQs staff - ADA country staff	- Document review - Individual interviews
	cultural heritage (and other cultural cooperation) in ADA / partner country	- Are cultural heritage projects connected with the goals of ADA - particularly poverty reduction? if so, how? - What role do the cultural heritage monuments play for the country (economic, social, cultural/symbolic) and the target population? - Do the monuments play a specific political/ideological or economic/commercial role? Empowerment role? Conflict preventing/ settling role? - Is the target population identified and have they participated in the selection process? - Have local traditions for decision making been considered? - How are the needs/priorities for cultural heritage projects identified? (government, target	- ADA country staff - Project documentation - Partner country stakeholders (government and civil society) - local population and target group	- Individual interviews - Document review - Focus group discussion

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Evaluation criteria	Key issues	Questions	Data source	Information collection
		population) - Have government responsibilities to protect cultural heritage been considered and integrated as a part of the support? - Visibility: Is there a linkage between the cultural heritage projects and the perception/visibility of ADC in the partner country and in Austria? Have Austrian knowledge and expertise been used? (contacts established)?. If so, what is their comparative advantage?		
	The role of culture in non-cultural projects	- To what extent has cross-cutting issues been taken into account as key dimensions in designing and implementing the project? - Has cultural activities been used either as a tool for education / awareness raising or as a platform for e.g. reflection on identity, stimulation of creativity, etc.?		
Effective-ness	Achievement of objectives	- To what extent have objectives set been achieved? - What has been the added value of the assistance? (i.e. what would have happened if no support were given?) - Are culture-sensitive projects more effective in reaching their objectives than culture-blind projects? If so, how?	- Project documentation (evaluations) - ADA country staff - Partner country stakeholders (government and civil society	- Individual interviews - Document review
	Project management Coherence/ Co-ordination/	- Have the implementation of the intervention been managed cost-efficiently (incl. back-stopping)? - Have human resources been appropriate to support the effectiveness of project implementation?	- ADA country and project staff - HQs MoFA staff - Development partners	- Individual interviews - Document review

Evaluation criteria	Key issues	Questions	Data source	Information collection
	Collaboration	- Are ADA staff trained and qualified within intercultural understanding and communication? - Have the project operation been coordinated with programmes and structures of ADC (Foreign Ministry + cultural relations with Austria) or other donors (what links exists?)? - Status of M&E routines of projects/programmes; is evaluation used to improve projects/programmes? Are results being publicized? - How are activities coordinated with local development partners? - What is the dialogue and "atmosphere" of collaboration like? - To what extent is information about the project transparent and communicated to the stakeholders? - How is ADA responsiveness to stakeholder inquiries?	(government, donors) - Project documentation - Local project staff and partner staff	
	Culture as cross-cutting issue	- Has "culture" been take into account (ethnicity, religion, gender, social values, traditions and structures, local knowledge) - Have local and traditional know-how and capacity been used? ("traditional and modern" experts, artists, scientists, universities, etc.) - To what extent do Austrian NGOs / firms integrate the cultural dimension/cross cultural communication in their activities? - Have cross-cutting issues (gender, environment, conflict/peace, human rights, democracy) been taken into account during implementation of the project? If so, how? - Have indicators or other quality criteria been used to monitor culture/cross-cutting issues?	- ADA country staff - Austrian NGOs / firms - Partner country stakeholders (government, civil society) - Project documentation - Local ADA country staff	- Document review - Individual interviews

Evaluation criteria	Key issues	Questions	Data source	Information collection
Sustaina-bility	Institutional / financial arrangements	- Will the institutional structures remain after the completion of the project? - Public access and users of the facilities? - Management arrangements? - Plans for taking over maintenance costs? Sources of self-financing, subsides, user-fees, etc.? - What measures have been employed to build and preserve local personal / institutional knowledge (archives?) - Have local staff be sufficiently trained to take over responsibilities?	- Local ADA country and project staff - Local authorities - Project documentation/ evaluation	- Desk study - Individual interviews
	Technology	- Is the technology appropriate for local needs and circumstances (socially and culturally acceptable?)? - Have stakeholders/beneficiaries participated/been consulted in the choice of technology? - Have town and area planning been considered / integrated? - What is the quality of the physical work/craftsmanship and is there compliance with agreed quality standards?	- Local authorities - Local population - Project documentation/ evaluation	- Individual interviews
	Socio-cultural aspects	- Are the results of the interventions socially and culturally appropriate? (e.g. influence on educational institutions)	- Local ADA and project staff - Local population - Project documentation/ evaluation	- Individual interviews
	Cultural cooperation	- How have links to Austria been sustained? (networks, cultural exchange)	- Local ADA country staff	- Individual interviews

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Evaluation criteria	Key issues	Questions	Data source	Information collection
			- Local authorities	
Effects	Cultural sensitivity/culture as cross-cutting issue	- Examples of good practice and bad practice (causality, effects) - Examples of the usage of ethnicity, religion, gender, social values, traditions, and structures and local knowledge - Effect on poverty reduction: is there evidence of resources being strengthened (human, social/political and/or material) and indications of empowerment?	- Local ADA country staff	- Individual interviews - Focus groups
	Cultural heritage	- What are the effects of cultural heritage preservation on the local population?, Poverty reduction/material and non material resources? Knowledge, creativity, social debate, social capital, participation, income, employment, tourism, small/micro enterprises, creative industry? - What type of indicators is used to measure the results? Are they appropriate? - Has the preservation of historical sites contributed to capacity development in terms of planning, management, organisation and physical maintenance? - Has the restoration boosted local cultural practitioners, for example by serving as exhibition halls, performing arts venues, places to exercise literary tradition or enhancing local craftsmanship? - Does the government fulfil its obligation to protect World Cultural Heritage (Nepal) and Immaterial Cultural Heritage (Guatemala)? What about Bhutan?	- Local authorities - Local pop.	- Individual interviews - Focus groups
	Cultural heritage and human development	- In which ways has the preservation of historical sites contributed to stimulate creativity and to form psychological well-being (identity, self-esteem, dignity, self-confidence)? - Did it contribute to capacity development in terms of planning, management, organisation		

Evaluation criteria	Key issues	Questions	Data source	Information collection
		and physical maintenance? - Are the historical sites used for learning purposes, for example by organising visits for school children?		
	Cultural heritage and social development	- Has the preservation of historical sites supported the development of group identity, coherence, common symbols and sense of community/solidarity? Has the restoration furthered the development of social networks? - Have the historical sites contributed in any way to reconciliation or peace-building?		
	Cultural heritage and Economic development	- Has the preservation of historical sites contributed to income generation and job-creation for the local community, for example from tourism? - Has the preservation of historical buildings made a contribution to the development of local culture, for example by serving as venues for visual, performing, and/or literary arts or by employing local artisans/craftsmen?		

	Democratic development	- Has the project generated:
		
		  - protection of physical and intangible heritage, promoted freedom of expression and the right to cultural diversity?
		
		  - support to indigenous peoples contributed to the fulfilment of their rights?
		
		  - discussion among cultural grassroots and community based organisations?
		
		  - organisation of groups and networks at the civil society level?
		
		  - non-governmental organisations and ethnic groups in claiming their rights vis-à-vis
			- Local ADA country staff
			
			- Local authorities
			
			-Local population
			
			- national NGOs
				- Individual interviews
				
				- Focus groups

Evaluation criteria	Key issues	Questions	Data source	Information collection
		the authorities?		
		- an increased public understanding and recognition of the NGOs and their culture heritage work in terms of role, legitimacy and mandate?		
		- Has the project raised the public awareness of the importance of preservation and conservation?		
		- Are the historical sites used for learning purposes, for example by organising visits for school children?		
	Unintentional side-effects	- Have any groups suffered / taken advantages from unintentional side-effects? - Commercial use of cultural heritage >> expropriation of the original owners?	- Local ADA country staff - Local authorities	- Individual interviews
Responsiv eness	Participation Ownership Empowerment	- What has been the role of partners, target group and key stakeholders in the design, implementation and monitoring of the project and how is ADA's responsiveness to their priorities and demands? - To what extent is information about the project transparent and substantial in terms of advances, strategic considerations, and immediate goals and work plans (etc.) and how is the ADA feedback to stakeholder inquiries? - What is the degree of autonomy for the local partners in the implementation and daily management of the project and to what extent are they involved in the overall decisions? - To what extent are the knowledge, experience and skills of local partners and key stakeholders taken into account by ADA in the preparation and implementation of core activities?		

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Evaluation criteria	Key issues	Questions	Data source	Information collection
	Intercultural understanding and collaboration	- To which degree do the projects make use of intercultural communication/ networking / exchange of culture and knowledge? If so, how? (within the partner country, South and South /region, North and South)?	- Project documentation - Partner country stakeholders	- Individual interviews - Doc. review

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Appendix 3: Summary of cultural heritage and reference projects

Cultural heritage projects

Trongsa Dzong Rehabilitation / Bhutan
The Trongza Dzong is a fortified monastery in central Bhutan with political, cultural and architectural importance, and the ancestral seat of the Royal Family. Austria has supported restoration since 1994 and the project was completed in 2004. The cultural cooperation with Bhutan has been subject to strict regulations, because the Bhutanese government has a firm policy and clear guidelines for this field. Bhutan did not accept the status of World Cultural Heritage Site for Trongsa Dzong, as this would have lead to the creation of a "museum" rather than a "living" cultural heritage. The local administration of the Monastery and the 250 monks living in the Dzong are the main beneficiaries of the project.

Patan Darbar Museum / Nepal
In 1975 a "Master Plan for the Conservation of the Cultural Heritage in the Kathmandu Valley" was elaborated as a blueprint for the government's efforts in cultural heritage conservation. As a part of the Master Plan process, the Patan Darbar Square was nominated as UNESCO world heritage site and the Austrian government decided to take the lead and contribute to the conservation and restoration of the most damaged part of the palace in Patan (the Keshav Narayan Chowk) which was at risk of collapsing. The project started in 1982 and was completed 1997. In close cooperation between the Department of Archaeology (DoA) and the Austria's Institute of International Cooperation (IIZ) over the years the scope of the project was widened from mere renovation of the palace to its conversion into the Patan Museum.

National Library in Sarajevo / Bosnia and Herzegovina
The ADC supported the reconstruction of the National Library of Sarajevo (previously the City Hall), which since 1949 housed the National and University Library of Bosnia and Herzegovina. The building has been an important symbol of the peaceful coexistence of different cultures and ethnicities and was therefore one of the first targets of Serbian attacks on the city. After the war, Austria was the first country to support reconstruction and later the European Union granted additional funds. Apart from stabilisation of the building to prevent a complete collapse, actual reconstruction and further development as originally envisaged were never completed. Today the building is an empty shell and is only occasionally used for exhibitions, concerts and other cultural events.

Reference projects

Rural Electrification / Bhutan
Austria, together with a number of other donors, supports the Government's National Programme for Rural Electrification. Through a targeted approach, clusters of households in remote areas are being linked to the power grid. These households would otherwise be difficult to reach due to the Government's limited financial resources and the high costs of service delivery to isolated and highly disbursed settlements.

Tourism Master Plan / Bhutan
ADC provides Technical Assistance to the Ministry of Trade and Industry to develop a tourism policy and master plan, and relevant tourism legislation and guidelines for tourism development. The Technical Assistance comprises a variety of activities such as support to carry out a tourism inventory, develop marketing strategies, product development, collect tourism statistics, and conduct on the job training.

Cultural Cooperation Component A / Nepal
The project seeks to promote and contribute to ensuring the continuation of traditional cultures, both popular culture and fine arts, and to preserve endangered cultural heritage for future generations. The component involves a variety of support areas such as: (i) Promotion of local NGOs and inter-cultural contacts to strengthen civil society; (ii) Culture production comprising books, music, theatre, film, painting, photography etc.; (iii) Research and training/education and documentation of project work; (iv) Information dissemination in Nepal on Austrian development co-operation and Eco Himal; and (v) Information services for Austria on Nepal. The project is implemented by the Austrian NGO Eco Himal.

Rolwaling Tourism Development / Nepal
This is a combined eco-tourism and rural development project in the hills of the Rolwaling region. The project aims at generating new jobs and other economic benefits through soft tourism that has been designed to promote the conservation of the environment and the cultural heritage. The first phase gives priority to the development of basic infrastructure such as drinking water supply, the construction of compost toilets and the improvement of trails and bridges. The second step aims at creating a tourism infrastructure (lodges, campgrounds, etc.) and at preparing the villagers for eco-tourism management. The project is implemented by the Austrian NGO Eco Himal.

EcoNet IIB - Introduction of Training Firms in Vocational Schools / Bosnia and Herzegovina
This regional project is implemented through the Austrian NGO KulturKontakt. A network of training firms is being established to enable the students of vocational training schools to experience real workplace situations and processes and to develop key qualifications such as ability to work in teams, achievement orientation, flexibility, conflict resolution competencies, inter-cultural sensitivity etc. The objective of the support is to contribute to increase the countries' competitiveness by developing human resources, democratic structures and inter-ethnic communication and in the longer run to develop the preconditions for European integration.

Psycho-social Counselling Centres / Bosnia and Herzegovina
The project supports the psycho-social recovery of traumatised children and the current follow-up phase primarily aims at further development, institutionalisation and local embodiment of the established Centres in the local communities. The project also aims at strengthening the voluntary work in the communities. The project is implemented by the Bosnian NGO Osmijeh and its Slovenia based regional partner NGO Foundation Together.

Guatemala desk study projects

For the Guatemala study projects were pre-selected that preserve and promote intangible cultural heritage of the indigenous peoples and support rural development including land rights for indigenous peoples, economic initiatives, bilingual education, legal counselling, and water supply. They include the following:

- Rural Development in the Western Highlands, Project no. 1080-00, 2003-2006;

- Legal and administrative support programme for the indigenous population, project no. 1540-02, 2004-2007;

- Promotion of the legal rights of the indigenous population in the Western Highlands, project no. 2151, 2000-2002.

- Water supply in Xelaugua.