United Nations
Educational, Scientific and
Cultural Organization

Harmonizing Actions to Reduce Risks for Cultural Heritage in Asia and the Pacific

Conference Report

thinkCITY
REJUVENATING THE CITY TOGETHER

Published in 2016 by the United Nations Educational, Scientific and Cultural Organization
7, place de Fontenoy, 75352 Paris 07 SP, France

and

UNESCO Bangkok Office

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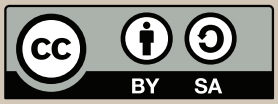

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UNESCO Conference Secretariat: Giovanni Boccardi, Moe Chiba, Timothy Curtis, Montira Horayangura Unakul, Juan Camilo Gaviria Betancur and Korapat Praputum

Edited by: Montira Horayangura Unakul and Juan Camilo Gaviria Betancur
Report Compiled by: Anaïs Mattez
Designed by: Montakarn Suvanatap Kittipaisalsilp

Cover photo: Kasthamandap, Nepal, after major earthquake on April 25, 2015.
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TH/CLT/16/013

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Cultural Organization

Harmonizing Actions to Reduce Risks for Cultural Heritage in Asia and the Pacific

Conference Report

7-9 December 2015
Penang, Malaysia

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Foreword

Across the Asia-Pacific region, cultural heritage continues to be subjected to a wide range of risks. Natural hazards and man-made threats such as armed conflict leave tangible and intangible heritage in jeopardy. World Heritage properties are not excluded. When cultural properties lack risk planning, they remain vulnerable to direct damage in addition to compromising sustainable development. Therefore, preparedness for disaster risk is a priority that needs to be addressed urgently.

The United Nations Educational, Scientific and Cultural Organization (UNESCO) foresees that building resilience is not a simple possibility but rather an imperative. For a region with such high risks threatening cultural heritage, it is necessary to ensure appropriate measures in order to prepare for, respond to and recover from disasters. Preparedness should be reflected in cultural heritage policies and practices. The World Heritage Committee has already flagged the importance of including disaster risk reduction measures as part of the sustainable management of sites. But from an operational point of view, various measures remain to be undertaken. Similarly, the resilience of other immovable and movable cultural heritage as well as intangible cultural heritage needs to be strengthened in the context of disaster risk reduction. The role of cultural heritage should be acknowledged in contributing to disaster preparedness and response.

The Regional Conference on Harmonizing Actions to Reduce Risks for Cultural Heritage in Asia and the Pacific, held in Penang Malaysia, 7-9 December 2015, was organized by UNESCO and generously hosted by ThinkCity. Specialists from diverse academic backgrounds and organizations, from the cultural heritage sector and from the disaster risk management sector, gathered to share experience on disaster risk reduction in the region and around the world. The Conference marked an important milestone in providing a cross-sectoral platform to strengthen the protection of cultural heritage in the region, particularly within the context of the Sendai Framework for Disaster Risk Reduction 2015-2030.

The present Report brings together the experiences and outcomes from the Conference and underscores the commitment of UNESCO in ensuring more effective risk reduction for cultural heritage in the Asia-Pacific region. In addition, it highlights key priorities for pro-active risk reduction. Finally, it enhances cross-linkages in order to mainstream and emphasize the importance of culture in the framework of disaster risk reduction.

Gwang-Jo Kim
Director
UNESCO Bangkok

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THE AGE OF CITIES:
GEORGE TOWN IN THE
GLOBAL CONTEXT

Nepal

MALAYSIA
Cambodia

Concept Note

Conference objectives

The Conference built upon the momentum of the Third UN Disaster Risk Reduction Conference in Sendai, Japan in March 2015. The specific aims of the conference were as follows:

- Raise awareness within the disaster, humanitarian and development agencies of the importance of protecting cultural heritage in the context of risks from disasters and armed conflicts
- Take stock and showcase existing and emerging best practices and standards for enhancing resilience for immovable and movable cultural heritage in the context of disasters and armed conflicts
- Provide a platform to identify current obstacles and important priorities for the integration of culture and heritage into regional initiatives and institutional frameworks for managing risks from disasters and conflicts, including in post-conflict situations
- Promote partnerships at the national level among heritage agencies and disaster/humanitarian response agencies and at the regional and international level among key disaster management, humanitarian and development partners, with a view to strengthening future technical capacity within the region as well as for mobilizing resources for future action.

Through exchange among the participants, the conference resulted in proposals for actions on the following issues, within the context of the *Sendai Framework for Disaster Risk Reduction 2015-2030*:

- Understanding disaster risks
- Strengthening disaster risk governance
- Investing in disaster risk reduction for resilience
- Enhancing disaster preparedness for effective response and to "Build Back Better" in recovery and rehabilitation

The conference also provided a platform to raise awareness and advocate the adoption and implementation of the UNESCO conventions relating to the protection of cultural property and sites, namely: the 1954 Convention for the Protection of Cultural Property in the Event of Armed Conflict and its First and Second Protocols, the 1970 Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property and the 1972 Convention concerning the Protection of the World Cultural and Natural Heritage.

Conference participants

The conference was attended by over 110 participants, from over 20 countries represented with a high risk profile, showcasing existing and emerging best practices and standards for enhancing resilience for immovable and movable cultural heritage in the context of disasters and armed conflicts. Most of the country delegations included a senior representative from the Culture agency and the Disaster Management agency. Many UNESCO Field Offices in the Asia-Pacific region also participated, some of whom are actively involved in Disaster Risk Management (DRM) for cultural heritage in various ways ranging from development of DRM plans for World Heritage sites (such as Viet Nam) or responding to disasters affecting World Heritage sites (such as Nepal).

At the regional and international level, invited agencies included:

- Asian Disaster Preparedness Centre (ADPC)
- International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM)
- International Council on Monuments and Sites - International Scientific Committee on Risk Preparedness (ICOMOS–ICORP)
- International Federation of Red Cross and Red Crescent Societies (IFRC)
- SEAMEO-SPAFA
- United Nations Development Programme (UNDP)
- United Nations International Strategy for Disaster Reduction (UNISDR)

Conference venue

The conference was at Hotel Jen in Penang, Malaysia, which is part of the "Melaka and George Town, Historic Cities of the Straits of Malacca" property inscribed on the World Heritage List in 2008. The host partner institution was ThinkCity. Established in 2009, ThinkCity is a community-based urban rejuvenation organization that seeks to increase the wellbeing of communities by creating more sustainable and liveable cities.

Agenda

Sunday, 6 December 2015	
15.00 – 17.00	Registration
19:00 – 21.30	Welcome Dinner at Cheah Khongsi *Hosted by HE Lim Guan Eng, Chief Minister of Penang*

Monday, 7 December 2015	
08.00 – 09.30	Registration
09.30 – 10.30	**Opening Ceremony**
	Welcome remarks *by Laurence Loh, Director of Think City*
	Opening remarks *by Vibeke Jensen, Director, UNESCO Islamabad*
	Congratulatory remarks *by HE Lim Guan Eng, Chief Minister of Penang*
	Photo session
10.30 – 11.00	Tea/coffee break
11.00 – 12.30	**Session I: Keynotes**
	• **Keynote 1: Heritage at risk: Spotlight on 2015 Nepal earthquakes** *by Bhesh Narayan Dahal & Suresh Suras Shresta, Department of Archaeology, Nepal* • **Keynote 2: Understanding disasters and culture to protect heritage: what can and cannot be done, and who should do it?** *by Terry Cannon, Research Fellow, Institute of Development Studies*
12:30 – 13:30	Lunch
13.30 – 14.15	**Session II: Heritage Under Attack**
	Overview presentation *by Giovanni Boccardi, Chief, Emergency Preparedness and Response Unit, UNESCO* • International statutory frameworks for heritage protection • Protecting heritage in conflict situations and from deliberate destruction • Post-conflict responses including immediate and long-term issues
14.15 – 14.30	Questions and answers
14.30 – 15.00	Tea/coffee break
15.00 – 16.00	**Case study presentations** • Case study 1: Afghanistan cultural heritage in danger: protecting heritage in conflict situations *by HE Musaddiq Khalili, Deputy Minister of Information & Culture, Afghanistan* • Case study 2: Sri Lanka: protecting heritage in conflict situations *by Gamini Wijesuriya, Project Manager, Sites Unit, ICCROM*
16.00 – 17.00	**Moderated open discussion among country and agency representatives** *Moderator: Masanori Nagaoka, UNESCO Kabul*
17.00	Conclusion of Day 1
18.00 – 19.00	Dinner

Tuesday, 8 December 2015	
09.00 - 10.15	**Session III: Heritage and disaster risk reduction**
	Overview presentations • Brief introduction: disasters and cultural heritage *by Giovanni Boccardi, UNESCO* • Recap of the Sendai Framework and follow up *by Hang Thi Than Pham, Programme Officer, UNISDR Asia-Pacific Secretariat* • Application of the Sendai Framework for cultural heritage *by Aparna Tandon, Coordinator of the DRM Programme, ICCROM*
10.15– 10.30	Tea/coffee break
10.30– 11.30	**Case study presentations** • Case study 1: Japan: Integrating heritage into national disaster management plans and policies *by Kumiko Shimotsuma, Senior Specialist for Cultural Properties, Agency for Cultural Affairs* • Case study 2: Integrating disaster risk reduction into World Heritage sites management plans and policies *by Rohit Jigyasu, President, ICOMOS International Scientific Committee on Risk Preparedness*
11.30– 12.30	**Moderated open discussion among country and agency representatives** *Moderator: Moe Chiba, UNESCO New Delhi*
12:30– 13:30	Lunch
13.30 – 17.00	**Session IV: Parallel working sessions** **Facilitating practical responses for protecting heritage at risk**
	Each group to identify: 1. challenges and opportunities facing the heritage and disaster/humanitarian sectors within the Asia-Pacific region 2. proposals for action at national and/or regional level with a view to operationalizing the Sendai Framework for the cultural heritage sector and related recommendations 3. assistance needed from UNESCO and other partners
	Group 1: Understanding disaster risks *Moderators:* • *Hang Thi Than Pham, UNISDR* • *Aparna Tandon, ICCROM* *Facilitator: Philippe Delanghe, UNESCO Phnom Penh*
	Group 2: Strengthening disaster risk governance to manage disaster risk *Moderators:* • *Sanny Jegillos, UNDP Senior Advisor on Disaster Risk Reduction and Recovery, Resilient and Sustainable Development* • *Gamini Wijesuriya, ICCROM* *Facilitator: Hanh Duong Bich, UNESCO Hanoi*

	Group 3: Investing in disaster reduction for resilience *Moderators:* • *Matthew Sarsycki, Urban Planning Officer, Resilient Cities and Urban Risk Management, Asian Disaster Preparedness Centre (ADPC)* • *Giovanni Boccardi, UNESCO* *Facilitator: Akatsuki Takahashi, UNESCO Apia*
	Group 4: Enhancing disaster preparedness for effective response, and to "Build Back Better" in recovery, rehabilitation and reconstruction. *Moderators:* • *Rohit Jigyasu, ICOMOS-ICORP* • *Nelson Castano, Head of Disaster Management for Asia-Pacific, International Federation of Red Cross (IFRC)* *Facilitator: Nipuna Shrestha, UNESCO Kathmandu*
17.00	**Conclusion of Day 2**
18.00 – 19.00	Dinner

Wednesday, 9 December 2015	
9.00- 10.00	**Session V: Concluding session** Presentation of proposals for action from working groups and draft conference outcome document
10.00 – 10.30	Tea/coffee break
10.30 – 12.00	**Round-table discussion: Strengthening partnerships to implement proposals for action** Discussants: UNESCO, ICCROM, ICOMOS-ICORP, SEAMEO SPAFA, ADPC, UNDP, UNISDR *Moderators:* • *Jayakumar Ramasamy, UNESCO Bangkok* • *Gamini Wijesuriya, ICCROM*
12.00 – 12.30	**Summary and validation of conference outcomes**
	Vote of thanks
	Closing remarks
12.30 – 13.30	Lunch
15:30	Pick up in lobby for walking tour
16.00 - 18.00	Journey of Harmony Walking Tour
14.00 - 17.00	**Training in Post-Disaster Needs Assessment** (for UNESCO staff only)
19.00 – 21.00	Closing Dinner at Hainan Hotel
	Departure of participants

Thursday, 10 December 2015	
	Departure of participants
09.00- 17.00	**George Town & Melaka WHS Consultation Session** (by invitation only)

Final Outcome Document

For the UNESCO Regional Conference on Harmonizing Actions to Reduce Risks for Cultural Heritage in Asia and the Pacific

7-9 December 2015
Penang, Malaysia

We, the participants gathered in Penang, Malaysia, on the occasion of the UNESCO Regional Conference "Harmonizing Actions to Reduce Risks for Cultural Heritage in Asia and the Pacific" (7-9 December 2015), organized in collaboration with UNISDR, wish to express our gratitude and acknowledge the generous hospitality of the State of Penang and of ThinkCity in providing a forum to reflect on measures to strengthen the safeguarding of heritage from the impact of conflicts and disasters and enhance the contribution that heritage can make to the resilience of communities. We especially recognize the efforts and achievements made by the State of Penang, its people, and all local and international agencies, to conserve its heritage, root its development in the spirit of the place and foster the wellbeing of residents and visitors alike by protecting the diversity and qualities of the town's urban fabric and enduring cultural traditions.

We recall some of the most relevant policy documents adopted in recent years, including the Strategy for Disaster Risk Reduction at World Heritage Properties (UNESCO, 2007); the Hangzhou Declaration "Placing Culture at the Heart of Sustainable Development Policies" (Hangzhou, 2013); the Recommendations of the International Expert Meeting on Cultural Heritage and Disaster Resilient Communities (Tokyo, 2015); the Sendai Framework on Disaster Risk Reduction (Sendai, 2015); the Bonn Declaration (Bonn, 2015); the 2030 Agenda for Sustainable Development (UNGA, 2015); and the Strategy on the Reinforcement of UNESCO's action for the protection of culture and the promotion of cultural pluralism in the event of armed conflict (UNESCO, 2015), among others.

We are aware of the risks affecting this region in particular, one of the most exposed to natural hazards and vulnerable to disasters, including due to the effects of massive urbanization and climate change. We are also aware of the risks related to human-induced hazards, including the possibility of conflicts, and of their potential impact on heritage.

We consider that in the face of increasing disaster risks, the impact of climate change and the threats posed by conflicts around the world, the countries of the region should recognize that heritage represents both an asset to be protected and a resource to strengthen the ability of communities and their properties to resist, absorb and recover from the effects of a natural or human made hazard.

We are convinced, in this regard, that the appropriate conservation of the historic and natural environment, including cultural landscapes, and the safeguarding of relevant traditional knowledge, values and practices, in synergy with other scientific knowledge, enhances the resilience of communities to disasters and climate change, including by fostering their social cohesion, self-esteem, and confidence in the future.

We also emphasize how, in the context of globalization, and in the face of the identity challenges and tensions it can create, intercultural dialogue and the recognition of and respect for cultural diversity can forge more inclusive, stable and peaceful societies.

We acknowledge the urgent need to strengthen the preparedness of the heritage of our region, both tangible and intangible, to disasters and conflict, and to harness its significant potential for contributing to the resilience of our communities, as part of the overall strategies of our countries to reduce disaster risks and through the implementation of the relevant UNESCO Conventions.

We recall, in this regard, that the basic principles for a good management of disaster risks for heritage are the same of good conservation since, ultimately, both aim at ensuring its long-term resilience, and that therefore disaster risk assessments and risk mitigation through continuous maintenance, monitoring and preparedness must be integral part of normal management practices.

We recognize the need to strengthen the integration between the Culture sector and the Disaster Risk Management sector. To this end, and with reference to the four priority areas defined within the *Sendai Framework for Disaster Risk Reduction 2015-2030*, we consider that the following targets should be achieved at national and local levels, with support from partners through regional and global cooperation:

Priority Action 1 – Understanding disaster risk

I. Strengthened data collection, documentation and methodologies to assess and valuate damage and losses to heritage, both tangible and intangible, to contribute to the monitoring of the global targets of the Sendai Framework;

II. Listed heritage assets and cultural repositories (including sites and protected areas, museums, archives, libraries, etc.) have conducted multi-hazard risk assessments and methodologies are developed to assess risks to intangible cultural heritage;

III. Strengthened information management which will include:

(i) well-defined information needs (for both cultural heritage and hazard, vulnerability and risk);

(ii) complete inventories and appropriate documentation of all heritage assets, including immovable heritage, artefacts and collections and intangible cultural heritage, both digitalized and hard-copies through standardized formats;

(iii) backup copies of data stored in safe locations including in other relevant agencies (civil protection, military);

(iv) open source software, applications and data;

(v) effective management systems, including training as appropriate, and

(vi) accessibility to data and information with clarity on what is available in public domain and mechanisms to ensure data security;

IV. Enhanced research on relevant local knowledge, traditional techniques and skills that can be integrated in disaster risk reduction (DRR) strategies and plans for heritage and in general, in combination with modern science as appropriate.

Priority Action 2 - Strengthening disaster risk governance

I. A significantly increased rate of ratification and actual implementation, in the region, of the relevant UNESCO cultural Conventions, particularly of the *1954 Convention for the Protection of Cultural Property in the Event of Armed Conflict* and its two Protocols (1954 and 1999), of the *1970 Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property,* the *1972 Convention concerning the Protection of the World Cultural and Natural Heritage* and of the *1995 UNIDROIT Convention*;

II. A strengthened legal and institutional framework which will facilitate addressing DRR issues for the heritage sector, clarify the roles and responsibilities of concerned institutions and stakeholders;

III. National platforms for DRR to systematically involve all relevant stakeholders including representatives of the cultural heritage and education sectors;

IV. Empowered local authorities and stakeholders through the establishment of appropriate coordination mechanisms at local level, such as local platforms for DRR, with improved communication protocols, adequate resources allocated as well as the necessary tools and trainings provided to address disaster and conflict related risks to cultural heritage;

V. Inclusion of communities and the most vulnerable populations in planning and implementing risk management strategies to avoid and/or reduce losses and damage to heritage;

VI. Global concerns and frameworks (e.g. Sendai Framework, Agenda 2030, COP 21, and the forthcoming Habitat III) harmonized within relevant national policies including consideration for heritage, and ongoing DRR opportunities (e.g. Nepal) utilized in strengthening the existing governance system at local levels.

Priority Action 3 – Investing in disaster risk reduction for resilience

I. World Heritage properties, historic urban areas, heritage sites and cultural repositories (e.g. museums, libraries, archives, etc.) have established and actually implement disaster risk management plans with adequate resources and in coordination with other relevant agencies as part of overall DRR plans;

II. Increased awareness and strengthened capacity of all relevant audiences in the value of cultural heritage and the importance to include consideration for heritage in national and local policies and plans for DRR, including through fiscal incentives and risk-transfer mechanisms;

III. Master plans, land-use plans, building codes and other regulatory mechanisms integrate consideration for heritage and are informed by relevant traditional knowledge;

IV. Public-private partnerships established – including government at national and local levels, civil society associations, lending institutions, academics and expert institutions (such as national Blue Shield Committees) – for the strengthening of the protection of heritage from disasters and conflicts, and the harnessing of the potential of heritage to contribute to resilience in general;

V. The resilience to disasters and conflict of World Heritage properties, historic urban areas, heritage sites, protected areas and cultural repositories (e.g. museums, libraries, archives, etc.) is strengthened through appropriate structural measures, which do not have any adverse impact on their cultural and natural heritage value, integrity and authenticity as appropriate;

Priority Action 4 - Enhancing disaster preparedness for effective response and to "Build Back Better" in recovery and rehabilitation

I. Effective communication and coordination protocols are established among heritage managers and external humanitarian and civil defence agencies for effective response during emergency situations at heritage sites and cultural repositories;

II. Information sharing platforms developed at regional level, which will include relevant materials, technology, past experiences from the region for effective and sustainable recovery of cultural heritage from disasters and conflicts;

III. Existing tools adapted and new tools developed, as appropriate, such as digital applications and software to document and assess damage to cultural heritage sites in emergency situations, adequate training provided for potential users and protocols established to regulate their use;

IV. Innovative technology for recovery and rehabilitation of cultural heritage from disasters and conflicts is developed, drawing upon relevant traditional knowledge and skills in combination with contemporary science and giving adequate consideration to the need to retain its cultural value, integrity and authenticity as appropriate.

Opening Remarks

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Welcome Remarks by

Laurence Loh, Director of ThinkCity

Dear guest of honour,
Directors and representatives,
Speakers,
Delegates and participants,
Distinguished ladies and gentlemen,

On behalf of ThinkCity, it is my privilege to welcome each and every one of you to Penang.

First of all, thank you to UNESCO for choosing Penang as a place for the venue to hold this regional conference. Penang is Malaysia's first cultural World Heritage site, jointly inscribed with Melaka. Our historic city has had a very long association with UNESCO through many cultural conservation activities and programmes going twenty years back.

In 1998, Richard Engelhardt, then UNESCO Regional Advisor for Culture at UNESCO Bangkok, was invited by Penang State Government to visit and to discuss the possibility of inscribing Georgetown as a World Heritage site. His advice was positive and useful to motivate the Government to persist with the idea. He also suggested to organize an International Conference to promote public awareness. As a result in 1999, UNESCO Bangkok organized an international conference entitled *The Economics of Heritage: Adaptive Re-use of Historic Properties in Asia and the Pacific*. After that visit, the Penang Heritage Trust received a UNESCO grant to restore an urban vernacular timber house in the Archeen Street Mosque. At that time, we were in a campaign to stop a very aggressive project that would have compromised the cultural heritage of Penang. The restoration stood out and made a point in advocacy of heritage conservation. Indeed, it brought people and different interest groups together, in order to lobby the Prime Minister of Malaysia to stop the aggressive development project. With success, the Prime Minister did stop the project. The successful result let us to dare to dream of a day when heritage in Penang would take a higher ground.

In addition, in 1999, the Penang Heritage Trust helped UNESCO Bangkok draft rules and criteria for the UNESCO Asia-Pacific Heritage Awards for Cultural Heritage Conservation. The Award was subsequently launched in 2000. The purpose of the Award is to recognize the conservation ethos of individuals in the region. The year of its restoration, the Cheong Fatt Tze Mansion of Penang was recognized with the Most Excellent Award. UNESCO honoured us by holding the ceremony in the Mansion itself. And as a result of this Award, in my part in restoring the mansion, I have been invited to serve as a judge on twelve occasions in Bangkok.

In 2003, the State Government of Penang had the occasion of hosting yet another UNESCO conference entitled *Cultural Heritage Management and Tourism: Evaluation and Mainstreaming*. Moreover, on two other occasions, UNESCO organized workshops here. But the highlight is obviously the inscription of Georgetown as a World Heritage site in 2008. Subsequently UNESCO representatives visited several times for missions regarding the conservation of cultural heritage. The listing is meaningful to every one of us. For me personally, it means that I would like to ensure that the values embedded in my birthplace will be protected in perpetuity. The ideas of heritage management and cultural sustainability become pre-requisites that cannot be challenged or sacrificed. It also means that Penang's cultural diversity will be recognized as a fundamental asset, which until today remains the foundation of our spiritual, social and economic strengths. This outstanding value differentiates us and gives us a distinct

strategic advantage. With listing also comes the deepening of community empowerment. The whole culture conservation movement has been primarily a bottom-up approach in Penang.

All in all, it has been a very fruitful and rewarding collective experience for Penang and Malaysia. Today marks another milestone in the journey of consultation and engagement with UNESCO, a living process, which we hope will continue long in the future. We are forever grateful to UNESCO.

For many of you, it might be the first time you hear about ThinkCity. Please let me introduce us. The management and monitoring of the Penang World Heritage site is handled by two bodies:

- The City Council of Penang, in charge of all statutory requirements in relation with the duties and responsibilities of local government.
- Georgetown World Heritage Inc., set up after this to ensure the monitoring of the site by taking care of non-statutory matters such as education, building awareness or protecting intangible cultural values.

To fill the gaps not covered by these two agencies, ThinkCity was created in the year 2009 by Malaysia's sovereign fund, Khazanah Nasional, to perform a specific task of setting up the operating framework USD 6.5 million public grants programme to kick-start the urban renovation of the World Heritage site. The State government had attempted earlier in the year 2000 to initiate a similar grant programme. For structural reasons, it did not take off. Nonetheless, it was an idea that continued to be encouraged and was completed with ThinkCity.

By using a bottom-up approach, our aims are three-fold:

- To build on the momentum of civil society driven activities and private sector initiatives, thus inspiring public-private partnerships;
- To build local capacity and capability for the protection and development of living heritage, culture and architecture; and
- To encourage sustainable development and the creation of a liveable environment.

We are guided by the following principles:

- To develop community level strategies and implement programmes that enhances Georgetown's Outstanding Universal Value over time.
- To build partnerships and networks of stakeholders to support and strengthen the community, particularly by promoting sustainability in global development.
- To ensure that conservation and sustainable development strategies and projects are protected in the World Heritage site and understood and practiced by communities and other key stakeholders.
- To stimulate public private partnerships, especially in heritage-related projects.
- To revise incentives to property owners to adopt heritage conservation as a way of life.

We support projects in four different areas: cultural conservation, cultural mapping, capacity building and technical assistance and enhancement of shared spaces.

It has been an amazing journey for us. I am proud to say that with limited funds we have financed about 200 projects in Georgetown and we have now replicated the operating model in three other locations in Malaysia. I have always promoted the idea that heritage needs no protection because the owners are its true, natural living guardians. They understand how to maintain stability in the face of social change and how to broker the transitions. It is the case as long as their heritage is given sufficient time to evolve and the stakeholders are given enough time to modify their internal maintenance system, and understand the needs of modern times.

However, we cannot rest on our laurels. There is still a lot of work to do in this area of heritage conservation. For this reason, ThinkCity wholeheartedly supports this Conference.

I wish you all a successful Conference and an enjoyable stay in Penang.

Thank you very much.

Opening remarks by

Vibeke Jensen, Director, UNESCO Islamabad

Your Excellency Lim Guan Eng, Chief Minister of Penang,
Mr Laurence Loh, Director of ThinkCity,
Honourable delegates from across the Asia-Pacific region,
Representatives from Penang,
Dear colleagues from UNESCO and sister agencies,

Good morning. Selamat pagi.

I am delighted to be here on behalf of UNESCO at the opening of the UNESCO Regional Conference on Harmonizing Actions to Reduce Risks for Cultural Heritage in Asia and the Pacific, which is being hosted here in the World Heritage site of Penang by ThinkCity.

In recent years catastrophes, both natural and man-made, have mobilized global attention and an outpouring of concern about the vulnerable state of our societies and also our heritage. We are still haunted by the images of devastation from the Kathmandu earthquake earlier this year. Or super typhoon Haiyan in the Philippines in 2013. Or the massive Tohoku earthquake and tsunami of 2011. Or the deliberate destruction of historic sites and the smuggling of cultural artefacts in conflict zones. A recent United Nations report stated that, over the past two decades, weather-related disasters have affected over 4 billion people who have been wounded, displaced or left in need of emergency assistance. Economic costs are estimated to total well in excess of US $1.9 trillion. At the same time, the rise in localized and regional conflicts, the breakdown of governance structures and protection mechanisms, and the attendant disruptions in social fabric and communal ties have contributed both directly and indirectly to the destruction to property and lives.

Against the backdrop of these worrying trends, local and national authorities in cooperation with regional and international partners have made important strides towards reinforcing our readiness to deal more effectively with a wide range of risks. Earlier this year, the global community has declared its commitment during the Third UN Disaster Risk Reduction Conference in Sendai, Japan to mobilize more pro-actively to reduce disaster risks, and this is enshrined in the Sendai Framework which we will be addressing in the upcoming days. Despite these advances, we should still be concerned that the field of heritage, particularly cultural heritage, continues to be relatively overlooked in preparing for and recovering from disasters and armed conflict. With few exceptions, even World Heritage properties lack adequate policies, protocols and resources in planning or responding to such situations. To counter this, UNESCO and partner agencies are working at the vanguard in shaping international policy making and standard setting in order to overcome the vulnerability faced by cultural heritage sites, monuments, movable heritage, collections and museums. UNESCO has a particular role to play in this effort, as the sole UN agency mandated with the protection of cultural heritage, with a range of Conventions relating to the protection of cultural property and sites.

This regional conference is extremely timely to join hands meet these challenges to heritage. The conference seeks to build upon the momentum of the Sendai Conference in order achieve the following concrete aims:

- Raise awareness of the importance of protecting cultural heritage in the context of risks from disasters and armed conflicts;

- Showcase best practices and standards for enhancing resilience for heritage;
- Identify obstacles and priorities for action for integrating heritage into regional initiatives and institutional frameworks for managing risks from disasters and conflicts, including in post-conflict situations; and
- Promote partnerships to put these actions into operation.

UNESCO is honoured to have the participation of senior officials from both heritage and risk management agencies from across the Asia-Pacific region, in this unique platform for exchange and sharing. We hope that the dialogues that are initiated today will continue when you return to your home countries, to jointly fight against a range of risks facing our heritage. We count on the valuable inputs from you, and our regional and international partners also here with us, in helping us craft a regional agenda for action for the upcoming years.

Before I close, may I take this opportunity to acknowledge the warm hospitality of the Chief Minister of Penang, who honoured us with a grand welcome dinner yesterday at the marvelous Cheah Kongsi. Finally, I would like to express our utmost gratitude to ThinkCity for hosting this important regional event – we truly appreciate your whole-hearted welcome and all the excellent preparations and arrangements.

I wish conference participants every success over the coming days.

Congratulatory Remarks by

His Excellency Lim Guan Eng, Chief Minister of Penang

Your Excellency Sayed Massadeq Khalili, Deputy Minister of Information and Culture of Afghanistan,
Mr. Giovanni Boccardi from UNESCO,
Ms. Vibeke Jensen, Director of UNESCO Islamabad,
Sr. Richard Engelhardt, our special guest to this Conference,
Ar. Laurence Loh, Director of ThinkCity,
Dr. Zainah Binti Ibrahim, Heritage Commissioner for the National Department,
Dr. Ang Ming Chee, acting General Manager of George Town World Heritage site,
Distinguished guests,

On behalf of the people of Penang I would like to extend my appreciation both to UNESCO and to ThinkCity for organizing this conference, in the UNESCO World Heritage City of Georgetown.

We are fortunate to live in a city that is filled with history, a diverse mix of different cultures mixed together side by side. The protection of this shared heritage close to all our hearts. The 7th of July 2008 was a historic occasion for Georgetown as we were formally recognized by the World Heritage Committee and inscribed as a World Heritage site, due to our rich cultural heritage and cultural diversity. This was a milestone not only for Penang, but also for Malaysia by being the first time we were awarded this prestigious distinction in terms of cultural heritage sites. You can see the influences of Asia and Europe clearly imprinted on our city and buildings, with a unique cultural heritage that is both tangible and intangible from our former role as a trading port between East and West. The listing by UNESCO, of course, has added to Penang an international level of recognition. This UNESCO "brand" has offered many advantages in terms of cultural heritage protection, tourism development and destination marketing. Indeed, this brand indicates a value that we should preserve and therefore implicitly suggests special values and exceptionalism.

Despite global recognition, there are challenges and risks involved in this World Heritage site that require the best legal protection. Accelerated gentrification, the rise of culture as a commodity and the loss of intangible heritage are serious challenges which threaten or undermine our Outstanding Universal Value that leads Georgetown to be inscribed as a UNESCO World Heritage site. Although our regions have reached modernity, it kept its charm due to the protection put in place. We have to remain vigilant from the threats mentioned. Perhaps the biggest threat to Georgetown cultural heritage is the rapid pace of change that does not allow its communities to adapt organically in the main part of this historic site. The renewed interest Georgetown has generated has brought greater number of tourists which in turn brings new business opportunities manifested by new boutique hotels, souvenir shops and cafes. As a responsible government, we are consistently working hard to understand the complexity of these challenges with UNESCO, ThinkCity and the Aga Khan Trust for Culture (AKTC). Together with AKTC and ThinkCity we have developed a public guide including a list of projects that will demonstrate the alignment of conservation with development.

Across the Asia-Pacific region, cultural heritage continues to be overlooked in preparing and recovering from disasters and armed conflict. Despite the relative geographic safety of Penang, we are not different from our neighbours and therefore remain vulnerable and at risk. We have much to learn and prepare in the event of disaster. Without adequate policies, protocols and resources responding to disasters and armed conflict, all the heritage sites are subjected to direct damage including looting and illicit trafficking. Disaster management is all about crisis management. Not only must we be prepared but we

must be equipped with all the tools as well as the right training for emergency and rescue personnel. Disaster management does not eliminate the threats but it focuses on plans to mitigate and decrease the impact of disasters. Emergency management consists in five phases: prevention, mitigation, preparedness, response and recovery. I feel that mitigation and preparedness are among the most important elements. Preparedness focuses on certain equipment and procedures and personnel for use when the disaster occurs. This equipment and these procedures can be used to reduce vulnerability to disasters, mitigate impacts and to respond more efficiently in the event of an emergency. There is a need to ensure that appropriate measures for responding and the recovering from disasters in armed conflict situations are implemented in cultural heritage properties. We need to harmonize our actions from the local to the state level and the national level. If necessary, even escalate to the international level so we can reduce the risk towards our history, humanity and to the world.

Ladies and gentlemen, I would like to draw your attention to the fact that cultural heritage conservation is a long-term effort. It can only be sustainable if there is public buy-in. Therefore, continuous education and interaction are the tools. Heritage cannot exist in isolation. It cannot stand on its own and it must interact and engage with the daily lives of the communities. One crucial area is that we are trying to get heritage to be part of our lives. Not just for people living in Georgetown but also throughout the whole state. We are trying to marry the old and the new, ancient and modern.

I said it many times and I will repeat this again: if you want to face the challenges of the future successfully, you have to understand your past. To understand your past you must of course be connected to the present. Here in Penang, with our long history of hundreds of years, there is not only a celebration of respect for different faiths and different traditions but also an ability to live together, to appreciate each other. Therefore, I hope that you can enjoy not just the conference but also take some time out to walk around the city, not drive. I am sure you will appreciate much more the efforts that we have done so far.

Rudyard Kipling said “East is East and West is West, and never the twain shall meet”. However, in Penang, we shall see that East and West both twain shall meet. On that note, for more sustainable and resilient cultural heritage sites in Asia and the Pacific and across the globe, I wish you all a successful and productive conference.

Thank you.

Session I: Keynotes

Batsala Temple after earthquake.
© Department of Archaeology, Nepal.

1. Heritage at risk: Spotlight on 2015 Nepal earthquakes

Executive Summary

The Kathmandu Valley was struck by a powerful earthquake on 25 April 2015 followed by a series of aftershocks. As a consequence, protected Word Heritage zones were affected, with 33 monuments suffering complete collapse and 107 suffering partial collapse. The presentation provided an overview of heritage buildings and historical sites before and after the earthquake events.

The rescue of cultural heritage was made a priority from the beginning of the post-earthquake emergency response. Emergency measures were taken to protect cultural heritage including documentation and damage assessment of the affected sites. In addition, special attention was paid to stabilize and protect the sites, particularly in preparation for the upcoming rainy season.

Extensive international and national cooperation was undertaken for post-earthquake conservation, reconstruction and rehabilitation. With the assistance of UNESCO Kathmandu, the Earthquake Response Coordination Office (ERCO) was established to coordinate national and international activities regarding the preservation of World Heritage sites. In the vein of post-earthquake activities, a comprehensive six-year master plan for recovery, protection and restoration activities was drafted. The Department of Archaeology was active in amending the Conservation Guidelines for World Heritage sites and prepared drawings, designs and cost estimation for 27 sites in the Valley. Kathmandu Metropolitan City and Bhaktapur Municipality allocated budget and efforts to conduct projects such as training of traditional masons, craft persons and other technical training.

It was noted that coordination among the different national and international agencies remains a challenge when managing post-earthquake activities. The support of international agencies is critical, particularly technical assistance from UN organisations, ICCROM or ICOMOS in training and sharing experience with people in the field.

About the speakers

Bhesh Narayan Dahal is the Director-General of the Department of Archaeology, Nepal. The Department of Archaeology undertakes archaeological research and protection of the cultural heritage in the country. As Director-General, Bhesh Narayan Dahal is responsible for the protection and maintenance of archaeological sites and ancient monuments including disaster response and recovery.

Suresh Suras Shresta is Under-Secretary (Chief Archaeological Officer) of the Department of Archaeology, Nepal. Suresh Suras Shresta is head of the World Heritage conservation section in the Department of Archaeology. His responsibilities involve serving as the Coordinator of the Earthquake Response Coordination Office within the Department of Archaeology. He works in close coordination with UNESCO.

KATHMANDU VALLEY

WORLD HERITAGE PROPERTY:

Affected by the Earthquake

on 25th April 2015

Bhesh Narayan Dahal, Director General
Suresh Suras SHRESTHA, Head – WHC Section
Department of Archaeology
Kathmandu, Nepal

"UNESCO Regional Conference on Harmonizing Actions
to Reduce Risks for Cultural Heritage in Asia and the Pacific"
7 – 9 December 2015, Penang, Malaysia

Nepal

Nepal is a small land-locked country situated in the heart of Asia. North of it lies Tibetan autonomous region of the People's Republic of China and Republic of India to the east, west and south.

Northern highland (15%) of the total land covered with snow round the year rises from above 4000m to 8848m above the sea level. Mountain/Hill region covers 68% and Plain land of 17%.

The total area of the country is 1,47,181 sq km, and its average length from east to west 885km and average breadth from north to south 193km. Administrative the country is divided into 14 zones and 75 districts.

Nepal

Kachnar, 70m

World Heritage Properties

Kathmandu Valley World Heritage Property

Kathmandu Valley World Heritage Property

Consists 7 Protected Monument Zones

1. Hanumandhoka Durbar Protected Monument Zone
2. Patan Durbar Protected Monument Zone
3. Bhaktapur Durbar Protected Monument Zone
4. Pashupati Protected Monument Zone
5. Changu Narayan Protected Monument Zone
6. Bouddha Area Protected Monument Zone
7. Swayambhu Protected Monument Zone

EARTHQUAKE ON 25TH APRIL 2015

- Kathmandu Valley has been in the Earthquake prone area since hundreds of years.
- Several activities has carried out for Earthquake Preparedness in Nepal, some of the preparedness – awareness programs were also held for cultural heritage.
- All of sudden, the Earth shaked for about a minute and several monuments were turned into ruins on 25th - 26th April and 12th May 2015.

EARTHQUAKE …

- Cultural Heritage affected by the earthquake:
- Monuments affected:
  - In total (all over the country) - 750
    - Completely Collapsed - 133
    - Partially/Partly Collapsed - 95
    - Partially damaged – 522
  - Within the Kathmandu Valley World Heritage Property
    - Completely Collapsed - 33
    - Partially/Partly Collapsed - 107
    - In total – 140

CHYASIN DEGA:

Before Earthquake

After Earthquake

DEGU TALEJU TEMPLE

Before Earthquake

After Earthquake

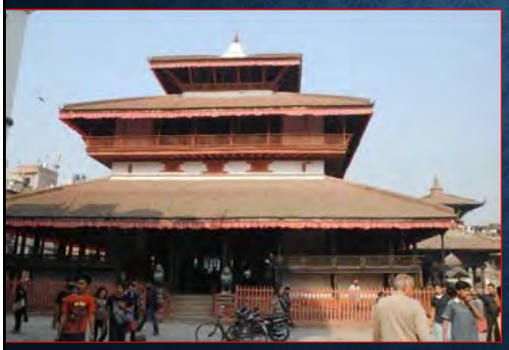
GADDI BAITHAK

Before Earthquake

After Earthquake

KASTHAMANDAP

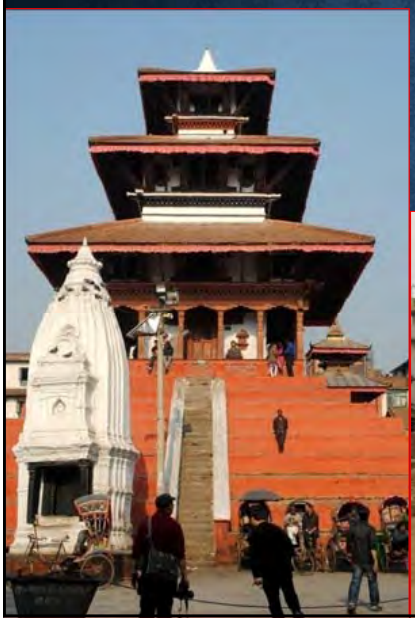
Before Earthquake



After Earthquake

MAJU DEGA:

Before Earthquake



After Earthquake

NARAYAN TEMPLE

Before Earthquake

After Earthquake

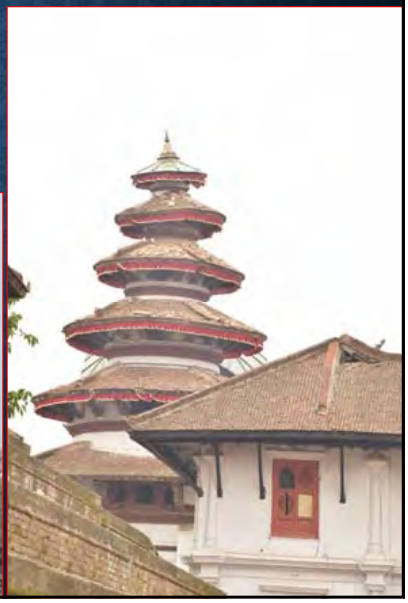
NAUTALE DURBAR

Before Earthquake

After Earthquake

PANCHAMUKHI HANUMAN

After Earthquake



Before Earthquake

OVERDIWE OF TALEJU AND DEGU TALEJU TEMPLE

Before Earthquake

After Earthquake

Bhaktapur Durbar Protected
Monument Zone

BATSALA TEMPLE
Before Earthquake
After Earthquake

OVERVIEW OF BHAKTAPUR DURBAR SQUARE

Before Earthquake

After Earthquake

ENTRANCE GATE – SOUTH OF DURBAR SQUARE

Before Earthquake

After Earthquake

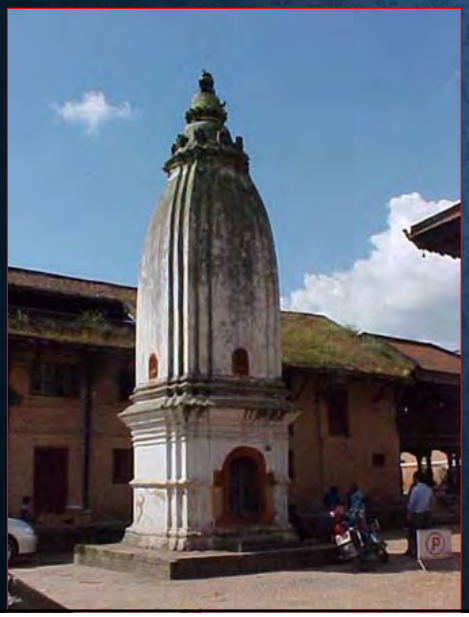
FASI DEGA

Before Earthquake

After Earthquake

NARAYAN TEMPLE

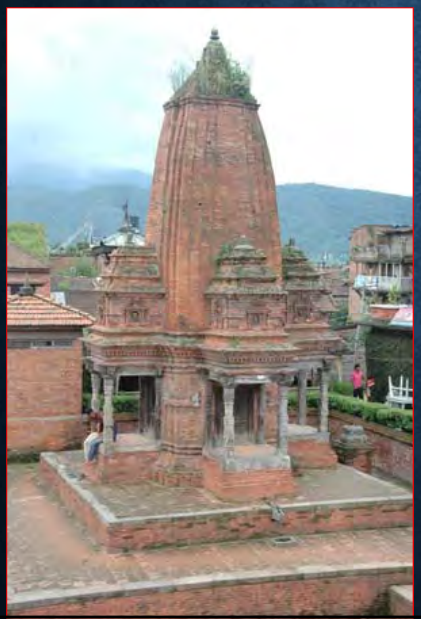
Before Earthquake



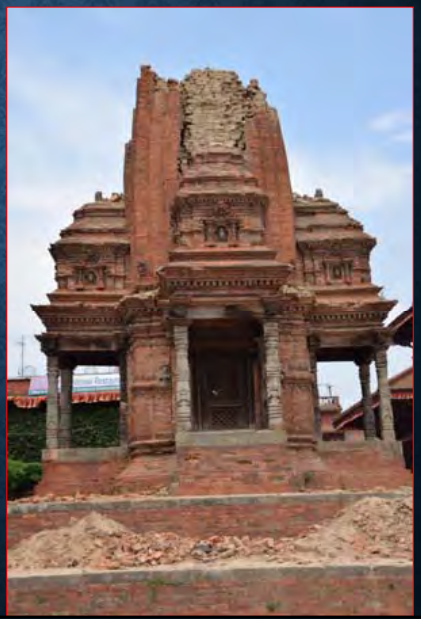
After Earthquake

KEDARNATH TEMPLE

Before Earthquake



After Earthquake



SIDDHILAXMI TEMPLE

Before Earthquake

After Earthquake

BHAIRAV TEMPLE– not affected

Before Earthquake

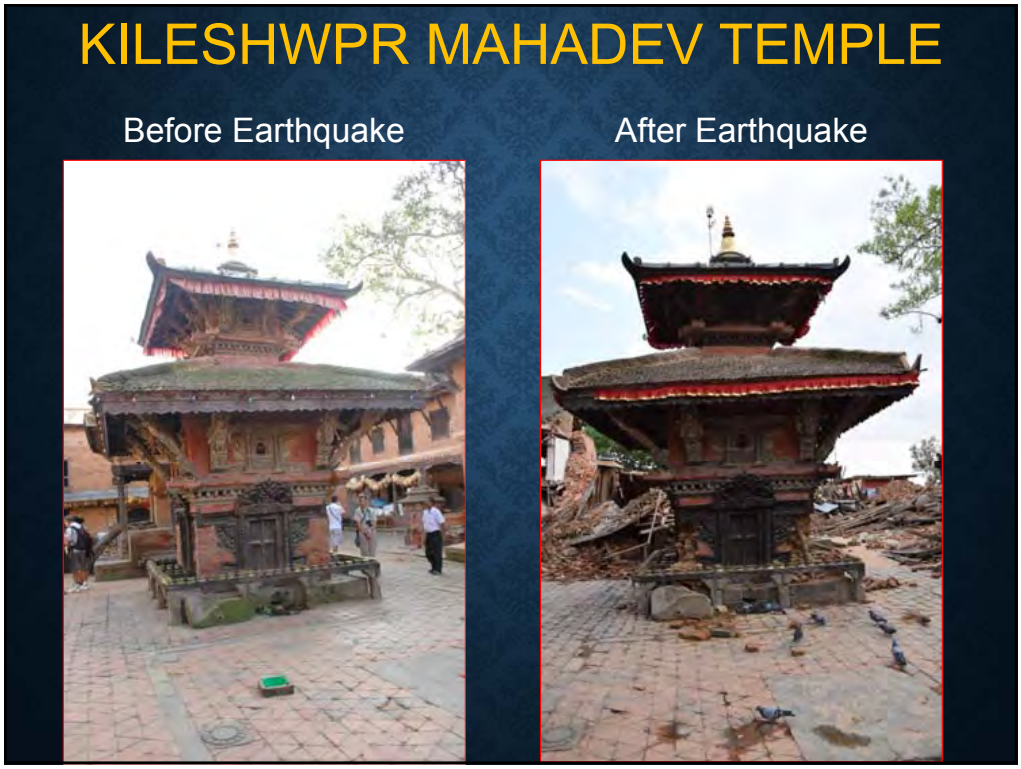
After Earthquake – not affected

NYATAPOL TEMPLE – not affected

Before Earthquake

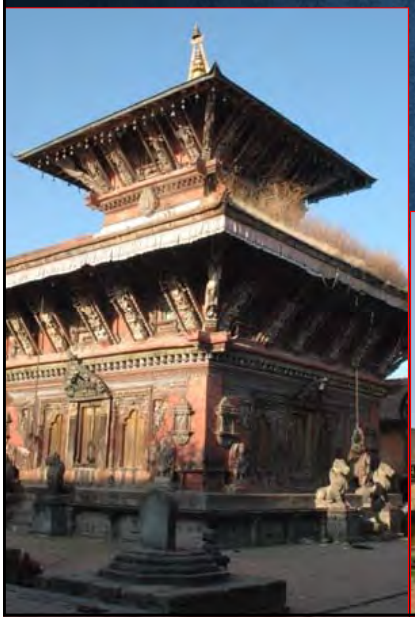
After Earthquake – not affected

Changu Narayan
Protected Monument
Zone


KILESHWPR MAHADEV TEMPLE
Before Earthquake
After Earthquake

CHANGU NARAYAN TEMPLE

Before Earthquake



After Earthquake

LAXMI NARAYAN TEMPL

Before Earthquake

After Earthquake

MAIN ENTRANCE GATE – CHANGU NARAYAN TEMPLE COMPLEX

Before Earthquake

After Earthquake

AMATYA SATTAL – MUSEUM BUILDING

Before Earthquake

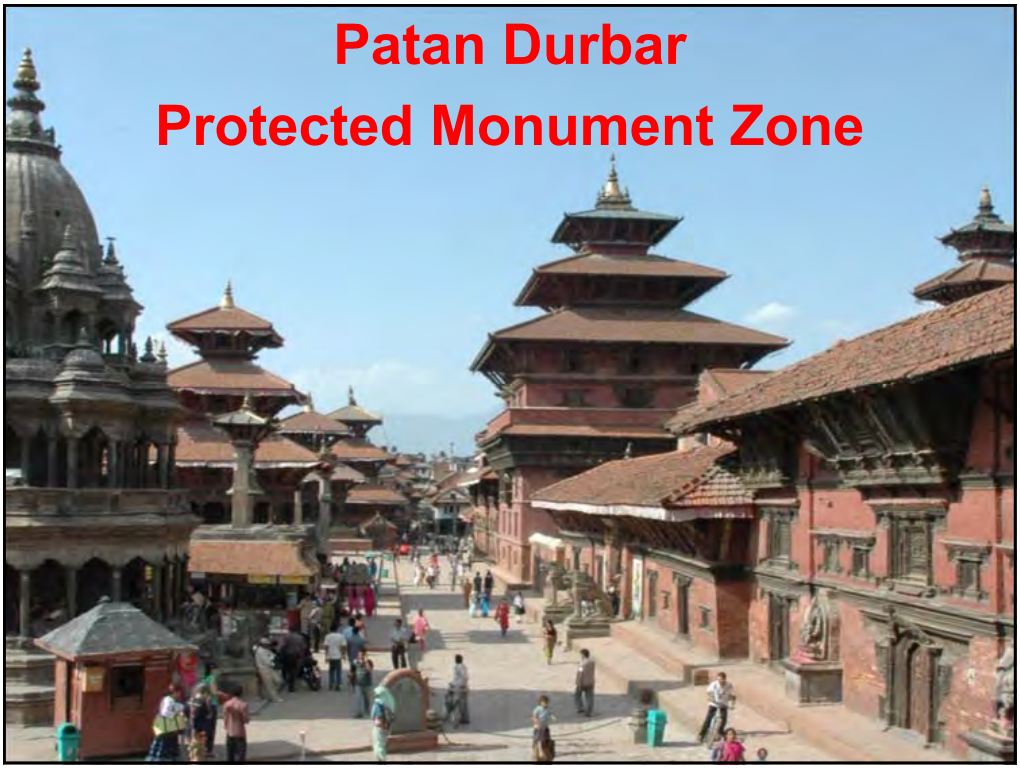
After Earthquake

CHAUGHERA SATTAL

Before Earthquake

After Earthquake

Patan Durbar
Protected Monument Zone



OVERVIEW OF PATAN DURBAR SQUARE

Before Earthquake

After Earthquake

CHAR NARAYAN TEMPLE

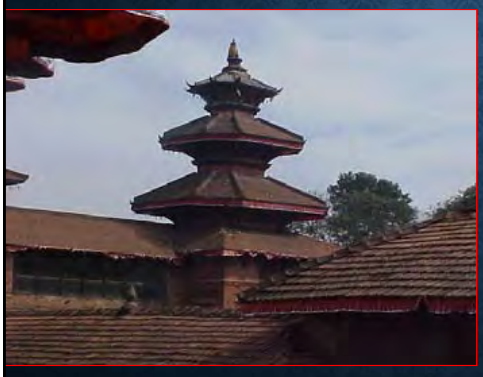
Before Earthquake

After Earthquake

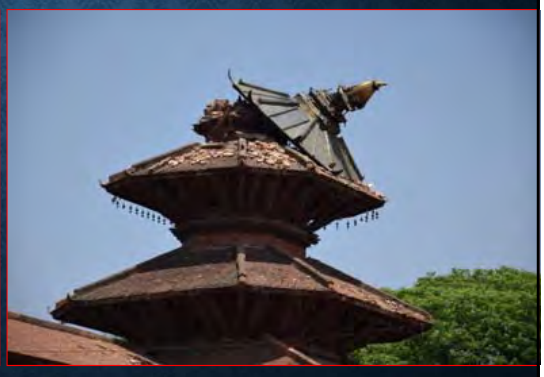
STONE PILLAR – STATUE OF YOGNARENDRA MALLA

TALEJU TEMPLE - PATAN

Before Earthquake



After Earthquake



CHYASIN DEGA - PATAN

Before Earthquake

After Earthquake

HARI SHANKAR TEMPLE

Before Earthquake

After Earthquake

DEGU TALEJU TEMPLE – not affected

Before Earthquake

After Earthquake – not affected

After Earthquake – not affected

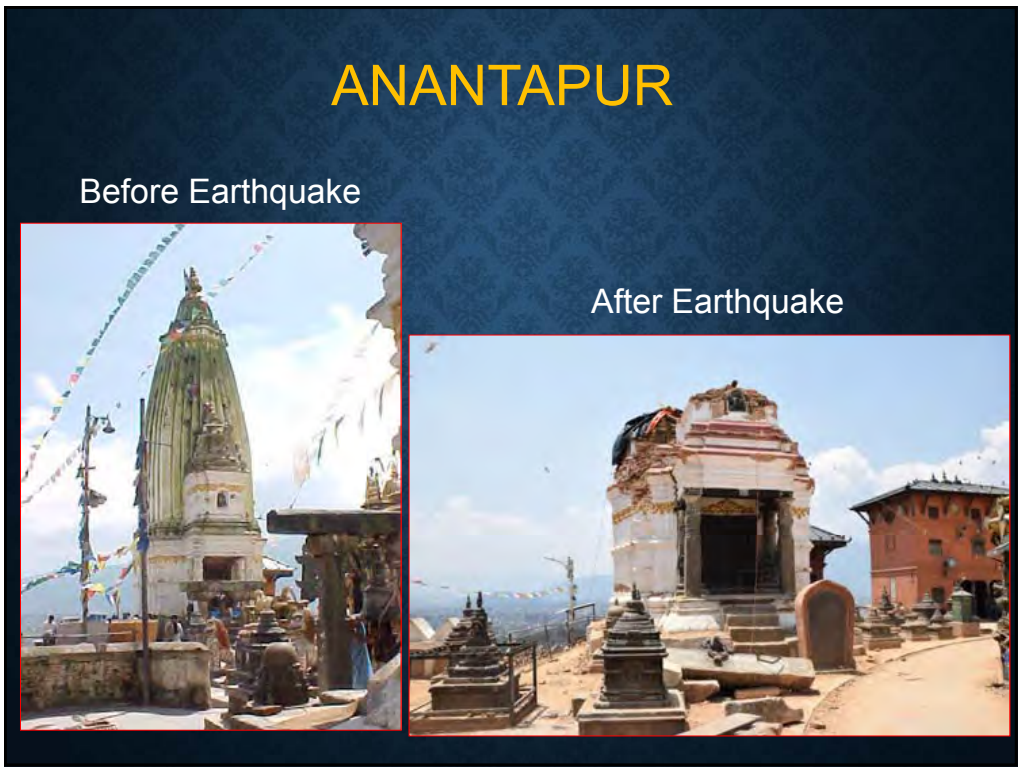
Krishna Temple

Narsimha Temple

Bouddha
Protected
Monument
Zone

BOUDDHA STUPA
Before Earthquake
After Earthquake

Swayambhu
Protected
Monument Zone


ANANTAPUR
Before Earthquake
After Earthquake

PRATAPPUR TEMPLE

Before Earthquake

After Earthquake

DEVA DHARMA MAHAVIHAR

Before Earthquake

After Earthquake

SHANTIPUR TEMPLE

Before Earthquake

After Earthquake

SWAYAMBHU MAHACHAITYA

Before Earthquake

After Earthquake

KARMARAJ MAHAVIHARA

Before Earthquake

After Earthquake
ruined surrounding area

DHARAHARA – beyond KVWHP boundary

Before Earthquake

After Earthquake

POST EARTHQUAKE EMERGENCY RESPONSE ACTIVITIES

Post Earthquake Emergency Response Activities

- **Earthquake and Emergency Rescue Operation for Cultural Heritage**
- **Immediate Response**
  - Data Collection and Preliminary Assessment
  - Mobilization of Rescue Team
- **Evacuation, Salvaging and Immediate Protection of the Sites**
  - Discussion and Interaction with Experts and Contractors
  - Documentation of the Sites
- **Stabilization and Temporary Protection of the Sites - Rainy Season**
  - Formation of Experts Groups
  - Detail Damage Assessment
- **Preparation of drawings, designs and cost estimation**
- **Long Term Conservation, Renovation and Reconstruction Planning**

Post Earthquake Activities …

Detail Assessment

on the basis of preliminary assessment – Site wise detail assessment has been carrying out through the National Experts of DoA and some of the reports has also submitted

The Initial Detail Assessment Report on Changu Narayan,Swayambhu, Bhaktapur and Bauddha has submitted by the expert and rests of the reports will also be submitted very soon

The Detail Assessment has been carrying out through the ***International Assistance Emergency Fund provided by UNESCO World Heritage Center***

Post Earthquake Activities …

Improvement on existing organizational structures

appointment of 105 Architects and Engineers (65), Sub-Engineers (10), Archaeological officers (5), Computer Operators (3) and other supporting staffs

The Earthquake Response Coordination Office (ERCO) has established in coordination with UNESCO Office in Kathmandu from the beginning of the Post Earthquake Activities – ERCO has been upporting as a supplement for documentation and coordination among the numerous stakeholders

Recovery Master Plan

6 years Action Plan has already prepared as a way to go, amendment would be done as per the necessity

Site wise Master Plan has also been preparing, however its on the discussion, which will be prepared immediately after approval of Conservation Guidelines as it would also be a baseline for Master Plan

Policy and Amendment of Conservation Guidelines

Post Earthquake Reconstruction and Rehabilitation Policy has been preparing by Nepal Planning Commission

As Department of Archaeology received the Draft version of policy, proposed provisions has sent to include in the policy; especially for the cultural heritage conservation, renovation, reconstruction and rehabilitation

Post Earthquake Conservation, Reconstruction and Rehabilitation Guidelines has been preparing, which is on the final process and will be approved by the Government of Nepal very soon as well its implementation

Preparation of drawings, designs and cost estimation

As DoA has been strengthening its organizational capacity, preparation of drawing, designs and cost estimation has also been preparing very smoothly.

In present, 27 drawings has prepared including estimate (Monuments within Kathmandu Valley World Heritage Property only)

Rests of the monuments within KVWHP has been preparing as the drawings and estimate of national monuments has also been preparing simultaneously

International Cooperation for Post Earthquake Conservation, Reconstruction, Rehabilitation

International Cooperation for Post Earthquake Conservation, Reconstruction, Rehabilitation

- **Assistance from UNESCO WHC/ Office in Kathmandu**
- Government of Nepal has received International Assistance Fund for Emergency Situation, through which the emergency activities for post earthquakes are going on
- Besides that, DoA and UNESCO Office in Kathmandu have signed in three different MoU for Emergency Activities as well as for protection and overall further way out
- DoA and Heritage and Environment Conservation Foundaiton Nepal has also singed in a MoU for Emergency Protection, Comprehensive Master Plan and Research work, which is for Changu Narayan Protected Monument Zone, one of the component of KVWHP
- Government of Nepal and China also singed in a MoU for conservation, reconstruction and rehabilitation of monuments within Hanumandhoka Durbar Protected Monument Zone (Nautale Durbar) and Nuwakot Durbar Complex

International Cooperation …

- GIZ has assisted providing construction material for emergency protection as well as for the conservation of some monuments in Bhaktapur Durbar Protected Monument Zone, one of the component of KVWHP
- A short Project on Sorting and Storing the wooden elements (collected) from the collapsed monuments within Hanumandhoka Durbar PMZ is being implementation in close coordination with UNESCO Office in Kathmandu and national Experts thevery soon (within one or two weeks)
- Rescue of Mural Painting of Shantipur at Swyambhu is also going to start very soon (from November 20) in collaboration with UNESCO Office in Kathmandu
- Archaeological Exploration and Excavation activities has been going on in close coordination with UNESCO Office in Kathmandu and Durham University, UK
- **ARCHES, one of the** Documentation System is going to be adopt and implement in the documentation over all in the cultural heritage of Nepal, which is also in close collaboration with UNESCO Office in Kathmandu through Earthquake Response Coordination Office (ERCO)

National Cooperation for Post Earthquake Conservation, Reconstruction, Rehabilitation

National Cooperation for Post Earthquake Conservation, Reconstruction, Rehabilitation

- **KATHMANDU METROPOLITAN CITY AND BHAKTAPUR MUNICIPALITY** has been initiating for post earthquake conservation, reconstruction and rehabilitation allocating budget for conservation and rehabilitation of monuments
- Bhaktapur Municipality has been conducting series of trainings for traditional masons. Crafts-persons, carpenters and so on
- Kathmandu Metropolitan City has also been conducting trainings for
- Documentation of heritage buildings and initiating for other technical trainings
- National Planning Commission, Ministry of Urban Development , Ministry of Local Development and other related Ministries has also been initiating for the best of post earthquake conservation, reconstruction and rehabilitation
- CWC is also actively working in this regard

CHALLENGES – POST EARTHQUAKE EMERGENCY RESPONSE ACTIVITIES

COORDINATION

- Within National Agencies - Army, Police, Armed Police Force, volunteer organizations/individuals
- With International Agencies
- With Humanitarian Volunteers/Agency
- With Heritage professionals & Volunteers

CHALLENGES – POST EARTHQUAKE EMERGENCY RESPONSE ACTIVITIES

EMERGENCY RESPONSE

- Identification of Heritage
- Preliminary Assessment
- Detail Assessment
- Salvaging and Documentation
- Emergency Protection
- Short Term and Long Term Planning

CHALLENGES – POST EARTHQUAKE EMERGENCY RESPONSE ACTIVITIES

EXISTING LEGISLATIONS

- Lacking Provisions in the Existing Legislative system
- Quick arrangement for Special Legislative Provisions during quick response to the Earthquake
- Special Planning and Legislative and Functional Provisions for reconstruction, rehabilitation, conservation, resettlement of towns and villages

Conclusion

The earthquake of 25 April 2015 and the aftershocks have caused the damage to the World Heritage property; however it has been a coordinated response and planning for stepwise rehabilitation is underway. The Department of Archaeology, government of Nepal has been working together with UNESCO Office in Kathmandu and UNESCO/UN recommended several other international organizations/institutions in a coordinative way in the post-earthquake situation.

The Department of Archaeology has been doing its best for better conservation, reconstruction and rehabilitation of the monuments and revive the OUV of Kathmandu Valley World Heritage Property.

2. Understanding disasters and culture to protect heritage: What can and cannot be done, and who should do it?

Executive Summary

Understanding and protecting culture is a component that has been largely absent in the DRR sector.[1] The mutual understanding between the local people and the DRR actors is essential in order to build an inclusive approach linking affected stakeholders with national and international agencies. Three main propositions were made.

1. Disasters are social, not natural

Disasters must be understood as being socially constructed and should be considered in their cultural, political, economic and social context. The root cause of the disaster does not lie in the hazard itself (cyclone, earthquake, flood, etc.) A hazard leads to a disaster only because people are affected. The vulnerability component is essential. For example, it appears that poor people suffer more from the disasters than wealthy people. Women also suffer disproportionately more than men. Therefore, the social framework has a deep impact on how the disaster will affect the people. As DRR organizations cannot influence hazards per se, DRR activities can rather focus on what makes people vulnerable by addressing issues such as low priority, lack of funding, discrimination and culture. Culture in this context is understood as people's beliefs and attitude towards risk.[2]

2. Disasters are embedded in cultural interpretations of risk

Hence, disasters must be understood in relation to the culture, especially religion, of the people they happen to, and the organizational culture of those who seek to deal with disasters. For example, the people might attribute the cause of an earthquake to the lack of prayers to the mountain god. Such beliefs are widespread in the world. However, DRM agencies do not take them enough into account when dealing with the communities they are working to protect. Culture is important to DRR; it can either increase or reduce vulnerability. Risk is always perceived, and produced, through a cultural lens.

The perception of the same landscape is very different depending on the perspective of local people and DRR organizations. The people see the landscape as a source of livelihood and are concerned with the cost of living and the need to do to survive every day. For example, people in La Paz built their houses on dangerous cliffs ignoring potential dangers, such as erosion.

In addition, the evaluation of risk differs. For example, people living in the Sundarbans, in Bangladesh, the largest mangrove forest in the world, were concerned with risks such as the water becoming saline, pirates' attacks and tigers. But cyclones were not even mentioned as a risk although they heavily struck the area in 2007 and in 2009. The extreme but infrequent risk is less present in the mind of local people but more present in the work of DRR organizations. Therefore, DRR organizations must acknowledge the different perception of locals.

1 See further: http://www.preventionweb.net/files/670_72351.pdf

2 See on Powerpoint Presentation silde 5.

3. Cultural heritage has a wider social context

In many places, tangible cultural heritage is still often associated with the elite. However, both elite and non-elite cultures must be taken into account when considering the cultural context of a location as a whole. In conclusion, DRR organizations must take into consideration the culture of the people they are aiming o protect in their planning.

About the speaker

Terry Cannon is a Research Fellow at the Institute of Development Studies at the University of Sussex. He has a background in Development Studies, with a focus on disaster vulnerability analysis and adaptation to climate change. His work is mainly in South Asia (especially Bangladesh), and involves support to NGOs and the Red Cross in disaster risk reduction and preparedness for climate change. In recent years, he has worked with a team to bring in cultural analysis into the understanding of disasters. He is based at the Institute of Development Studies at the University of Sussex (UK). He teaches disaster management and climate change at King's College London and many other universities and NGOs. He was lead editor and author of the *World Disasters Report 2014 Focus on Culture and Risk,* and co-editor of *Cultures and Disasters*. He is one of the co-authors of *At Risk: Natural Hazards, People's Vulnerability and Disasters*, one of the most widely cited and used books in the field of disaster studies.

UNESCO Cultural Heritage and Risk
Penang December 2015

Understanding culture to protect heritage: what can and cannot be done, and who should do it?

Terry Cannon

Lead editor/ author of IFRC *World Disasters Report 2014: focus on Culture and Risk*
Senior Research Fellow, Institute of Development Studies at University of Sussex, UK
t.cannon@ids.ac.uk

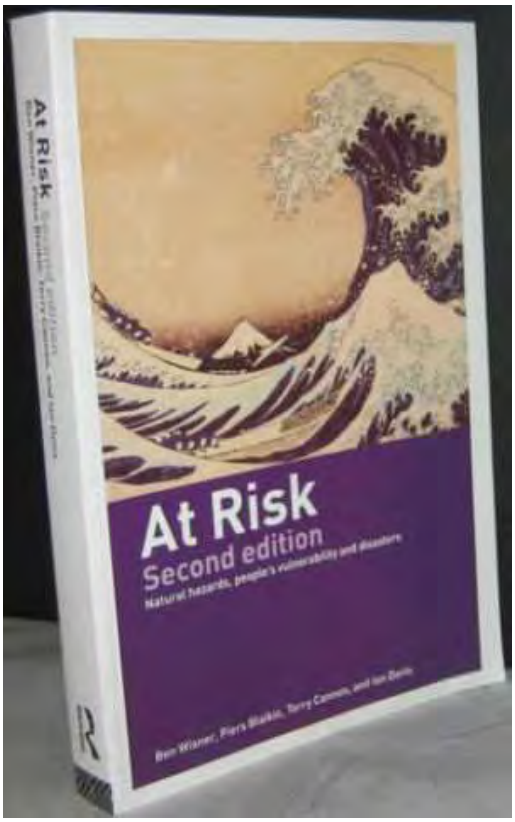
- I am hoping to provide context, including an analytical framework and an insight into how culture relates to disasters and conflict.
- First is to understand the social construction of disasters (and conflicts?) and the significance of different political, economic and social processes in creating a disaster is valid and useful for protecting cultural heritage.
- Understanding this will help to know how to protect heritage, especially in prevention and preparedness, but also potentially for response.
- Why would those who hold power have an interest in protection (or restoring) heritage if they are not able or willing to act to protect people in their 'normal' DRR activities? Apart from government, which other actors are significant?
- Under what circumstances is it legitimate to seek help for heritage in the context of wider suffering of people after a disaster, and what share of resources should heritage receive in relation to disaster prevention and preparedness?
- Can heritage support recovery?

Three propositions

- 1 Disasters are **social**, not natural:
- They must be understood as being *socially constructed* and therefore also in their cultural, political, economic and social context

- 2 Disasters are embedded in cultural interpretations of risk
- They must be understood in relation to the culture of the people they happen to, and the organizational culture of those who seek to deal with disasters (before and after)

- 3 Cultural heritage has a wider social context
- Must also be understood in its cultural, political, economic context



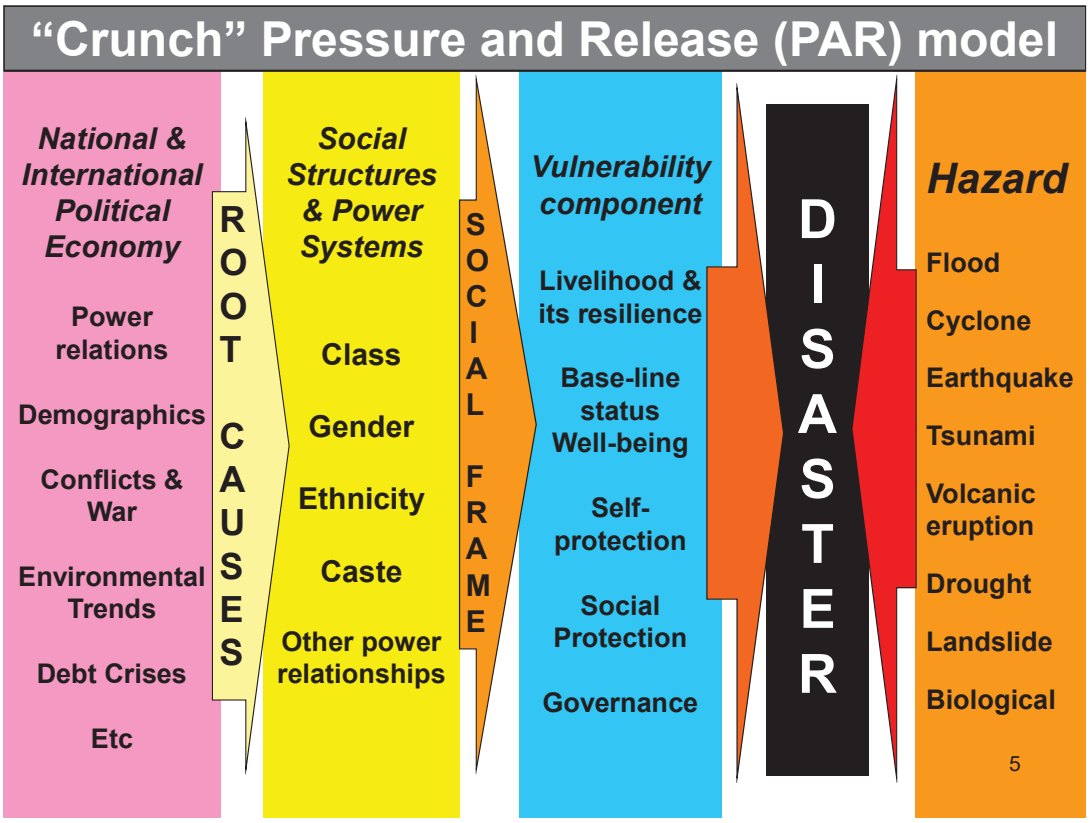
At Risk: natural hazards, people's vulnerability and disasters

Routledge 2004 2nd edition

First three chapters available free on UN ISDR website here:

http://www.preventionweb.net/files/670_72351.pdf

Translated into
Spanish 1996
Japanese 2010
Chinese 2016



Climate change will increase frequency and/or intensity of climate related hazards

Where do we put *culture* into this framework?

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2. Disasters are embedded in cultural – especially religious – interpretations of risk

Mount Kinabalu
earthquake June 2015

Analyses two forms of culture in relation to natural hazards and disasters

People's culture: the beliefs, values and behaviours that lead to risk priorities and how people perceive risks and deal with them (or not)

Institutional culture: the beliefs, values and behaviours of organizations that claim to engage in *Disaster Risk Reduction*

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Disasters, Culture and Risk

- **Beliefs** – acquired through upbringing, family, education, religious institutions

  leads to:
- **Values** – what is given priority, who is valued and what is cared about, world view (often includes and justifies power systems)

  leads to:
- **Attitudes** – how values translate into perceptions of risk

  leads to:
- **Behaviours** – what is (or is not) done in relation to risk, what is invested – how culture is 'operationalized'

Where does tangible and intangible heritage fit into this?

- What *beliefs* do people have that affect their *values* in relation to buildings, customs and heritage?
- Do these beliefs make them value that heritage *before* a hazard happens?
- Who is concerned about the heritage places? Us or them?
- Do people's beliefs make it more or less difficult to prepare for a disaster and its impact on heritage?
- Are their actual *behaviours* likely to promote protection or recovery of heritage sites?
- Most people do not give priority to serious hazards…
- And they are fatalistic, or think they are being punished, or the behaviour of others has made god/s angry

Why Culture?

- Beliefs and attitudes lead to particular ways of perceiving risk
  - Religion and causes of disasters
- Values and practices prioritize risks
- Risk is always perceived, and produced, through the lens of culture
- Culture is important: it can both increase and reduce vulnerability
- Psychology and other factors affecting behaviour are crucial (and also ignored) but we had no time to include

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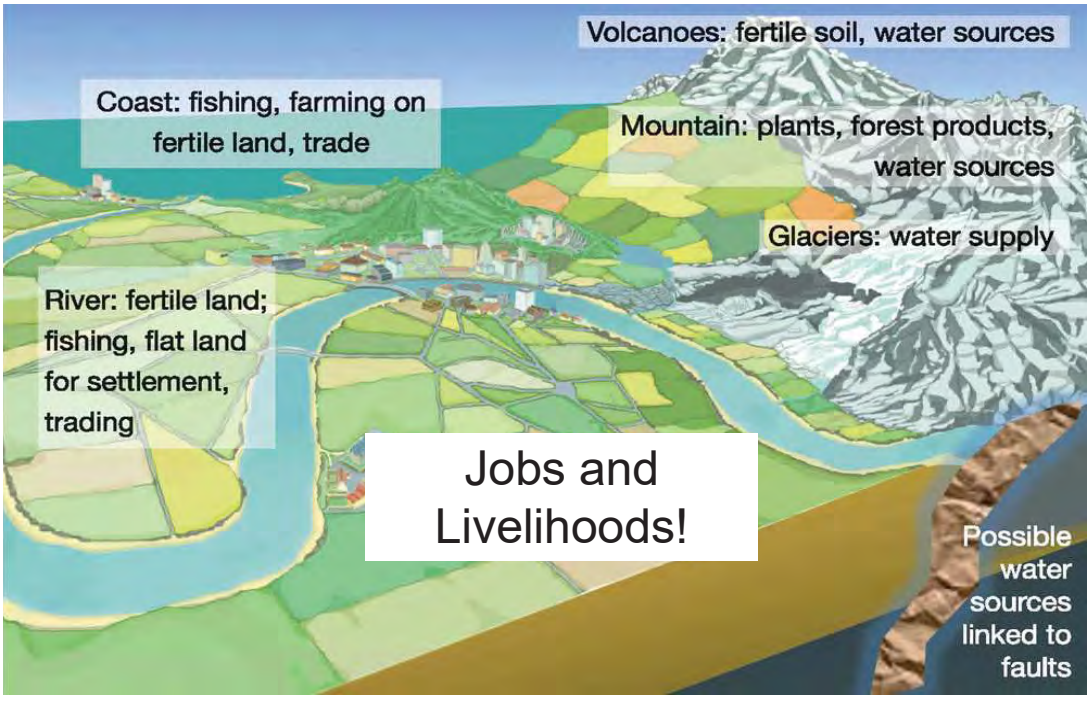
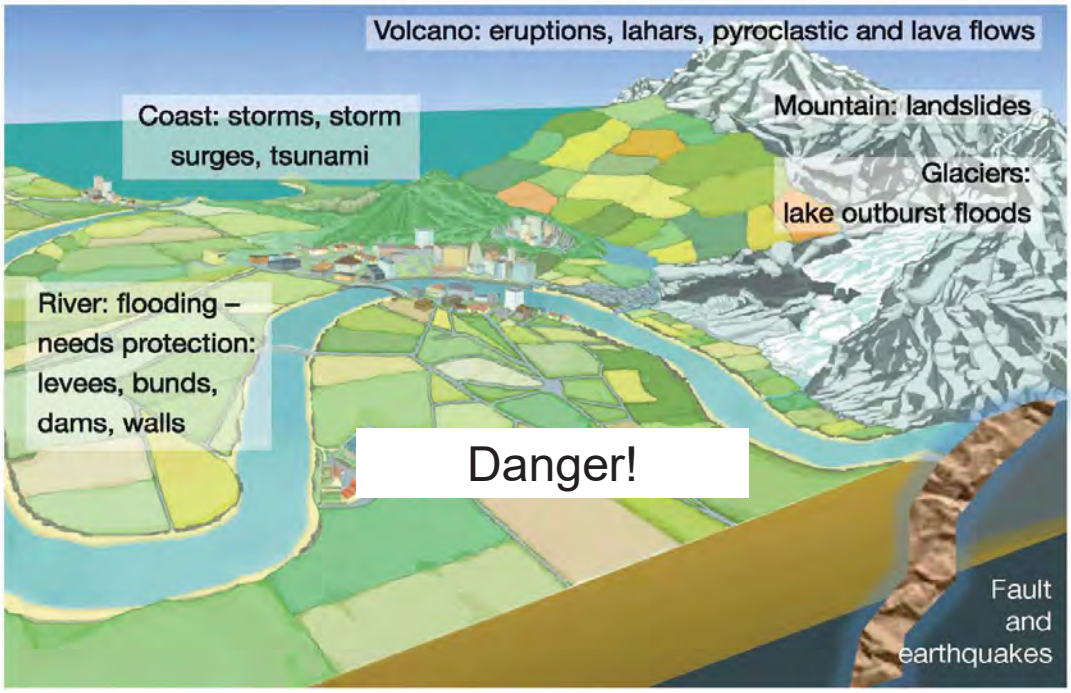
Whose perception is important? Most people see the landscape as a source of livelihoods, not risks



Organizations have their own beliefs, priorities and behaviours. They mainly see danger, and not what people need to do to survive every day.
Nobody and no organization, is 'immune' from culture



Sundarbans (Bangladesh and India) is largest mangrove forest in world, and home to the Bengal tiger

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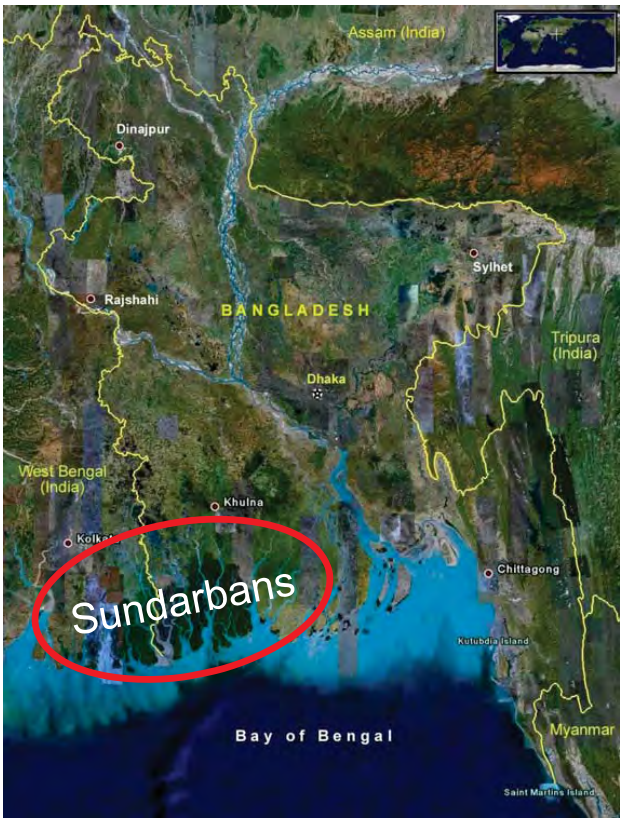

Three main risks mentioned to student visitors 2010:

- **Water becoming saline**
- **Attacks by pirates**
- **Being eaten by tigers…**

Cyclone risk was not mentioned… This area was hit badly by Cyclones Sidr (2007) and Aila (2009)

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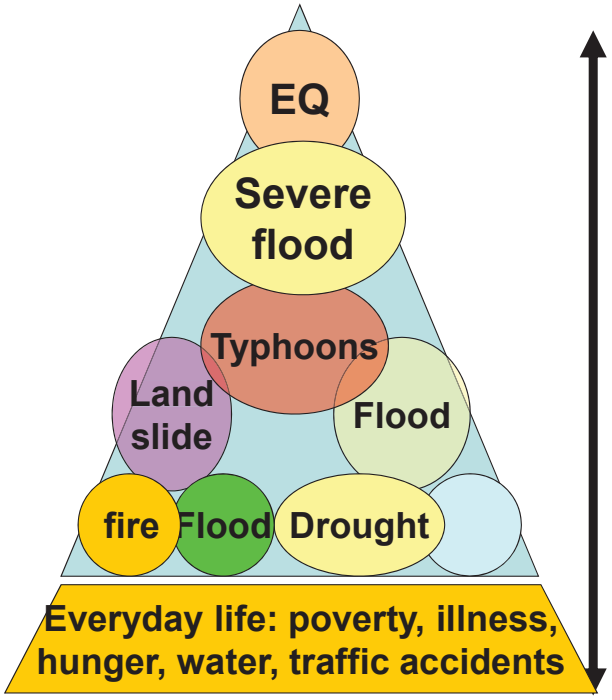
Risk hierarchy



Extreme but infrequent

"Little we can do about them.."

Damaging & within memory

Common & coped with

Priorities !

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Two key aspects

1. **Priorities and risk hierarchies**

   Outsiders' ideas of disaster risk reduction are not the same as those of the people they are trying to help – different priorities

2. **"Culture" and behaviours toward risk**

   Significant aspects of "culture" lead to people having attitudes to risk that appear to be "illogical"/ irrational, and which don't fit the "logical" approach of outside agencies

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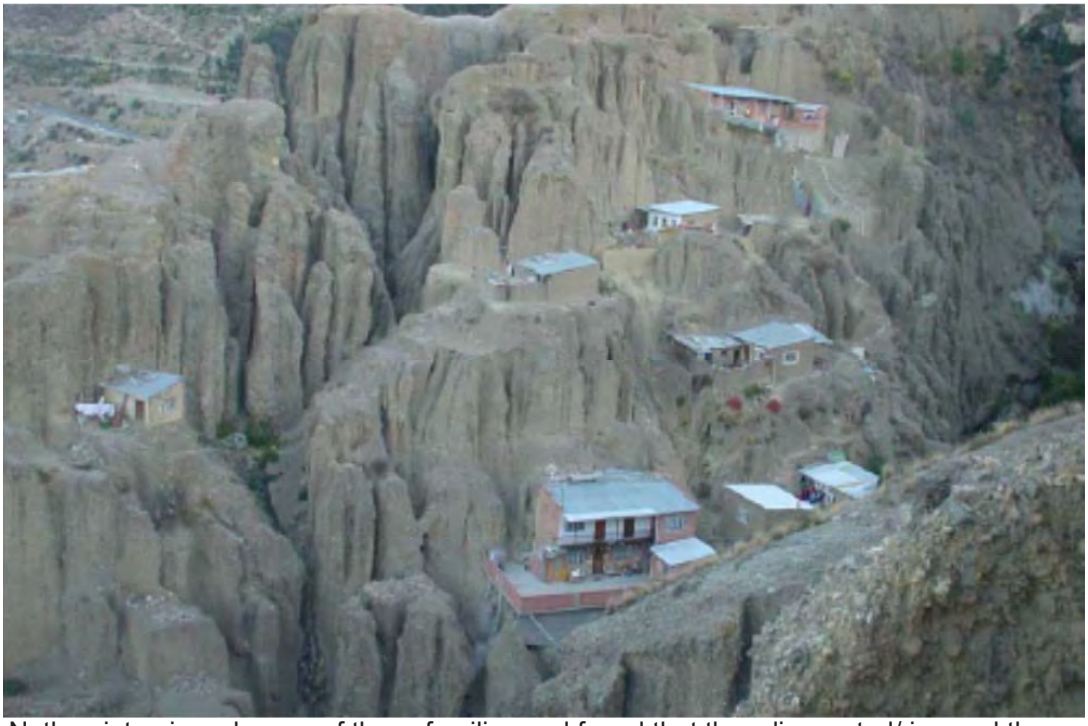
Heritage must be understood in its cultural, political, economic and societal context

In Kessennuma, a city destroyed by the tsunami, intangible heritage in the form of re-awakened lion dance groups have been used to cement solidarity and help with grief, involving children and elders who pass on the tradition.
Photos: Terry Cannon, March 2015

- 1. Understanding the social construction of disasters and the significance of the different actors and political-economic processes – this can help to understand how to protect heritage and who can do it
- Should governments be encouraged to deal with both heritage and people's vulnerability together?
- What gives heritage worth for ordinary people?
- It is part of their culture and belief system – has popular support
- It reflects the skills and knowledge of artisans and artists
- It was paid for by ordinary people's taxes and labour
- Can heritage and concern for it form the basis for its recovery? (intangible: Japanese dancers on coast)
- Next slide: Does heritage enable people to withstand risks (La Paz festival – indigenous people put more resources into the festival than into disaster preparedness.

La Paz. Photo: Fabien Nathan

Does heritage enable people to withstand risks (La Paz festival – indigenous people put more resources into the festival than into disaster preparedness.
Many of the people live on the steep slopes in the background of this picture (red circle). See next slides for close up.

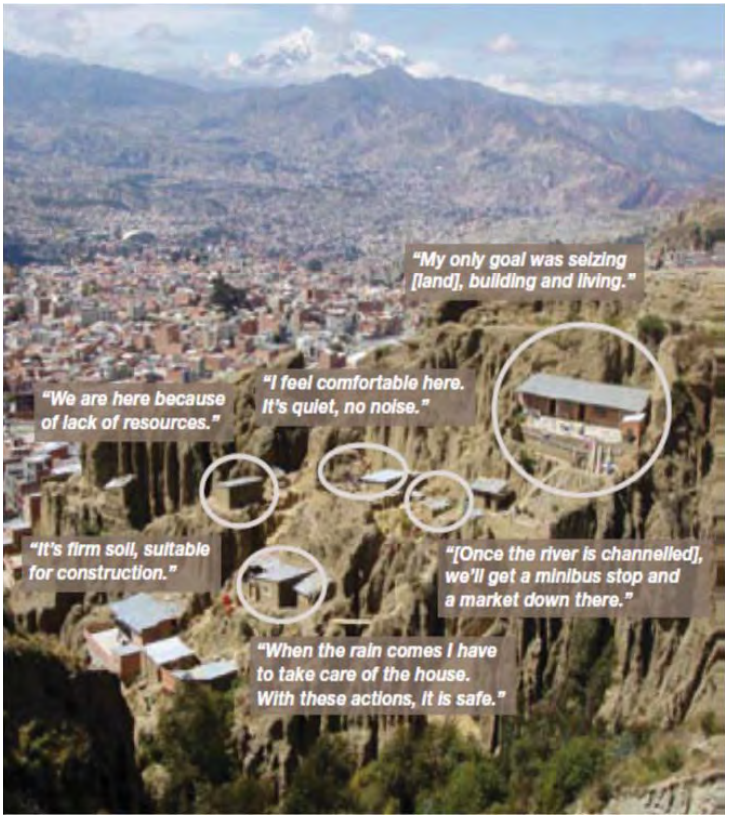


Nathan interviewed many of these families and found that they discounted/ ignored the dangers by constructing stories that enabled them to live with the risks by pretending they would not happen to them. Sound familiar? Photo: Fabien Nathan

A Clash of Cultures?

DRR organizations must acknowledge that their perceptions of risk may differ from that of the people they want to help

Organizations need to analyse their own behaviour, and identify (potential) clashes



3. Cultural heritage has a wider social context

2. Understanding the way that heritage relates to wider culture – especially non-elite culture – will assist in protecting heritage or understanding the limits of what is possible to achieve.
How can elite culture be linked to ‘popular protection’ – through a shared culture? When most people themselves are not concerned about serious hazards, how to engage them in protecting and recovering heritage?
Does protection require material incentives or are people prepared to do it out of pride, belief and respect? Or a combination? (Temple protection committees in Japan)

Types of culture & links with Heritage and Disasters

- Culture can include “elite” and “mass” popular versions
- Tangible heritage is mainly linked to elite culture:
  - Buildings that represent power, authority, religion
  - Mainly paid for by profits extracted from the majority
  - Link with popular/mass culture: combination of fear by the masses, co-option within belief systems
- Popular/ mass culture tends to be less resilient, often intangible
- Mass culture can represent both complacency or *resistance* to elite culture
- Or can spin-off alternative belief systems that side-step the elite domination (e.g. reforming religions, resistance movements that are strongly linked to creating alternatives – ‘youth culture’)
- New elites arise and may not value previous elite heritage – especially ‘capitalist’ elites or ‘populist’ elites (iconoclasm)

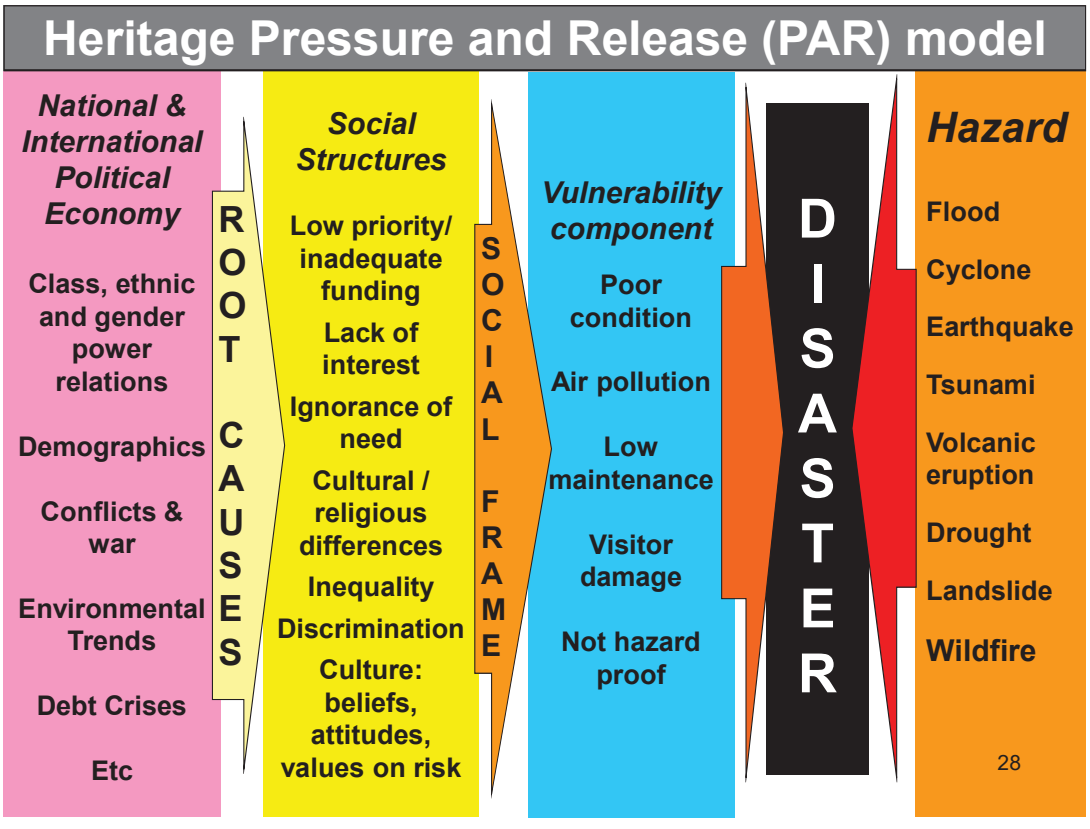
Our understanding of disasters must relate to culture of the people they happen to, and the organizational culture of those who seek to deal with disasters

We tend to come from scientific, ‘rational’ organizations that do not share or understand the beliefs of most of the people

But DRR organizations are not rational – we ignore the evidence that suggests we are doing it wrong…

Unless the culture of the people and organizations that connect with heritage is understood, it is less likely that it can be protected in advance of a hazard or valued afterwards for recovery.

- Next slide:
- This is a draft version of the Pressure and Release model where the focus (blue box) is not people but cultural heritage. What causes the different forms of vulnerability of the heritage to each type of hazard? Suggestions are in the Yellow box, with the deeper root causes on the left.



Session II: Heritage under Attack

Bamiyan Valley. © Afghanistan Matters

1. Overview of "Heritage under Attack"

Executive Summary

The world is witnessing an increasing number of conflicts. In addition, the nature of these conflicts has changed in this 21st century. They are no longer between two nations but often within the state. They involve non-state actors such as militia, rebels or independent factions. They also tend to last longer. As a consequence, they are more difficult to regulate.

Culture has become part of these conflicts, in different aspects. Culture is sometimes instrumentalized as a driver of the conflict, one "culture" against another. The term of "cultural cleansing" is also referred to when a group intentionally tries to remove a culture from the surface of the globe.

Therefore, the concern to protect heritage in conflict situations is rising. On one hand, culture must be protected from deliberate destruction. For example, the Temple of Bel in Palmyra, Syria was destroyed in 2015 or the Mausoleums in Timbuktu, Mali in 2012. Intangible cultural heritage is also at stake. Persecution of ethnic and religious groups leads to a loss of cultural diversity and the displacement of populations interrupts cultural transmission. On the other hand, culture has its part to play in DRR in post-conflict responses, both on immediate and long-term issues. Indeed, culture safeguarding and the recognition of cultural diversity is a prerequisite for the possibility of mutual understanding and dialogue. Therefore, culture is very closely connected to humanitarian and security aspects. It plays a strategic role in dialogue, peace and reconciliation. Hence, by this role of bringing peace in the minds of people, it contributes to saving lives.

UNESCO has an agenda for cultural heritage in the 21st century. Cultural heritage is part of our human rights. It was highlighted that culture is closely linked to sustainable development in economic terms but is also a driver of sustainable development in its own right. Moreover, culture is a factor contributing to peace and security as well.

UNESCO mobilizes the following international Conventions to work together to safeguard cultural heritage in times of conflict:

- ***1954 Convention for the Protection of Cultural Property in the Event of Armed Conflict (Hague Convention)*:** The Convention and its two Protocols aim to protect cultural heritage, both movable and immovable, during times of conflict.
- ***1970 Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property*:** The Convention aims to protect cultural objects from illicit trafficking.
- ***1995 UNIDROIT Convention on Stolen or Illegally Exported Cultural Objects*:** Filling the gaps of the 1970 UNESCO Convention on the aspect of private laws, the UNIDROIT Convention aims to reduce illegal traffic of cultural property by obligating buyers to check legitimacy of their purchases.
- ***1972 Convention concerning the Protection of the World Cultural and Natural Heritage:*** The Convention recognizes the fundamental need to preserve the balance between the concepts of nature conservation and the preservation of cultural properties.

- ***2003 Convention for the Safeguarding of the Intangible Cultural Heritage:*** The Convention aims to safeguard the practices, representations, expressions, knowledge and skills that communities, groups and individuals recognize as part of their cultural heritage.

As part of the implementations of these international instruments, UNESCO supports Member States in inventorying and mapping of heritage, capacity building, awareness raising and adopting international resolutions in cooperation with other UN and international agencies.

Nonetheless, in conflict situations, the challenges remain the lack of reliable information from the ground, disruption of governance in areas of conflict and the lack of adequate emergency response mechanisms. For the future, strengthening implementation mechanisms within the framework of the international conventions will allow for enhancing the safeguarding of cultural heritage in times of conflict.

About the speaker

Giovanni Boccardi is the Chief of the Emergency Preparedness and Response Unit within the Culture Sector of UNESCO. His responsibilities involve coordinating and supporting actions by the Organization to assist Member States in preparing and responding to crises related to conflicts or natural disasters. He graduated in Architecture at the University of Rome, Italy, and obtained a Master Degree on Built Environment from the University College of London, United Kingdom. He has worked for UNESCO in different positions since 1994, both in the field (Uzbekistan and Jordan) and at Headquarters where he acted as Chief of Regional Units at the World Heritage Centre (first Arab States, then Asia and the Pacific) between 2001 and 2011 and then as Focal Point for Sustainable Development, Disaster Risk Reduction and Capacity Building until 2014.

Baalshamin Temple at Palmyra World Heritage site was destroyed during extremist attack in Syria. Courtesy Telegraph, UK.

United Nations Educational, Scientific and Cultural Organization

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Heritage under Attack

Giovanni Boccardi, UNESCO
Penang, December 2015

United Nations Educational, Scientific and Cultural Organization

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Emergencies related to conflicts

- **New conflicts** of the 21st century, globalization and the growing impact on culture
- Threat of "**Cultural Cleansing**"
- Attacks against heritage and cultural diversity as **security and humanitarian imperative**
- UNESCO increasingly called upon to protect cultural heritage and diversity during conflict
- The relation between conflicts and disasters

Collateral damage

Omayyad Mosque and Old city of Aleppo, Syria, 2014

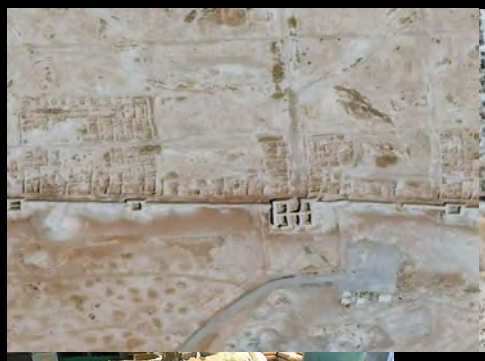
Omayyad Mosq, UNESCO World Heritage site
Mosquée des Omeyades, Patrimoine mondial de l'UNESCO

Destruction of the Ancient City of Aleppo
Destruction de l'ancienne ville d'Alep
©UNITAR-UNOSAT

21 Nov 2010

22 Oct 2014

Looting



East Wall, Dura Europos, Syria on 4 September 2011 (left) and 2 April 2014 (right)
National Museum of Iraq, 2003

Looting at Apamea, Syria
Pillage à Apamée, Syrie
©Digital Globe, Google Earth

2011

2012

Looting at Palmyra - Seized objects
Pillage à Palmyre – Objets saisis

Intentional destruction

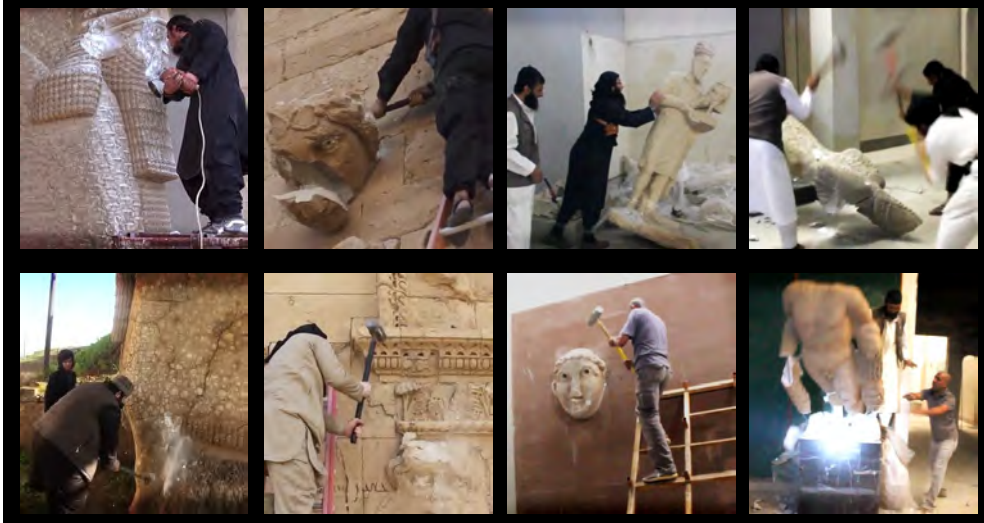
Temple of Bel, Palmyra, Syria
Before (27 August 2015) and after (31 August 2015)

Image analysis: UNITAR-UNOSAT
Copyright Airbus Defense and Space

Nabi Younis Shrine (destroyed July 2014 – Iraq)
Le Mausolée Nabi Younis (détruit en juillet 2014 – Iraq)

Systematic destruction of Cultural Heritage
Destruction systématique du patrimoine culturel

United Nations Educational, Scientific and Cultural Organization



Destruction of the mausoleums in Timbuktu, Mali (2012)
Destruction des mausolées de Tombouctou, Mali (2012)

Destruction of the old city of Nimrud, Iraq
Destruction de la vieille ville de Nimrud, Iraq
©CNES, UNITAR-UNOSAT

7 Mar 2015

18 Apr 2015

Yezidis refugees in Iraq © Getty Images

Persecution of ethnic and religious groups

Loss of cultural diversity

Yemeni refugee

Displacement of populations

Migration flows

CH in the 21st Century: A broader agenda

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- Cultural heritage as part of cultural rights;
- Culture (and heritage) as an enabler of sustainable development;
- Culture (and heritage) as a driver of sustainable development;
- Culture as a critical concern for peace and security;
- Integrated in most SD Goals of the 2030 Agenda for Sustainable Development

Conventions

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- **Protection of CP in Armed Conflict (1954) and its 2 Protocols;**
- **Fight Against Illicit Traffic (1970) and UNIDROIT (1995);**
- **Protection of World Cultural and Natural Heritage (1972);**
- **Protection of Underwater Heritage (2001);**
- **Safeguarding of Intangible Cultural Heritage (2003);**
- **Diversity of Cultural Expressions (2005).**

1954 Hague Convention and its two (1954 and 1999) Protocols

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- The Hague Convention of 1954 is the first international treaty exclusively concerned with the protection of cultural heritage during conflicts. This treaty is accompanied by two Protocols adopted respectively in 1954 and in 1999;
- The Convention protects both movable and immovable cultural heritage;
- It is based on measures applicable during armed conflict, but also on preventive measures during peacetime;
- Three different states of protection are defined: general protection, special protection and enhanced protection;
- The Second Protocol of 1999, besides completing substantially the Convention, created the le Intergovernmental committee for the protection of cultural property in the case of armed conflict.

Critical Issues

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- Relatively low ratification rate of the Convention and its two (1954 and 1999) Protocols
- Uneven representation of member states in different geographical groups
- No directly applicable to armed non-state actors
- Moderate resources in the Fund for the Protection of Cultural Property in the Event of Armed Conflict
- Modest inscription rate of cultural property on the Enhanced Protection List (currently 10 cultural properties, all WHC cultural sites, from 5 States Parties are inscribed)

Current Actions

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- Encouragement of ratifications and nominations for Enhanced Protection
- Provision of legal and technical assistance to States Parties
- Provision of expert advice on different aspects of the implementation of the 1954 Hague Convention and its two Protocols
- Close cooperation with the ICRC and other stakeholders (e.g. assistance in the development of the ICRC “Protection of cultural property in the event of armed conflict – Model Law”)
- Capacity-building activities (e.g. Legal experts meetings, development of trainings for military and peace keepers)

1970 Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property

States Parties 1970 Convention :129
States Parties to the partner 1995 UNIDROIT Convention: 37

Key Objectives

It requires States Parties to take action in the following

- ***Preventive measures***
- ***Restitution provisions***
- ***International cooperation framework***

Past and Current Actions

- Since June 2012, seven countries have **ratified** the 1970 Convention, bringing the number up to **129** (last two: Luxembourg and Austria)
- **Database of National Cultural Heritage Laws**: it currently comprises 2,746 laws from 188 countries
- Since 2012:
  - **26 capacity-building** workshops organized, over 1 000 professionals trained (special focus on conflict/disaster situations)
  - **Outreach**: 3 publications, 7 mini-clips for tourists, 3 TV spots for local populations , posters and leaflets, 2 comprehensive communication campaigns (Latin America and the Maghreb)
- Extensive **information material** available;
- **Improved website**; https://www.youtube.com/watch?v=tU6mLmBeHW4

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1972 Convention Concerning the Protection of the World Cultural and Natural Heritage

- identification
- protection
- conservation
- presentation
- transmission

1,031 properties:
- 197 Natural
- 32 Mixed
- 802 Cultural

48 properties on the List of WH in Danger:
- 18 Natural
- 30 Cultural

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State of Conservation monitoring

Periodic Reporting ("PR")
State Party-driven process
6-year cycle – all properties

Reactive monitoring ("SOC")
Committee-driven process
ad-hoc basis (threat) – selected properties
Missions at the request of the Committee

Reinforced monitoring mechanism ("RMM")
At discretion of DG or Committee – 10 properties
Applies to properties in Danger only
Reports and missions between Committee sessions

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Prevention (preparedness before conflict)

- International Coordination
- Data collection: Documentation – Inventories – Mapping Expertise
- Technical Assistance
- Capacity-Building
- Advocacy, Awareness-Raising and Education

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Current CLT projects in conflict areas (XB contributions)

Mali:
Switzerland (USD 1,1 million)
EU (USD 670,000)
Netherlands (USD 75,000)
Norway (USD 170,000);

Syria:
the EU (€ 2,5 million)
the Flanders (€ 170,000)

Syria and Iraq:
Kuwait (USD 100,000)

Iraq:
Japan (USD 1,5 million)
Italy (€ 300,000)
Norway (USD 170,000)
Samarra Governorate (USD 850,000)

Libya:
Italy (USD 1 million)
Libya (USD 1 million)

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UNESCO's Action 1.Advocacy

- **Declarations** by Director-General
- Work with **Member States**
- High-level **meetings**

Director-General at UN Security Council, 27 April 2015

- United Nations **Security Council Resolutions**
  - **Resolution 2199**

2.Coordination of institutional partners and other actors

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ICOMOS international council on monuments and sites

ICCROM

INTERPOL

ICOM

UNIDROIT

blue shield

unitar

UNOSAT

WORLD CUSTOMS ORGANIZATION

UNODC

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3.Monitoring, technical assistance & capacity building

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Formation de personnel de la MINUSMA, Mali

Monitoring via **satellite imagery** in cooperation with UNOSAT

Training of civil, military and police staff

4.Awareness-raising

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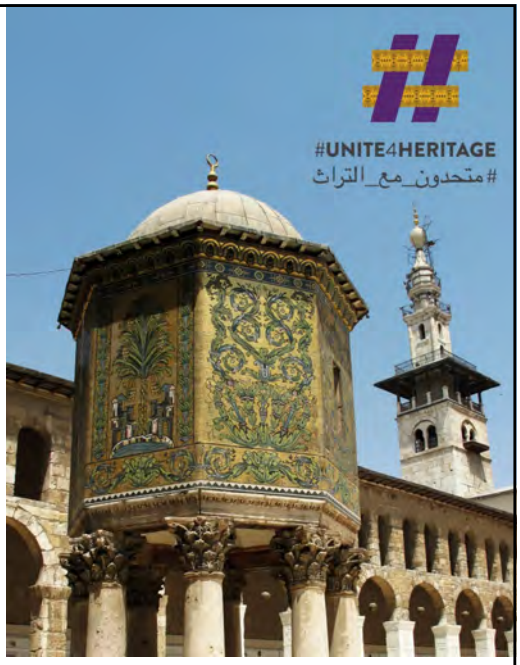
Participants at Palmyra, Syria

#Unite4Heritage Campaign

Global movement to **counter sectarian propaganda**

http://www.unite4heritage.org



#Unite4Heritage Campaign

Awareness-raising / 2

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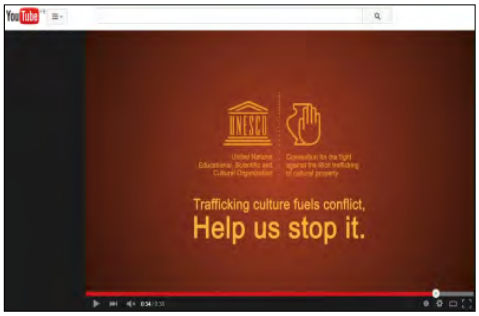

Video clips and messages on social media to fight against illicit trafficking in cultural objects

5.Post-conflict

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- **Institutional Coordination Mechanisms**
- **Resource mobilization**
- **Institutional Capacity-building**

Tombouctou, Mali

- **Developement and implementation of rehabilitation projects**

Reconstruction of Mausoleums in Timbuktu

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Reconstruction of the mausoleums in Timbuktu, Mali

Current Challenges

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- Lack of reliable **information** from the ground;
- Disruption of **governance** in areas of conflict;
- Lack of adequate **emergency response mechanisms**, notably in UN security frameworks;
- Limitations of UNESCO **Conventions**
- Lack of **resources** to UNESCO

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Strategy for reinforcing UNESCO's action for the protection of culture and the promotion of cultural pluralism in the event of armed conflict

Decision 38C/49

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Overall Goal

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"**reduce the vulnerability of cultural heritage and diversity** before, during and in the aftermath of conflict."

"It builds on UNESCO's standards, technical expertise and operational experience in the field of culture, which it seeks to **scale up and further operationalize**."

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Two Objectives

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- **Strengthen Member States' ability** to **prevent**, **mitigate**, and **recover** the loss of cultural heritage and diversity as a result of conflict
- **Incorporate protection of culture** into **humanitarian** action, **security** strategies and **peacebuilding** processes

→ **over 6 years, until 2021**

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Priority Areas of Action

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Preparedness

- Data collection (inventorying)
- Technical assistance & Capacity-Building for risk mitigation
- Development of policies and tools (building on Conventions)
- Advocacy, awareness-raising and education
- New partnerships

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Priority Areas of Action

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Immediate response during conflict

- Integration of CH into UN security and peacekeeping operations
- Coordination, monitoring and reporting
- Capacity-building and technical assistance for first aid, mitigation (incl. damage assessment and urgent interventions)
- Country-based Support Programmes (e.g. Syria Project)
- Advocacy and awareness-raising

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Priority Areas of Action

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Post-conflict Recovery

- In-depth assessment exercises (PDNAs and PCNAs)
- Coordination of international efforts (e.g. on illicit trafficking or through ICCs-like mechanisms)
- Capacity building and education
- Planning for restoration/reconstruction
- Support to ICC in fight against impunity

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What can you do?

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Participate in **Global Coalition "Unite for Heritage**" by:

- **supporting UNESCO's activities** in your legislative bodies;
- **ratifying** UNESCO and UNIDROIT Conventions, and Rome Statute of the ICC;
- **creating dedicated units within your law-enforcement agencies, police and militaries** to implement these Conventions;
- **implementing UN SC Resolution 2199;**

What more can be done?

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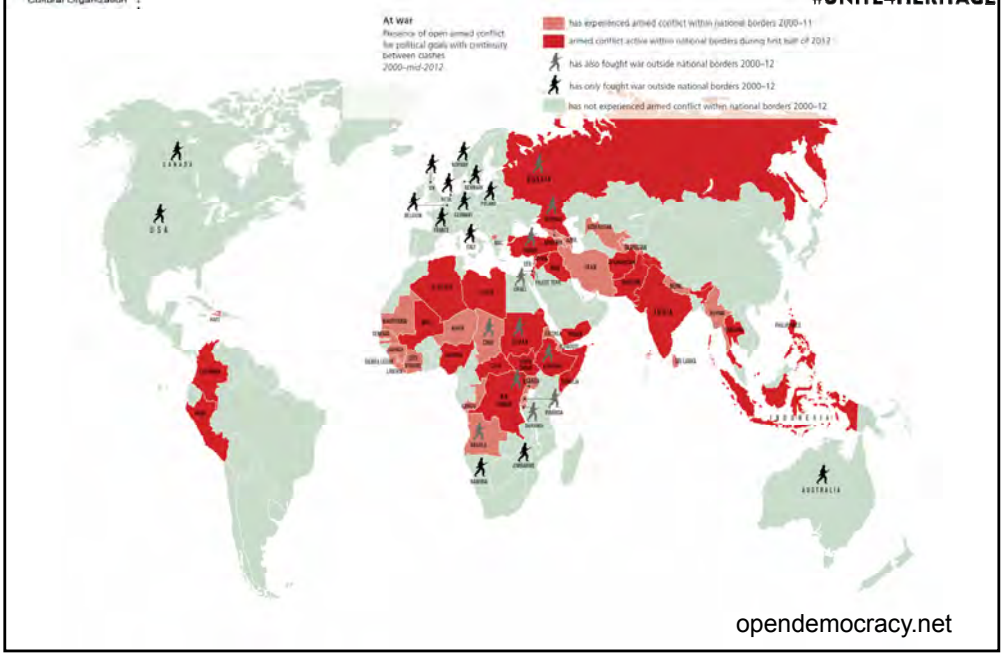
- **Complete national inventories** of cultural heritage;
- **Strengthen heritage agencies and integrate heritage** within national development, security and humanitarian frameworks;
- **Raise awareness and include heritage and cultural diversity in educational curriculums**;
- **Share information on illicit traffic of CP** regularly and as transparently as possible, including on zones of illicit excavations.

Armed conflicts between 2000 and 2012

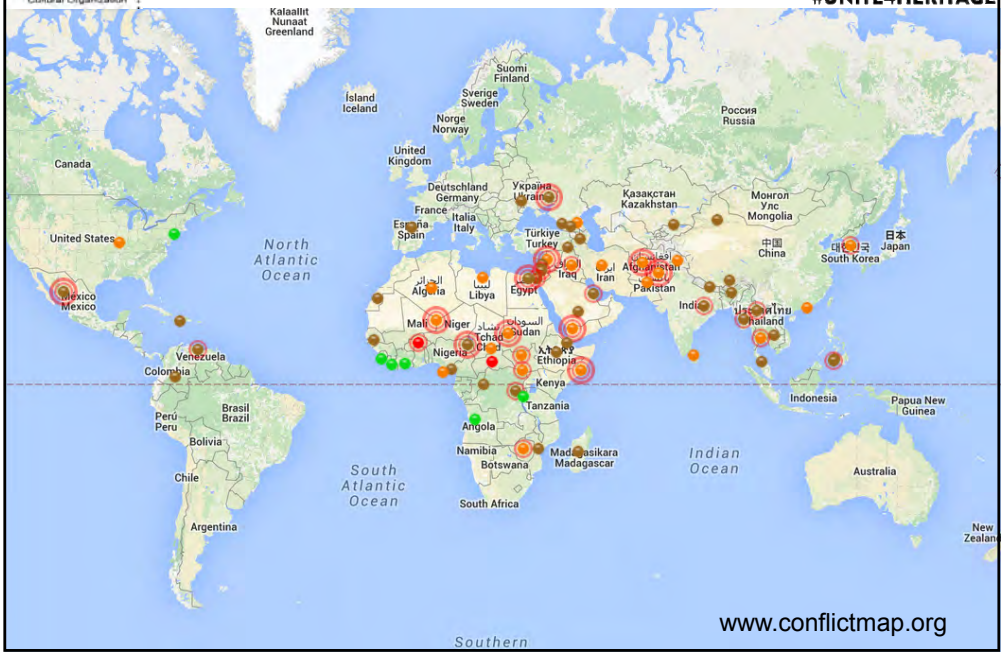
#UNITE4HERITAGE



opendemocracy.net

Map of current armed conflicts

#UNITE4HERITAGE



www.conflictmap.org

2. Case study 1: Protecting heritage in conflict situations - Afghanistan cultural heritage in danger

Executive Summary

Afghanistan suffered from three decades of war. As a consequence, infrastructure and people's lives were deeply affected. In the field of culture, many historical monuments and archaeological sites have been destroyed or illegally excavated most notably the Buddhas of Bamiyan. Collections were also vulnerable, for instance, the National Museum of Afghanistan, which used to have one of the most significant art collections in Central Asia, has suffered the loss of 80 percent of its holdings.

Since 2002, Afghanistan has been in the process of normalization. The Government of Afghanistan via the Ministry of Information and Culture, in cooperation with national and international organizations, has undertaken efforts to preserve cultural heritage. During the last 14 years, they were able to restore 250 sites, including the successful renovation of the Ikhtiarudin Citadel, founded by Alexander the Great. At the Mes Aynak Buddhist site, which is under threat from copper mining, archaeological research and excavations have been conducted since 2009 to document the site using leading edge technology.

However, despite considerable efforts, many cultural heritage sites are still in danger of destruction and are in need for protection. Some monuments are in remote war zones still occupied by the Taliban. Public awareness is also an issue, with some people destroying heritage building in order to use the material to construct their houses.

The Government of Afghanistan faces several challenges. Security is still an issue. The lack of human and material resources makes it difficult to deal with conservation problems. There are only three qualified archaeologist and twelve engineers for the whole country. The sites are under constant threat of illicit trafficking of cultural artefacts.

The heritage of Afghanistan is a heritage shared by all of us as part of humanity. Therefore, working together for its preservation should bring collective inspiration for a better future. For this reason, there is a call for the assistance of the international community to support the preservation of important heritage sites in danger.

About the speaker

His Excellency Musaddiq Khalili is Deputy Minister of Information and Culture of Afghanistan. He has expertise in the affairs related to cultural heritage. He is appointed the Acting Minister of Information and Culture. He is a member of the architecture faculty of the Polytechnic University Afghanistan.

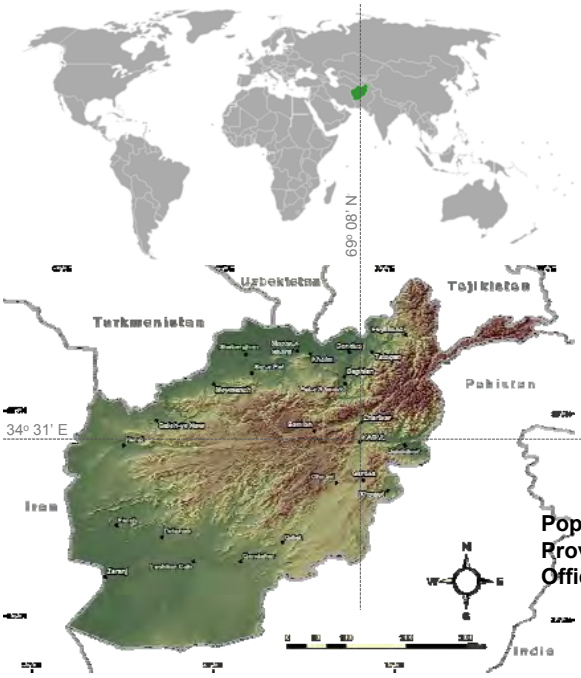
Afghanistan Cultural Heritage in Danger

(Protecting heritage in conflict situations)

UNESCO Regional Conference on Harmonizing Actions to Reduce Risks for Cultural Heritage in Asia and the Pacific 7-9 December 2015
Penang, Malaysia

S. Mossadeq KHALILI, Deputy Minister of Culture
Ministry of Information and Culture of Islamic Republic of Afghanistan

LOCALISATION



Afghanistan; officially an Islamic Republic. a Central Asian country, without access to the sea

Country names in the course of history:

From 1900 av. J.C.-661.J.C : Arianna (Country of Aryens)or Bakhter (Bactres)

from 661 .J.C-1892.J.C : KHORASAN

1892 : Afghanistan

Population : 35 millions
Provinces : 34
Official languages: Farsi (Dari) , Pashto

Culture and tradition:

Immateriel heritage:

Relegion, Tradition, Lifestyle, Music.....

Decades of war

What happened to the Afghanistan cultural heritage?

Decades of war

during 3 decades of war , country suffered a lot, this destructive war destroyed all the infrastructures and influenced different aspect of afghan people's life.

Especially in the field of culture, our country has experienced a very difficult and intolerable period.

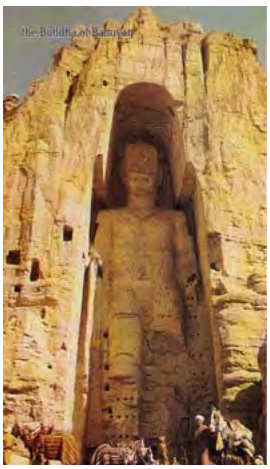
Most of the historical monuments and archeological sites have been destroyed and illegally excavated, the national museum of Afghanistan were looted, which its collection with over 100,000 items had earlier been one of the most important in Central Asia.

more than 1200 monuments and 5000 sites are in danger of collapse and destruction.

Decades of war

Following are some examples of the monuments after and before the war

Bamiyan Bouddha Statues

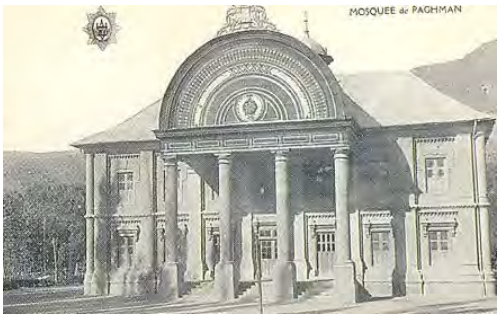


Before

After

The Bouddhas of Bâmiyân (Destroyed by Taliban in 2001)

Monuments before and after the war



before

after

A Mosque in Paghman of Kabul, an early 20th century monument

Sources : *(Souvenir Afghanistan, postcards booklets printed in Paris by the afghan government in 1922, 1926, 1928)*

Monuments before and after the war

before

after

Royal Palace (Paghman), an early 20th century monument

Sources : *(Souvenir Afghanistan, postcards booklets printed in Paris by the afghan government in 1922, 1926, 1928)*

.

Monuments before and after the war

before (Photo curtesy of: SPACH)

After

Buddhist minaret had also role of guide for Cravans.

Minaret of Chakari :

The only remain of the Koshanide architecture in Kabul (built between 1st and 2nd century AD).

Monuments before and after the war

before > after

Comparing the pictures of the current state and the 19th century _
Source of anciennes photos : (The British Library)

Qala-e-Bost Arch.

Location: Hilmand Afghanistan.
Architectural style: Ghaznavid Architecture
Construction Method: Fire brick Architecture with some calligaraphic decors.
Date of construction: 10th Century

The arch and citadel needs urgent conservation efforts

Archaeological site of Ai Khnoum

Greco Bactrian city, located in north of Afghanistan, at the confluence of the Oxus (Amu Darya) and Kokcha.

Dated between IV and III century BC, during the reign of Seleucus or Antiochus 1 .

The name of site is Ai Khanum which means "moon lady" that comes from the name of an Uzbek princess who would sojourned there at the seventeenth century.

Our efforts

What we have done ?

Our efforts

Since 2002 Afghanistan after thirty years of war has returned to normal life once again and The Government of Islamic Republic of Afghanistan via Ministry of Information and Culture, in cooperation with national and international institution tried to join efforts towards the restoration and preservation of Afghanistan Cultural heritage ,
During last 14 years we were able to restore about 250 monuments all over the country, but still 1200 monuments are in danger of destruction and needs urgent preservation efforts.

Our efforts

Followings are some examples of restored monuments

Babur Garden

Restored by Amir Abdul Rahman, in the late nineteenth century by adding Queen's palace.

The Garden was destroyed during the war .but fortunately was restored in 2007, By Ministry of Culture with the support of AKTC

before > after

The royal garden of Babur Shah a Monument of 16th and 17th century

Ikhtiaruddin Citadel

before

Ikhtiaruddin Citadel or (Qalai Ikhtiaruddin) a monument which has old history from Alexander the great up to Timourides of Herat and is the example of many civilizations marked the history of this city.

Ikhtiaruddin Citadel

After

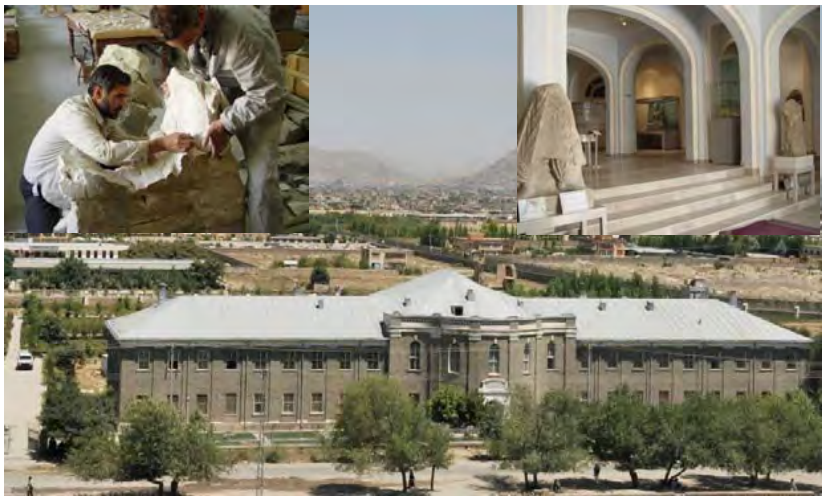
Ikhtiaruddin Citadel or (Qalai Ikhtiaruddin) a monument which has old history from Alexander the great up to Timourides of Herat and is the example of many civilizations marked the history of this city.

National Museum

before

The National Museum of Afghanistan wich with its 100000 of artifacts was one of the most important museum of the region.
Was destroyed and 80% of its artifacts have been looted.

National Museum



After

The National Museum of Afghanistan wich with its 100000 of artifacts was one of the most important museum of the region.
Was destroyed and 80% of its artifacts have been looted.

Mess Aynak A bouddhiste Site

001.mov

Monuments in danger

still more than 1200 monuments and 5000 sites are in danger of destruction

Qala-e-Bost Arch.

Location: Ghazni Afghanistan.
Architectural style: Ghaznavide Architecture
Construction Method: Fire brick Architecture with some calligaraphic decors.
Date of construction: 10th Century

The monument is in a remote area which is affected by continues war between Taliban and Government ,needs urgent conservation efforts

Balkh Historic City:

Balkh Citadel and City wall

Bala Hissar of Balkh

Location: Balkh Afghanistan
Date of construction: 5th century B.C
Architectural method: Raw mat architecture.
Architectural style: Achaemenid period.
Monumental Category: Military
Monumental values: Military, Architectural, Historic, Cultural and traditional.

Conservation condition: Needs urgent conservation efforts and archaeological Studies.

Kharwar Bouddhiste site

Kharwar site is Located in Lugar Province and is one of the most important Buddhist site in the country which is in danger of illegal excavation by artifacts smugglers.

Needs urgent archaeological excavation

Jahan Nomma Royal Palace

Will house the ethnographic museum

Date of Construction:
XIX Century Amir Abderrahmane Khan period.

Current Condition: Partially restored by Holland Government fund

Takht-i-Rustam (Rustam's Throne) Samangan:

Name of Monument: Takht-i-Rustam
Date of Creation: Between 2nd and 5th century.
Category of monument: Religious
Location: Samangan Afghanistan
Method of Construction: Stone architecture, Local materials.
Conservation Condition: This monument needs emergency restoration and rehabilitation works

Herat Minarets

Minarets of Sultan Baiqara, next to the Musalla Complex. The 5 minarets are all that remains of the medressa that he built.
Architectural style: Timouride with outstanding architectural decoration.
Conservation condition: These monuments are in danger and needs urgent conservation effort.

Ghulghula Histirc city:

An Islamic ancient city form 9th century in front of Buddha's of Bamiyan

(Photo 1970 Ruth et Franklin Harold)

Zohhak pre Islamic city

A fortified historicc city from 3th century, Exemple of Yaftalid empire. Near to Boudhas of Bamyan

Ruines of Zohhak city:
(Photo 1970 Ruth et Franklin Harold)

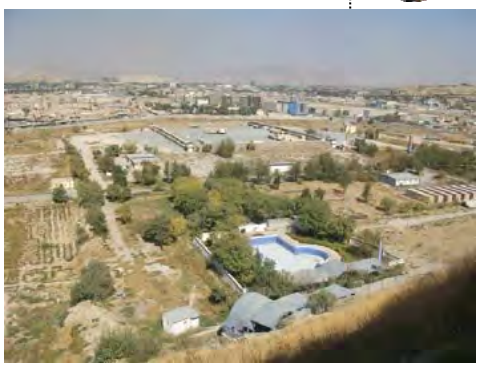
Zabul Bala Hissar

This citadel is in a critical situation and needs restoration and consolidation efforts

Qalai Freddon in Farah

This monument needs urgent conservation efforts, archaeological studies

Kabul bala Hissar



Bala Hissar is an ancient fortress located in the city of Kabul Afghanistan.
The estimated date of construction is around the 5th century A.D Bala Hissar sits to the south of the modern city centre at the tail end of the Kuhe-
Sherdarwaza Mountain. The Walls of Kabul, which are a staggering 20 feet (6.1 m) high and 12 feet (3.7 m) thick, start at the fortress and follow
the mountain ridge in a sweeping curve down to the river

Kabul bala Hissar

Before > After

Photos from 20 Century and now
*Source of **ancient** photo : (The British Library)*

Shir Darwaza Historic Wall

Dated between 5 and 7th Century AD

Gardez Bala Hissar

The citadel is currently occupied by ANA and requires urgent restoration and consolidation effforts.

Hazrat Waqif Mausoleum

Hazrat Waqif Mausoleum of Timorid Period momument , located in Takhar Province, the monument is in danger of destruction because of seasonal flauding and requires urgent protection.

Challenges

-Security

- Illicit trafficking

- Luck of experts

- Luck of budget

- Luck of Public Awareness

- Natural disasters (earthquake, flooding, Storm)

- Development (housing, infrastructure, mining…….)

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conclusion

My main conclusion is that the conditions for the proper conservation of cultural heritage in Afghanistan must be improved and to improve it , we need the cooperation and support of our friends from every part of the world, including international Institutions and friendly countries.

The heritage of Afghanistan is a heritage shared by us all and the preservation of this shared history can be a symbol of our collective aspirations for a better future.

3. Case study 2: Protecting heritage in conflict situations - Sri Lanka

Executive Summary

The case study provided an analysis of post conflict recovery issues after the tragic incident at the Temple of the Tooth Relic in Sri Lanka.

Sri Lanka was the victim of a civil war which involved armed conflict and caused significant hardship for the population, the environment and the economy of the country. Mainly, two cultural heritage sites were affected during the conflict:

- Sri Maha Bodhi, a very sacred Buddhist site. The seed of the sacred Bodhi tree is said to be brought from Bodhgaya centuries ago. But in 1986, 145 innocent people were killed in a terrorist attack near that sacred Bodhi tree.

- The Temple of the Tooth Relic or Sri Dalada Maligawa is a World Heritage site. The building is located in the royal palace complex of the former Kingdom of Kandy, which contains the relic of the tooth of the Buddha. The site, considered one of the most sacred places for Buddhists, is a pilgrimage place to over one million people. On 25 January 1998, the site was partially destroyed by a terrorist bomb blast.

The Temple of the Tooth Relic incident is a classic example of the deliberate destruction of national symbols. The role of culture in post war recovery was not always recognised by organisations. Priority was given to health, food or shelter. However, culture cannot wait. Despite the interruption of community life during the conflict, Sri Lankans reacted by collectively working on the restoration of the site.

The desire to revive cultural traditions is part of the thread of continuity in community lives. People need access to their daily rituals. The revival of the Temple's life, its annual pageant, crafts and traditional conservation techniques were essential elements in the recovery period. Moreover, restoration of damaged buildings and the restitution of collections played a substantial role in the psychological recovery process.

The case of the Temple challenged internationally accepted ideas. The restoration was based on local initiatives and was locally guided. The need for training existed but expertise could also be found on the ground. On one hand, local knowledge was often underestimated by donors and international experts. On the other hand, international experience has contributed immensely to the development of capacity-building activities. Partners such as ICCROM assisted in undertaking activities and provided *Development Resource Manual*, a course on First Aid and development of DRM plan. In 2005 ICCROM organized a Forum on *Cultural Heritage in Postwar (conflict) Recovery* where the case study of the Temple of the Tooth Relic was presented. The report of the Forum can be downloaded from the ICCROM website.[1]

As a conclusion, experience showed that culture has a central role to play in post conflict recovery. This lesson is worth sharing.

1 http://www.iccrom.org/ifrcdn/pdf/ICCROM_ICS06_CulturalHeritagePostwar_en.pdf

About the speaker

Gamini Wijesuriya is Project Manager of the Sites Unit within ICCROM. Dr. Gamini Wijesuriya has qualified in Architecture and Historic Preservation and gained experience in the field of Conservation and Heritage Management. While practicing, he obtained his Ph.D. from Leiden University in the Netherlands. Since 2004, Dr. Wijesuriya is attached to the Sites Unit of ICCROM as a Project Manager. Among other responsibilities, he is the deputy coordinator for World Heritage activities through which he was involved in the development of World Heritage DRM Strategy, Resource Manual and designing and implementing training courses on DRM. As the Director of Conservation of the Government of Sri Lanka (1982-2000) he was in charge of the recovery and restoration of the Temple of the Tooth Relic of Sri Lanka destroyed by bombing.

The Temple of the Tooth Relic, Sri Dalada Maligawa World Heritage Site.
© Jorge Láscar

UNESCO Regional Conference on Cultural Heritage and Risk in Penang

7-9 December 2015

Case study of Sri Lanka: Protecting heritage in conflict situations

GAMINI WIJESURIYA
ICCROM

ICCROM

- International Centre for the Study of Preservation and Restoration of Cultural Property 1956
  - Engage in capacity building on all aspects related to Heritage Conservation and Management
  - Advisory body to the World Heritage Committee
  - Two key programmes out of five are:
    - Disaster Risk Management
    - World Heritage

My Presentation

- Overview of cultural heritage sites, collections and institutions that have been affected by conflicts
- Experiences of Sri Lanka in facing these challenges
- Lessons learned.

Heritage affected

- Two examples
  - Sri Maha Bodi
  - Temple of the Tooth Relic - A World Heritage Site

Temple of the Tooth Relic

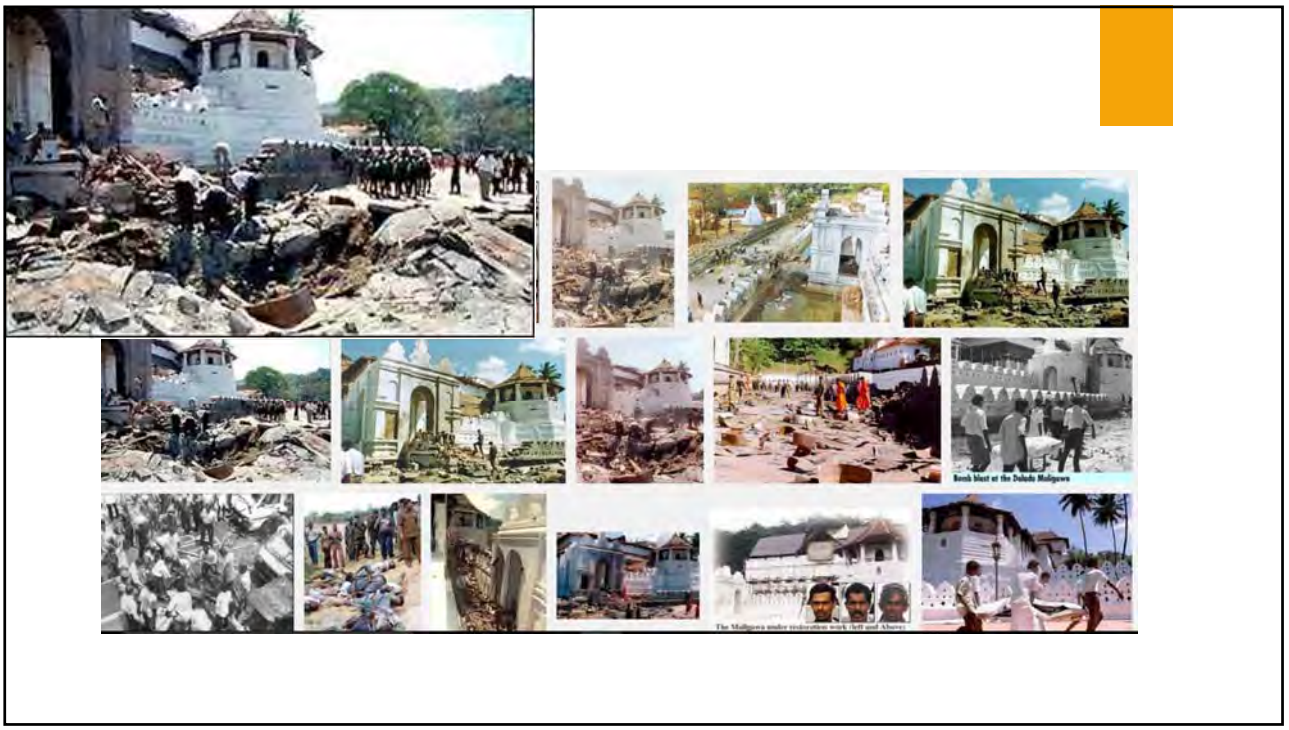
- The depository of the tooth relic of the Buddha
- A World Heritage Site
- One of the most sacred places for the Buddhists
- A key National Symbol

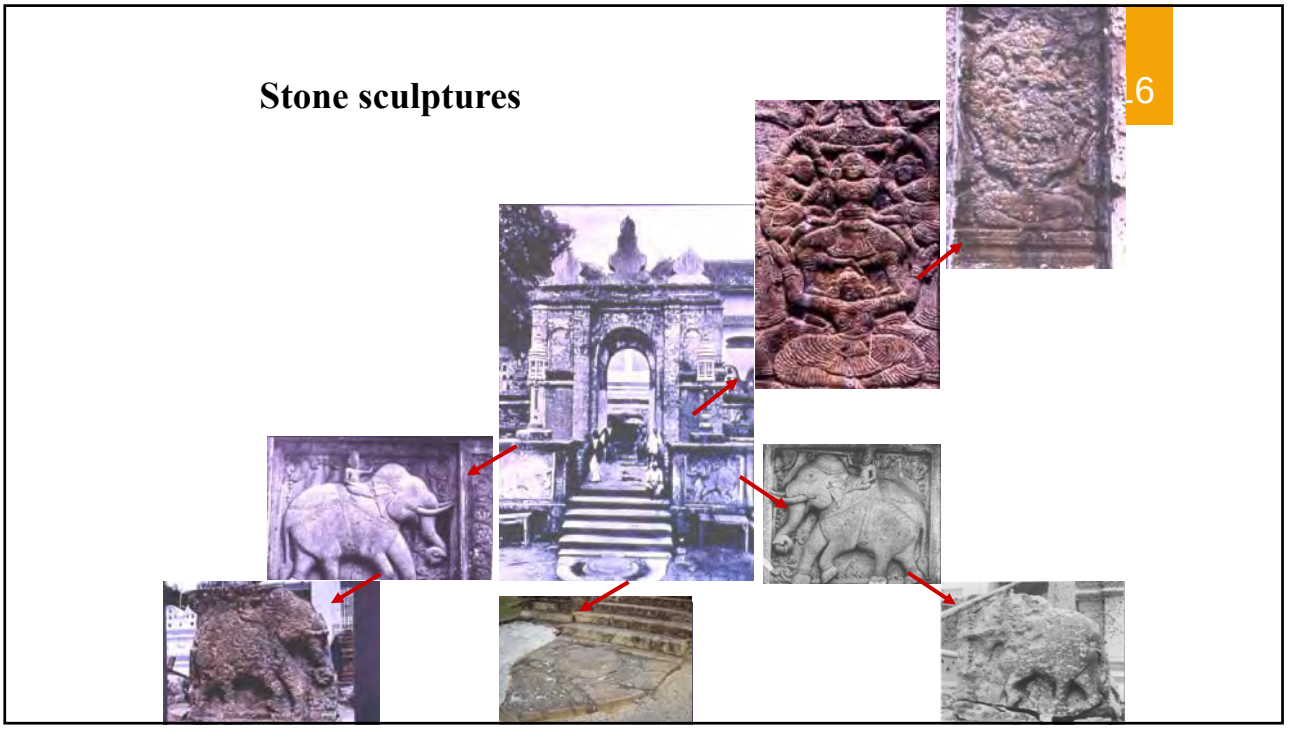
17th Century Temple

11
The Annual Procession

The Disaster

- Destroyed by suicides bombers with a lorry load of explosives on 28 January 1998:
  - 7 people died
  - 26 injured
  - The temple badly damaged
  - Rituals and practices disrupted




Stone sculptures
16

Immediate Actions: (RESPONSE)

- **Professional Response**
  - Emergency Actions
    - Temporary shelters, collections, strengthening
  - Establishment of a Restoration Team
    - DOA team: University; other experts from other institutions;

Immediate Actions: (RESPONSE)

- **Political response**
  - Creation of a Presidential Task Force: Chaired by President with all relevant ministries; religious communities.

Conservation Strategy: (RECOVERY)

- **Key Considerations**
  - Guidance: Buddhist community
  - Values: A World Heritage, National/ local: sacred places: rituals, practices
  - Living Heritage

Present Custodians

Conservation Strategy: (RECOVERY)

- Guiding principles/ overall vision:

re-generation of the atmosphere conducive to religious activities as existed on the 27th January, the day before the bombing

24

Restoration

before

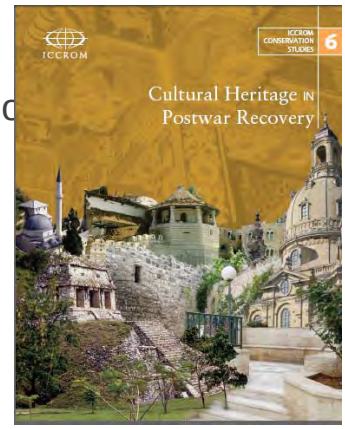
after

Anuradhapura massacre	1985	146
Air Lanka Flight 512	1986	21
Aluth Oya massacre	1987	127
Central Bus Station bombing	1987	116
Aranthalawa massacre	1987	33
Police officers massacre	1990	600-774
Kattankudy mosque massacre	1990	147
Pallivasodella massacre	1991	109
Kallarawa massacre	1995	42
Eastern Sri Lanka massacres	1995	120
Central Bank bombing	1996	91
Dehiwala train bombing	1996	64
Temple of the Tooth attack	1998	17
Lionair Flight 602	1998	55
Gonagala massacre	1999	50
Gomarankadawala massacre	2006	6
Kebithigollewa massacre	2006	66
Digampathana bombing / Habarana massacre	2006	92-103

Can we stop Destruction?

ICCROM Forum on Cultural Heritage in Postwar (conflict) Recovery

- Role of Cultural Heritage in Recovery Pro

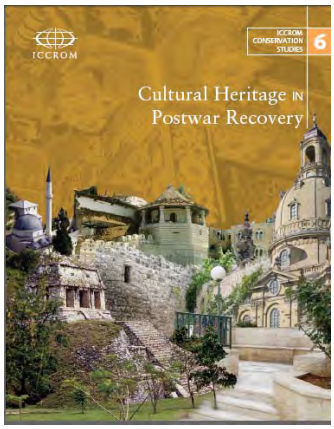


The Thread of Continuity

- Cultural Heritage in post-war recovery

Issues discussed

- Armed conflict and the home
- Deliberate cultural destruction
- 'Culture must wait'
- Revival of cultural traditions
- The role of the professionals



Armed conflict and the home

Deliberate cultural destruction

‘Culture must wait’

- ?????

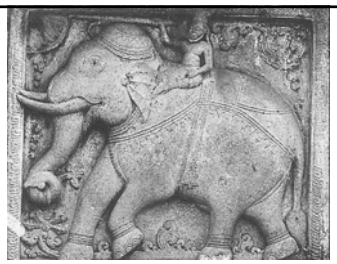
Revival of cultural traditions

Revival of Activities

Building restoration and restitution of collections

35

Sculptures



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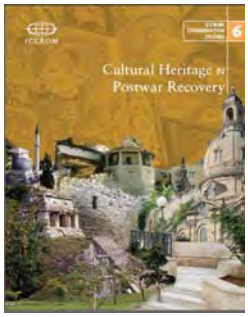
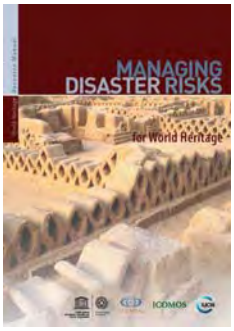
Paintings

The role of the professionals





Conclusions

- Cultural heritage has a role to play in post conflict recovery
- Achieving success depends on:
  - support received from political/professional/community;
  - trust placed of local expertise and knowledge
  - flexibility of management systems

Session III: Heritage and Disaster Risk Reduction

South Gate of Seoul, Republic of Korea, 2008.
© The History Blog

1. Overview

1.1. Brief introduction: Disasters and heritage

Executive Summary

The number of recorded disasters has drastically increased over the past decades. The rising frequency is due to many factors, including growing vulnerability, increasing number of assets, population expansion and, perhaps, more extreme climatic phenomenon. Moreover, disasters have colossal impact in humanitarian or financial terms in addition to affecting culture. They raise essential issues regarding sustainable development. Communities affected are sometimes brought decades backwards in terms of achievements. Therefore, although DRR and risk preparedness are often neglected, they should be a first level priority.

Cultural heritage is at risk from disasters all over the world. A few events from the recent past illustrate the risks heritage is subjected to. On one hand, disasters affect tangible heritage. For example, the Citadel of Bam in Iran was destroyed by an earthquake in 2004. The tsunami affecting Sri Lanka in 2005 hit the World Heritage property of Galle. A fire burnt the South Gate of Seoul in 2008, one of Korea's most important World Heritage properties. On the other hand, intangible heritage is disrupted by disasters as well. Displacements of populations or the interruption of community lives impact the expression and transmission of intangible cultural heritage.

DRM activities involve the following key concepts:

- **Hazard:** a natural or human phenomenon that may cause a disaster (i.e.: earthquake, fire, landslide, terrorist attack)
- **Underlying Factor:** a characteristic of the system that may exist before a primary hazard occurs and which under the effect of the latter may trigger a disaster or aggravate its consequences.
- **Exposure:** the valuable assets and people that because of their location may be affected by a disaster and that we wish to protect.
- **Vulnerability:** the expected degree of deterioration or loss of assets and people in case of a certain hazard, due to their intrinsic nature and underlying factors.
- **Disaster Risk:** The product of hazard, exposure and vulnerability (Disaster Risk = Hazard * Exposure * Vulnerability)

Although hazards are beyond control, DRM activities can nevertheless focus on exposure and vulnerability, as well as largely underlying factors, in order to reduce disaster risks.

DRM activities involve proceeding in different steps, taking into consideration both expertise and stakeholders' knowledge and inputs:

- Identifying hazards (earthquake, flood or landslide-prone areas)
- Understanding the risks. The complex web of causes and effect that define the overall scenario should be understood in order to define the risks.

The use of traditional knowledge and local communities plays a role in strengthening the resilience of the cultural assets.

- Do something about the risks. The purpose of DRM is to take action. National DRM agencies should be mobilized. However, opportunities may also be available for action at the local level as well and should not be left aside.

- Planning and acting for preparedness, emergency response and recovery is the key part of DRM. Mitigation measures should be put in place that have the potential of limiting the risks or even eliminating them.

DRM activities take place in a continuum synthetized in **the DRM cycle**[1], which includes actions taken before, during and after the disaster.

There are two aspects of culture in the DRM sector. On one hand, culture is something in need of protection. On the other hand, culture is useful to DRM particularly in strengthening resilience. Resilience is a relatively new concept to the field. One definition was given by UNISDR in 2009: "The ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effect of a hazard in a timely manner, including through the preservation and restoration of its essential basic structures and functions." For instance, the Rice Terraces of the Philippine Cordilleras, a World Heritage property, are illustrative of the dynamic. The conservation of the rice terraces through constant maintenance is not only of extraordinary cultural value but is also significant for ensuring the well-being, safety, livelihood and ultimately resilience of the communities living in the valley.

Cultural heritage is the result of centuries of adaptation to the local environment. Therefore, culture contributes substantially towards resilience. For example, an earthquake in Turkey had a destructive effect on some buildings made of concrete where others built with traditional techniques were very resilient to the hazard. Intangible cultural heritage such as traditional knowledge and awareness of natural phenomena can save populations and help them to socially and psychologically recover from disasters.

Cultural heritage is at risk all over the world. More actions need to be taken and many instruments are in our hands, as part of the international community, to work together towards strengthening heritage.

About the speaker

Giovanni Boccardi is the Chief of the Emergency Preparedness and Response Unit within the Culture Sector of UNESCO. His responsibilities involve coordinating and supporting actions by the Organization to assist Member States in preparing and responding to crises related to conflicts or natural disasters. He graduated in Architecture at the University of Rome, Italy, and obtained a Master Degree on Built Environment from the University College of London, United Kingdom. He has worked for UNESCO in different positions since 1994, both in the field (Uzbekistan and Jordan) and at Headquarters where he acted as Chief of Regional Units at the World Heritage Centre (first Arab States, then Asia and the Pacific) between 2001 and 2011 and then as Focal Point for Sustainable Development, Disaster Risk Reduction and Capacity Building until 2014.

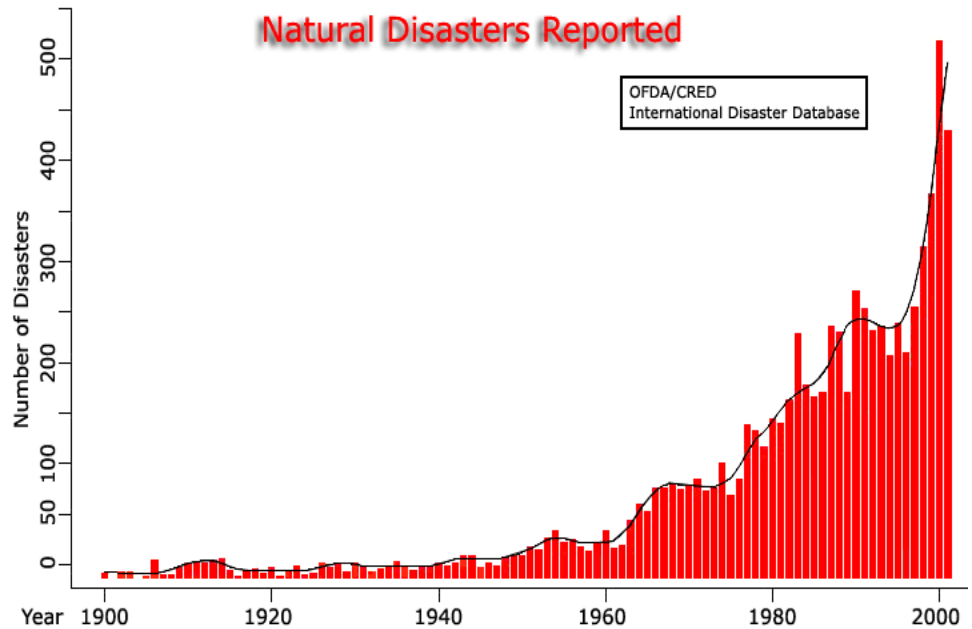
1 See p. 165.

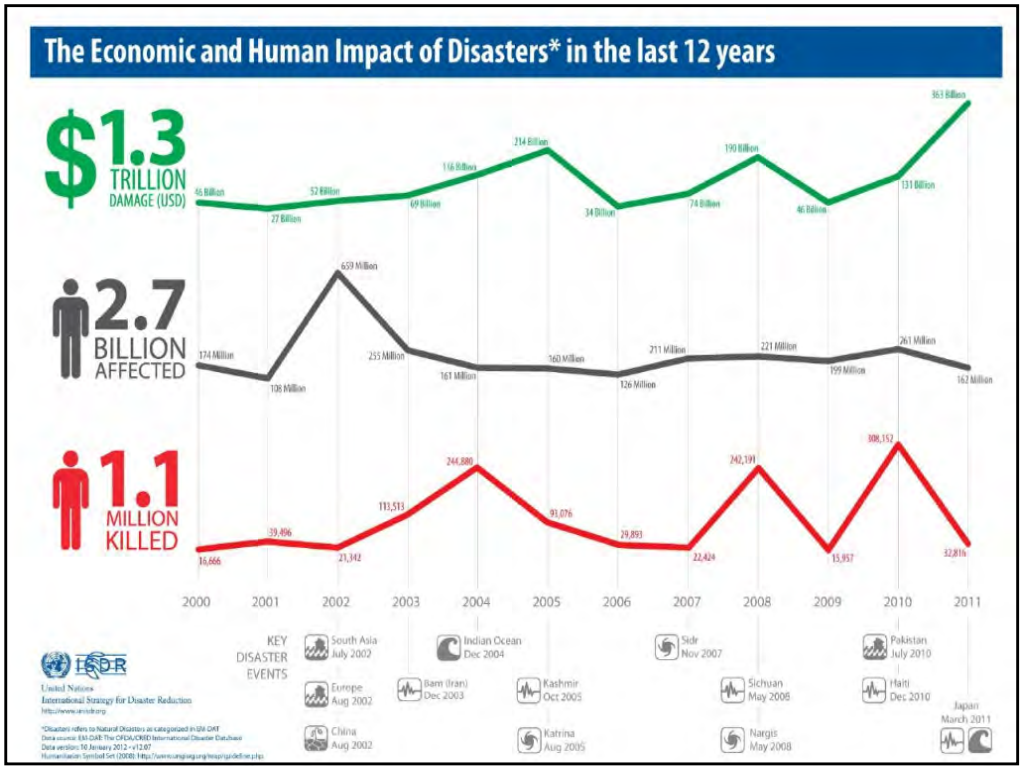
United Nations Educational, Scientific and Cultural Organization

#UNITE4HERITAGE

Brief Introduction: Disasters and Heritage

Giovanni Boccardi, UNESCO
Penang, December 2015




The Economic and Human Impact of Disasters* in the last 12 years
$1.3 TRILLION DAMAGE (USD)
2.7 BILLION AFFECTED
1.1 MILLION KILLED
2000
2001
2002
2003
2004
2005
2006
2007
2008
2009
2010
2011
KEY DISASTER EVENTS
South Asia July 2002
Indian Ocean Dec 2004
Sidr Nov 2007
Pakistan July 2010
Europe Aug 2002
Bam (Iran) Dec 2003
Kashmir Oct 2005
Sichuan May 2008
Haiti Dec 2010
China Aug 2002
Katrina Aug 2005
Nargis May 2008
Japan March 2011
United Nations
International Strategy for Disaster Reduction

Heritage is at risk from disasters

BAM, IRAN, 2004

SRI LANKA, 2005

PRAMBANAN, INDONESIA, 2007

SOUTH GATE OF SEOUL, REPUBLIC OF KOREA, 2008

MOHENJODARO, PAKISTAN, 2010

SICHUAN, CHINA, 2010

AYUTTHAYA, THAILAND, 2006-2013

KATHMANDU, NEPAL, 2015

DISPLACEMENT AND INTERRUPTION OF TRADITIONAL PRACTICES

DEFINITIONS of KEY TERMS in DRM

Hazard: a natural or human-induced phenomenon that may cause a disaster (example: earthquake, fire, landslide, terrorist attack, industrial accident, etc.);

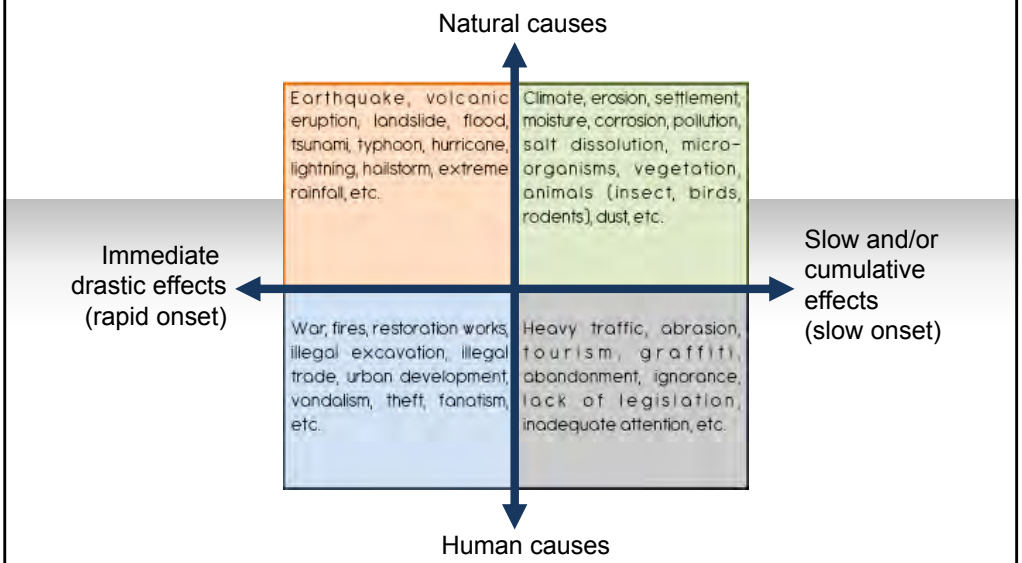
Underlying factor: a characteristic of the system that exists before a primary hazard occurs and which, under the effect of the latter, may trigger a disaster or aggravate its consequence

Exposure : the valuable assets and people that, because of their location, may be affected by a disaster and that we wish to protect;

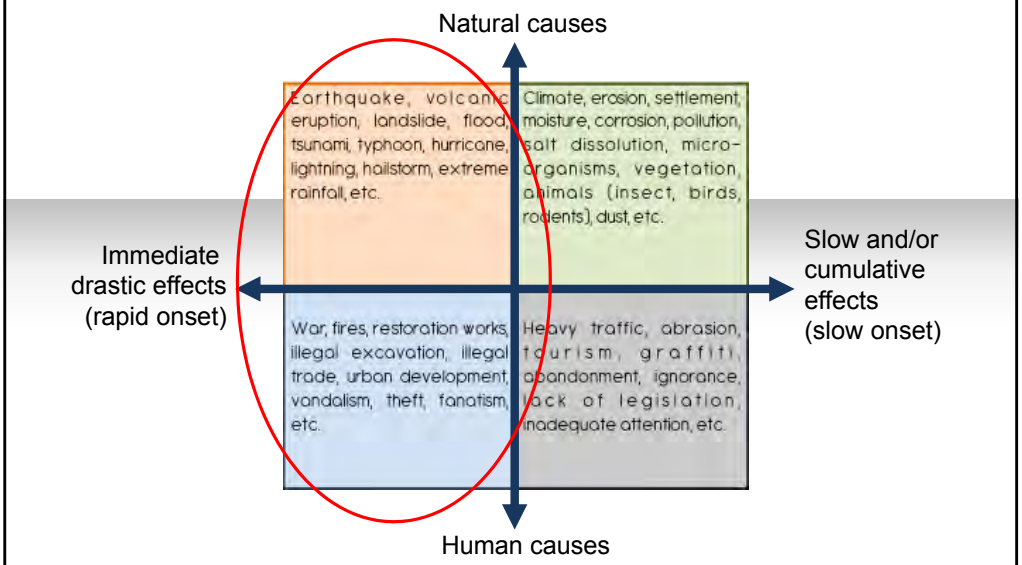
Vulnerability: the expected degree of deterioration or loss of assets and people in case of a certain hazard, due to their intrinsic nature and underlying factors;

Disaster risk : the product of hazard, exposure and vulnerability, that is (R = H * E * V)

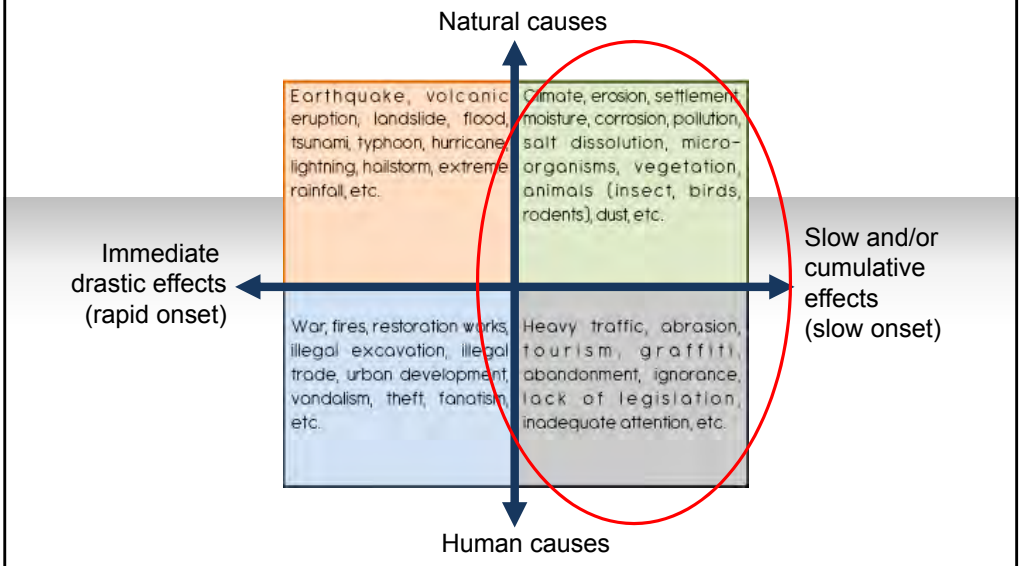
THREATS FACING HERITAGE (ICCROM 2006, modified).



MAIN FOCUS OF DISASTER RISK MANAGEMENT



…BUT, UNDERLYING FACTORS MAY ALSO INCLUDE

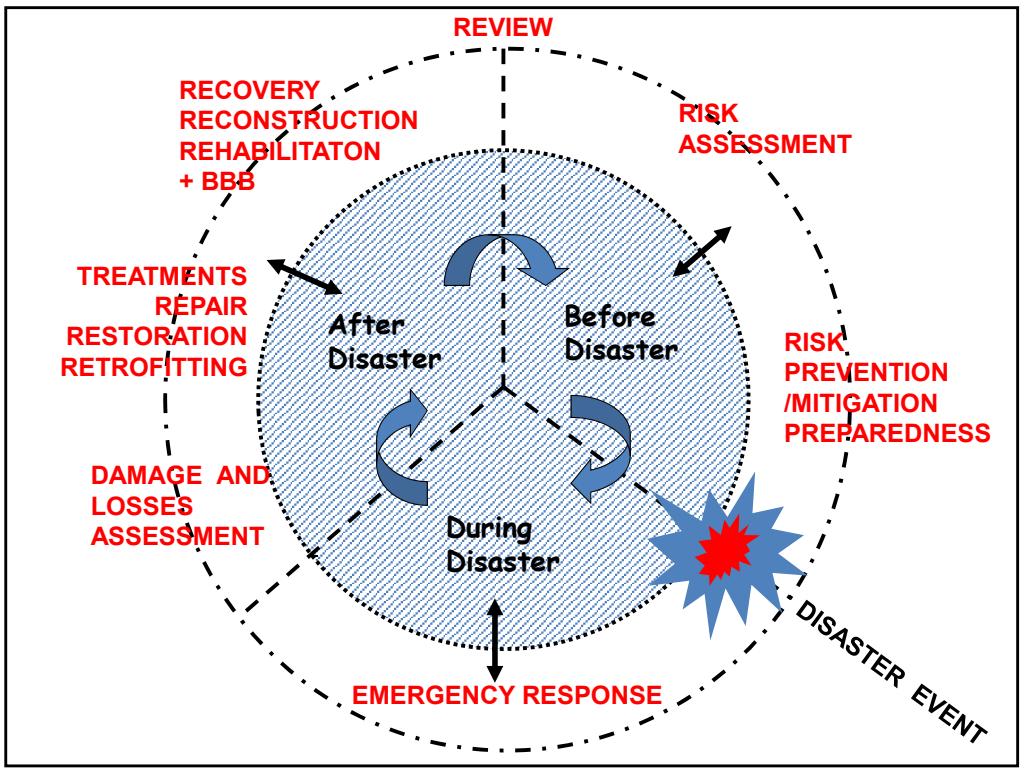


RISKS AND DISASTER RISKS:
HOW ARE THEY DIFFERENT?

- **In disaster situations, different actors come into play, which have their own plans and procedures;**
- **Disaster risks often neglected in general management strategies, so it is good to consider them specifically;**
- **Emergency response procedures, in particular, are very specific and rarely implemented, but essential;**
- **Disaster risk management requires multidisciplinary approach.**

DISASTER-RISK MANAGEMENT INVOLVES:

- **Identifying hazards, required expertise and stakeholders;**
- **Understanding the risks, including by developing complex scenarios of possible events based on likely chain of multiple causes and effects (primary, secondary and tertiary);**
- **Understanding opportunities, including drawing from traditional knowledge and existing capacities within local communities;**
- **Planning and acting for preparedness, emergency response and recovery, within the larger DRM framework;**
- **Building awareness and capacity, conducting regular drills (tests) and monitoring exercises.**


REVIEW
RECOVERY
RECONSTRUCTION
REHABILITATON
+ BBB
RISK
ASSESSMENT
TREATMENTS
REPAIR
RESTORATION
RETROFITTING
After
Disaster
Before
Disaster
RISK
PREVENTION
/MITIGATION
PREPAREDNESS
DAMAGE AND
LOSSES
ASSESSMENT
During
Disaster
DISASTER EVENT
EMERGENCY RESPONSE

Heritage can contribute
to strengthening resilience because…

#UNITE4HERITAGE

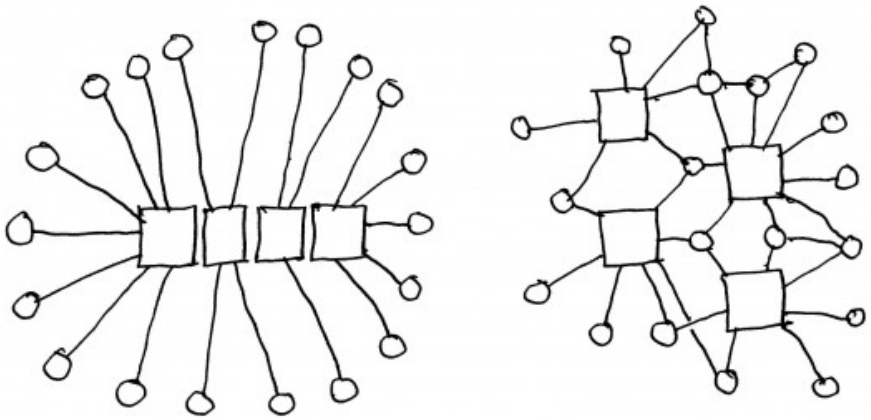
A (RELATIVELY) NEW CONCEPT: RESILIENCE

The ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely manner, including through the preservation and restoration of its essential basic structures and functions

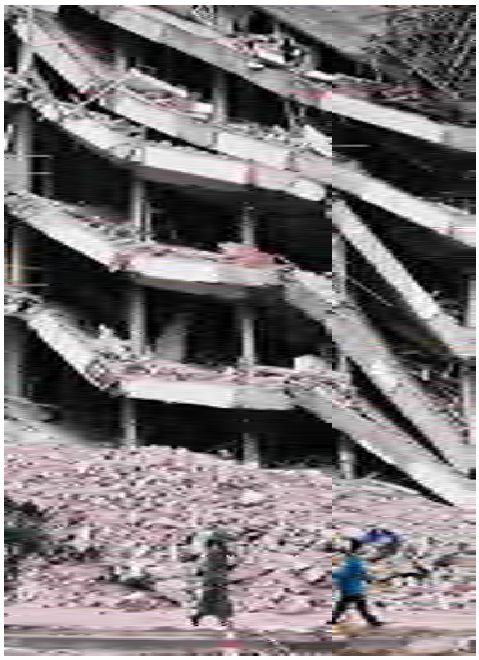
(UNISDR, 2009)

NB: Opposite of vulnerability? Not entirely: resilience may involve adaptation and change…

IT REFLECTS CULTURAL AND NATURAL DIVERSITY



IT IS INHERENTLY RISK-SENSITIVE



IT EMBEDS CENTURIES OF ENVIRONMENTAL KNOWLEDGE

IT MITIGATES RISKS THROUGH GOODS AND SERVICES

IT IS CONNECTED TO AND OWNED BY THE PEOPLE

IT IS A SYMBOL OF IDENTITY AND A FACTOR OF SOCIAL STABILITY

IT IS A RESOURCE FOR SUSTAINABLE SOCIO-ECONOMIC DEVELOPMENT

IT MAY BE A POWERFUL TOOL TO COMMUNICATE RISKS

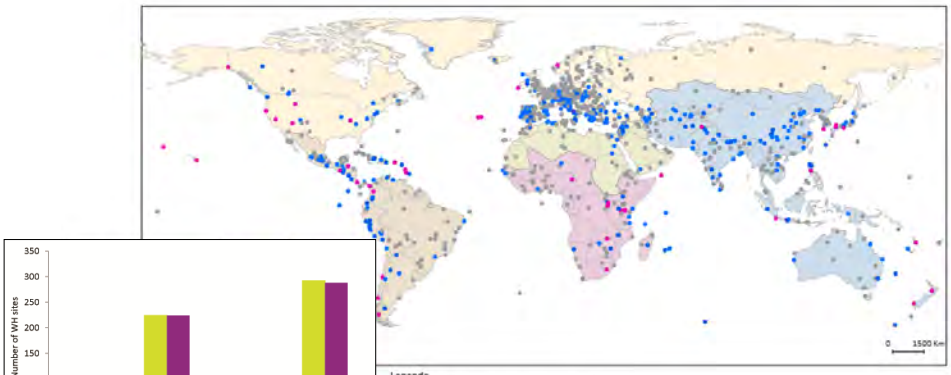
United Nations Educational, Scientific and Cultural Organization

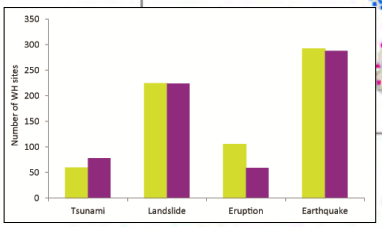
#UNITE4HERITAGE

Main issues

Lack of awareness of risks

46% of all World Heritage sites are exposed to at least one geo-hazard. According to their site managers, only 39% of World Heritage properties are threatened by one or more geological hazards with a mean of 0.6 hazards per site.

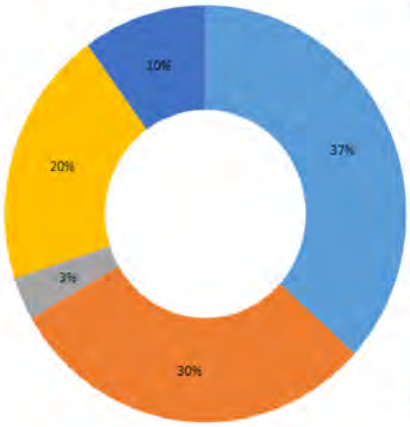




Number of WH sites exposed to geological hazards by region (GRDP)

Region	Tsunami	Landslide	Eruption	Earthquake	Mean number of geological hazards at WH sites per region
Africa	8	19	12	12	0.6
Asia and Pacific	18	6	28	61	0.5
Arab states	2	72	4	20	1.3
Europe and North America	22	81	31	136	0.6
Latin America and Caribbean	9	46	30	63	1.1
Total WH sites	**59**	**224**	**105**	**292**	**0.7**

MOST WORLD HERITAGE PROPERTIES ARE NOT PREPARED FOR DISASTERS



- The cases where the risks were not identified within the management documents
- The cases where even though risks were identified, there was no concrete plan or any reference to mitigating these in the management systems established for the properties
- The cases where the risks were identified but mitigation included was considered mainly for visitor safety and not the properties themselves
- The cases where the risks were identified and plans to mitigate these were considered, but where the mitigation was not extensive enough or where there were concerns as to the effective implementation of such plans.
- The cases where both risks and mitigation of these were presented in an effective and extensive Risk Preparedness Plan.

POSSIBLE REASONS FOR LACK OF CONSIDERATION OF DR BY HERITAGE SECTOR

- Lack of awareness of risks;
- Cultural attitude (e.g. fatalism, superstition, reluctance to raise issues with superiors,, etc.);
- Priority given to pressing issues that can be “seen”;
- Misperception of nature and costs of mitigating strategies;
- Lack of awareness of potential positive role of heritage in DRM

THE CHALLENGES TO BE FACED

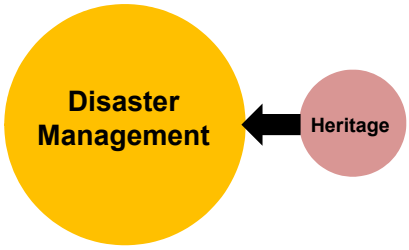
Most heritage sites and traditional knowledge systems are unprotected / unexploited with respect to risks from disasters;

The Heritage sector does not have a strong policy for risk reduction that fits within the wider DR framework.

The Heritage sector finds it very difficult to convince decision makers (Governments, development agencies, donors) and disaster managers that it is useful to invest in risk reduction for heritage, at all stages;

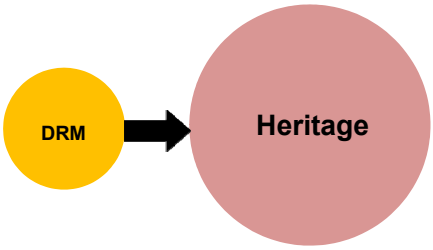
Main issues

#UNITE4HERITAGE



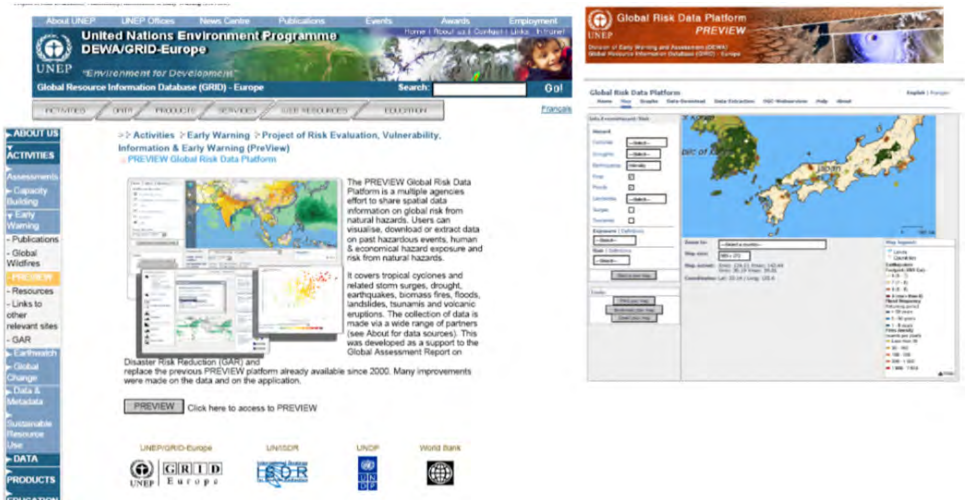
Heritage concerns should be integrated into disaster management policies.

Disaster Management Systems should be introduced into cultural heritage sites.



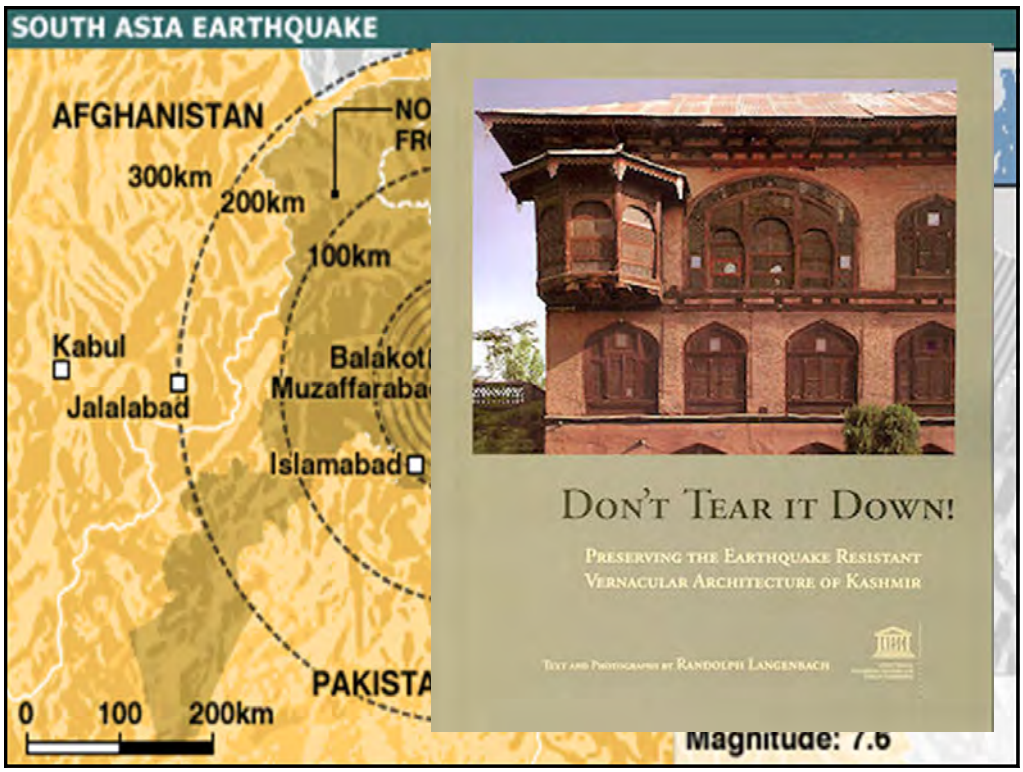
#UNITE4HERITAGE

RISKS TO HERITAGE ARE NOT IN DRR DATABASES

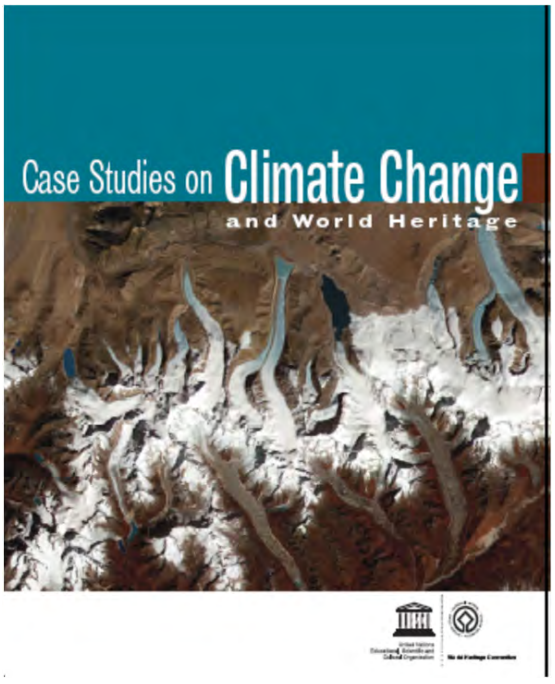


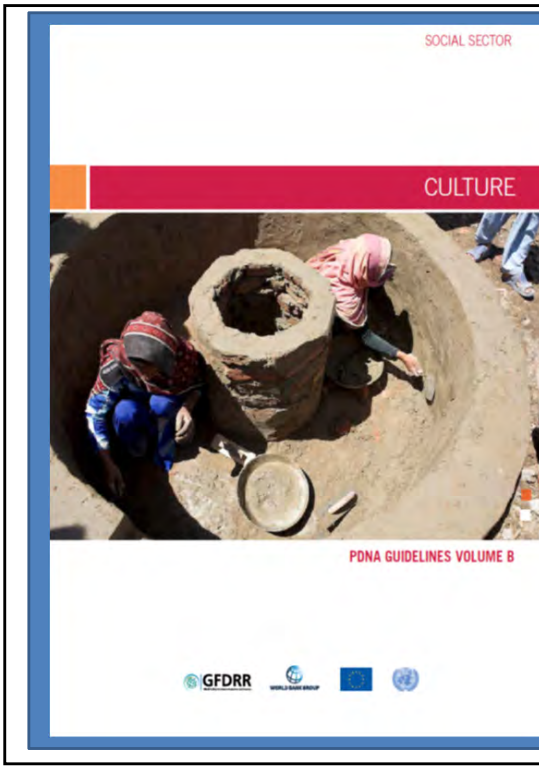
Global Risk Data Platform (GRID), accessible from:
http://www.grid.unep.ch/activities/earlywarning/preview/index.php

World Heritage Resource Manual
MANAGING DISASTER RISKS
for World Heritage
Considerable knowledge, models and tools are available
ICCROM
ICOMOS
IUCN


SOUTH ASIA EARTHQUAKE
AFGHANISTAN
300km
200km
100km
Kabul
Jalalabad
Islamabad
0 100 200km
Magnitude: 7.6
DON'T TEAR IT DOWN!
PRESERVING THE EARTHQUAKE RESISTANT VERNACULAR ARCHITECTURE OF KASHMIR
TEXT AND PHOTOGRAPHS BY RANDOLPH LANGENBACH

RitsDMUCH
DISASTER RISK MANAGEMENT OF CULTURAL HERITAGE IN URBAN AREAS
A Training Guide
ICCROM


Case Studies on Climate Change
and World Heritage



Integrating heritage in DRR: The PDNA-Culture

THE STRATEGY FOR DDR AT WH PROPERTIES (2007)

Based on the *Hyogo Framework for Action* (2005-2015)

1. **Strengthening institutional support and governance for reducing risks at World Heritage properties;**
2. **Using knowledge, innovation and education to build a culture of disaster prevention at WH properties**
3. **Identifying, assessing and monitoring risks from disasters at WH properties**
4. **Reducing underlying risk factors at WH properties**
5. **Strengthening disaster preparedness at WH properties**

#UNITE4HERITAGE

Cultural Heritage and international Disaster Risk Reduction Strategies:

Important references to culture and heritage included into international DRR agenda

Priority 1: Understanding disaster risk.

24 d. "To systematically evaluate, record, share and publicly account for disaster losses and understand the economic, social, health, education, environmental **and cultural heritage impacts…"**

Priority 3: Investing in disaster risk reduction for resilience.

30 d. "To protect or support the protection of cultural and collecting institutions and other sites of historical, **cultural heritage and religious interest…"**

Sendai Framework
for Disaster Risk Reduction
2015 - 2030

1.2. Recap of the Sendai Framework and follow up

Executive Summary

In 1991, the UN General Assembly adopted the International Strategy for Disaster Reduction and established UNISDR, the United Nations Office for Disaster Risk Reduction, to ensure its implementation. Following previous efforts, The Sendai Framework for Disaster Risk Reduction 2015-2030 (SFDRR) was adopted at the Third UN World Conference in Sendai, Japan in March 2015 and reflects the international community's commitments for DRR.[2]

Despite previous efforts, the exposure to risk keeps increasing significantly in Asia and the Pacific. As a consequence, the region keeps losing in terms of development. Over the last 40 years, GDP of the region grew by 13 times but disaster losses grew by 16 times. The pace of growth is lower than the pace of losses due to disasters. Therefore, to achieve sustainability the issue of DRR must to be addressed with urgency.

In the Sendai context, DRR is a critical function of sustainable development and should be dealt with as such. The SFDRR advocates looking beyond managing disasters as an event to managing risks in a continuum process, fitting the DRM cycle. The way natural resources are exploited and the economy is growing creates a lot of new risks. It will result in future losses that people and the economy will suffer from. The strategy also demands to reduce the known risks and strengthen resilience.

Moreover, the mainstreaming of DRR into development requires new perspectives on governance. Hence, reforms must be taken regarding the attribution of responsibilities. Neither DRR agencies nor governments are accountable for managing risks all over a country. Risk governance should rather bring all stakeholders, of all sectors and at all levels, to achieve shared responsibility for DRR. In addition, accountability for DRR should look beyond the separation of public and private sectors. Indeed, when companies invest in a way that increases risks for the communities, they are accountable towards the system as a whole. The governance focus should move from the cost of replacing what is damaged due to disasters to investing in something benefiting poverty reduction, education and health.

The outcomes of the Sendai Conference are expressed in terms of seven global targets, thirteen guiding principles and four priorities for action, as follows.

The seven Global Targets address the issues that the countries will individually focus on in order to globally reduce disaster risk:

- Substantially reduce global disaster mortality by 2030, aiming to lower the average per 100,000 global mortality rate in the decade 2020–2030 compared to the period 2005–2015.
- Substantially reduce the number of affected people globally by 2030, aiming to lower the average global figure per 100,000 in the decade 2020–2030 compared to the period 2005–2015.
- Reduce direct disaster economic loss in relation to global gross domestic product (GDP) by 2030.
- Substantially reduce disaster damage to critical infrastructure and disruption of basic services, among them health and educational facilities, including through developing their resilience by 2030.
- Substantially increase the number of countries with national and local disaster risk reduction strategies by 2020.
- Substantially enhance international cooperation to developing countries through adequate and sustainable support to complement their national actions for implementation of the present Framework by 2030.

2 The full text of the the Sendai Framework for Disaster Risk Reduction 2015-2030 can be downloaded from the UNISDR web page http://www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf

- Substantially increase the availability of and access to multi-hazard early warning systems and disaster risk information and assessments to people by 2030.

The thirteen Guiding Principles give recommendations to the States in order to achieve their goals for 2030. They are the following:

- Each State has the primary responsibility to prevent and reduce disaster risk, including through international, regional, subregional, transboundary and bilateral cooperation. The reduction of disaster risk is a common concern for all States and the extent to which developing countries are able to effectively enhance and implement national disaster risk reduction policies and measures in the context of their respective circumstances and capabilities can be further enhanced through the provision of sustainable international cooperation.
- Disaster risk reduction requires that responsibilities be shared by central Governments and relevant national authorities, sectors and stakeholders, as appropriate to their national circumstances and systems of governance.
- Managing the risk of disasters is aimed at protecting persons and their property, health, livelihoods and productive assets, as well as cultural and environmental assets, while promoting and protecting all human rights, including the right to development.
- Disaster risk reduction requires an all-of-society engagement and partnership. It also requires empowerment and inclusive, accessible and non-discriminatory participation, paying special attention to people disproportionately affected by disasters, especially the poorest. A gender, age, disability and cultural perspective should be integrated in all policies and practices, and women and youth leadership should be promoted. In this context, special attention should be paid to the improvement of organized voluntary work of citizens.
- Disaster risk reduction and management depends on coordination mechanisms within and across sectors and with relevant stakeholders at all levels, and it requires the full engagement of all State institutions of an executive and legislative nature at national and local levels and a clear articulation of responsibilities across public and private stakeholders, including business and academia, to ensure mutual outreach, partnership, complementarity in roles and accountability and follow-up.
- While the enabling, guiding and coordinating role of national and federal State Governments remain essential, it is necessary to empower local authorities and local communities to reduce disaster risk, including through resources, incentives and decision-making responsibilities, as appropriate.
- Disaster risk reduction requires a multi-hazard approach and inclusive risk-informed decision-making based on the open exchange and dissemination of disaggregated data, including by sex, age and disability, as well as on easily accessible, up-to-date, comprehensible, science-based, non-sensitive risk information, complemented by traditional knowledge.
- The development, strengthening and implementation of relevant policies, plans, practices and mechanisms need to aim at coherence, as appropriate, across sustainable development and growth, food security, health and safety, climate change and variability, environmental management and disaster risk reduction agendas. Disaster risk reduction is essential to achieve sustainable development.
- While the drivers of disaster risk may be local, national, regional or global in scope, disaster risks have local and specific characteristics that must be understood for the determination of measures to reduce disaster risk.
- Addressing underlying disaster risk factors through disaster risk-informed public and private investments is more cost-effective than primary reliance on post-disaster response and recovery, and contributes to sustainable development.

- In the post-disaster recovery, rehabilitation and reconstruction phase, it is critical to prevent the creation of and to reduce disaster risk by "Building Back Better" and increasing public education and awareness of disaster risk.
- An effective and meaningful global partnership and the further strengthening of international cooperation, including the fulfilment of respective commitments of official development assistance by developed countries, are essential for effective disaster risk management.
- Developing countries, in particular the Least Developed countries, Small Island Developing States, landlocked developing countries and African countries, as well as middle-income and other countries facing specific disaster risk challenges, need adequate, sustainable and timely provision of support, including through finance, technology transfer and capacity building from developed countries and partners tailored to their needs and priorities, as identified by them.

The four Priorities for Action address the challenge to understand disaster risk, strengthen disaster risk governance, invest in disaster risk reduction for resilience and enhance disaster preparedness for effective response and 'to build back better'. They are the following:

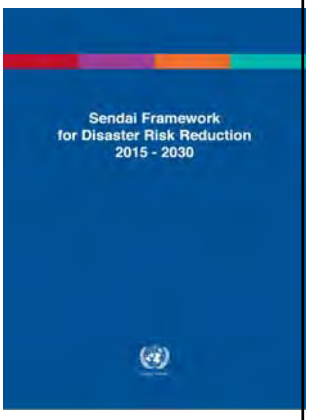
- Priority Action 1: Understanding disaster risk. Policies and practices for disaster risk management should be based on an understanding of disaster risk in all its dimensions of vulnerability, capacity, exposure of persons and assets, hazard characteristics and the environment. Such knowledge can be leveraged for the purpose of pre-disaster risk assessment, for prevention and mitigation and for the development and implementation of appropriate preparedness and effective response to disasters.
- Priority Action 2: Strengthening disaster risk governance to manage disaster risk. Disaster risk governance at the national, regional and global levels is of great importance for an effective and efficient management of disaster risk. Clear vision, plans, competence, guidance and coordination within and across sectors, as well as participation of relevant stakeholders, are needed to manage disaster risk.
- Priority Action 3: Investing in disaster risk reduction for resilience. Public and private investment in disaster risk prevention and reduction through structural and non-structural measures are essential. These investments are drivers of innovation, growth and job creation. Such measures are cost-effective and instrumental to save lives, prevent and reduce losses and ensure effective recovery and rehabilitation.
- Priority Action 4: Enhancing disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation and reconstruction. The steady growth of disaster risk, including the increase of people and assets exposure, combined with the lessons learned from past disasters, indicates the need to further strengthen disaster preparedness for response.

The SFDRR explicitly includes cultural heritage. Cross-sector actions are needed in building a disaster proof and resilient future. Therefore, culture plays a substantial role in the DRR agenda. The heritage sector is enquired to align action together with climate change, sustainable development or DRR organisations.

About the speaker

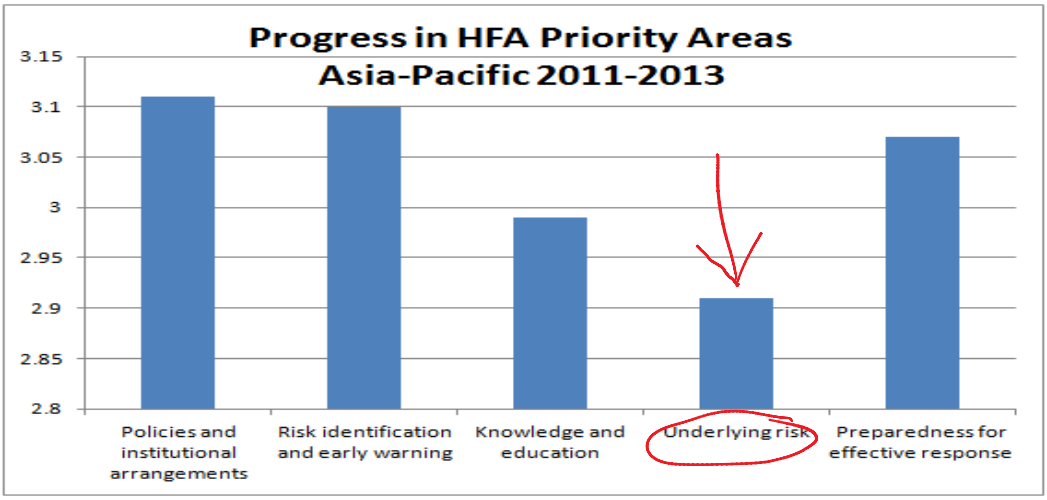
Hang Thi Than Pham is Programme Officer at UNISDR Asia Pacific Secretariat. She coordinates UNISDR's work in South East Asian countries and cooperation with the Association of South East Asian Nations (ASEAN). She also leads in the area of local DRR and urban resilience building through the global Making Cities Resilient Campaign and engagement with Members of Parliaments in the Asia-Pacific region.

Outcomes of 3rd UN World Conference for Disaster Risk Reduction



- Assessed and reviewed implementation of the Hyogo Framework for Action2005-2015
- Considered experience gained through regional, national strategies, institutions and plans
- Adopted the Sendai Framework for Disaster Risk Reduction 2015-2030 and agreed on the Sendai Declaration
- Identified modalities of cooperation based on commitments
- Determined modalities for periodic review of implementation

The HFA Learning



Exposure increased faster than vulnerability has decreased, thus generating new risk and steady increase in disaster losses with short and long term socio-economic impacts.

No sufficient attention to underlying risk drivers (poorly managed urbanization process, weak governance, climate change)

The HFA learning

- Progress made in disaster management but much less in reducing risk
- The space for addressing the underlying causes of risk in development under the HFA has not been filled
- Risks have increased faster than they have been reduced and the magnitude of risk is large
- The approach to disaster risk management followed since 1990s is NOT fit for purpose to reduce disaster risk and facilitate sustainable development (GAR15)

Expected Outcome

"The substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries" (paragraph 16)

Goal

*"**Prevent** new and **reduce** existing disaster risk through the implementation of integrated and inclusive economic, structural, legal, social, health, cultural, educational, environmental, technological, political and institutional measures that prevent and reduce hazard exposure and vulnerability to disaster, increase preparedness for response and recovery, and thus **strengthen resilience**" (paragraph 17)*

Scope

- Adds slow-onset, small-scale and biological and man-made hazards
- Increases the scope of action in recovery, rehabilitation and reconstruction

13 GUIDING PRINCIPLES
Responsibility for DRR
• States have primary responsibility
• Shared responsibility with stakeholders
Engagement
• All of society
• All state institutions
• Local government empowerment
Approach
• Regard for human rights
• DRR & development relationship
• Multi-hazard & inclusive
• Local expression of risks
• Post disaster action & resolve underlying risks
• Build back better
Partnerships
• International cooperation & global partnerships
• Support to developing countries

4 PRIORITIES FOR ACTION
Priority 1
Understanding disaster risk
Policies and practices for DRR should be based on an understanding of disaster risk in all its dimensions of vulnerability, capacity, exposure of persons and assets, hazard characteristics and the environment.
Priority 2
Strengthening disaster risk governance to manage disaster risk
Disaster risk governance at the national, regional and global levels is of great importance for an effective and efficient management of disaster risk.
Priority 3
Investing in disaster risk reduction for resilience
Public and private investment in DRR are essential to enhance the economic, social, health & cultural resilience of persons, communities, countries, their assets, as well as environment
Priority 4
Enhancing disaster preparedness for effective response, and to "Build Back Better" in recovery, rehabilitation and reconstruction
Strengthened disaster preparedness for response, recovery, rehabilitation and reconstruction are critical to build back better
National and local dimensions
Regional and global dimensions

Sendai Framework and Cultural Heritage

Priority 1. Understanding disaster risk

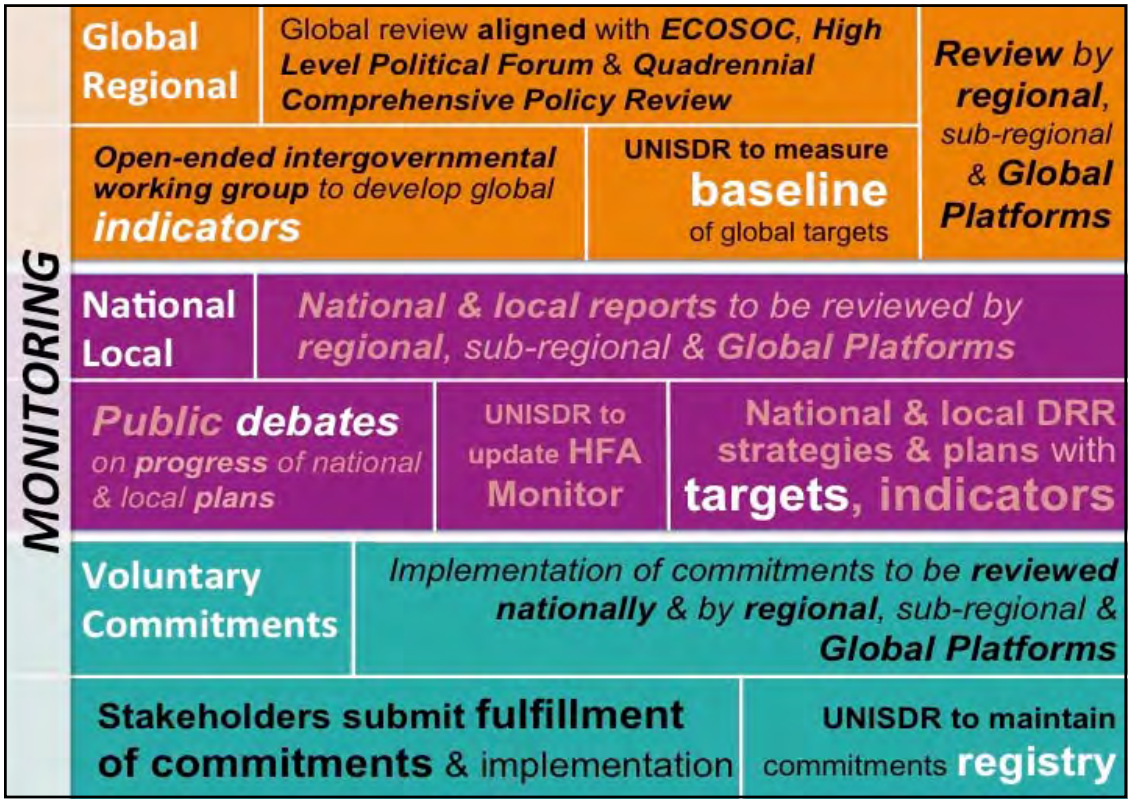
24. d. Systematically evaluate, record, share and publicly account for disaster losses and understand the economic, social, health, education, environmental and cultural heritage impacts, as appropriate, in the context of event-specific hazard exposure and vulnerability information;

Priority 3. Investing in disaster risk reduction for resilience

30.d. Protect or support the protection of cultural and collecting institutions and other sites of historical, cultural heritage and religious interest;

Means of Implementation

- Developing, innovation, knowledge & information sharing country **access to finance**
- **Share know how**, innovation & research
- **Inclusion of DRR** into bilateral & multilateral assistance
- **Tasking** to the UN, World Bank & UNISDR
- **Engagement** & support from Global Compact, International Parliamentary Union & United Cities and Local Governments
- Increased UN **financing**
- Open ended intergovernmental working group on **indicators** to also review updated DRR **terminology**
- Global review mechanisms, inputs from **Regional** & **Global Platforms**



IMPLEMENTING THE SENDAI FRAMEWORK IN ASIA AND THE PACIFIC

Asia-Pacific at WCDRR

14 Heads of States & Governments, **6** from South-East Asia

30 Ministers, **11** from SEA

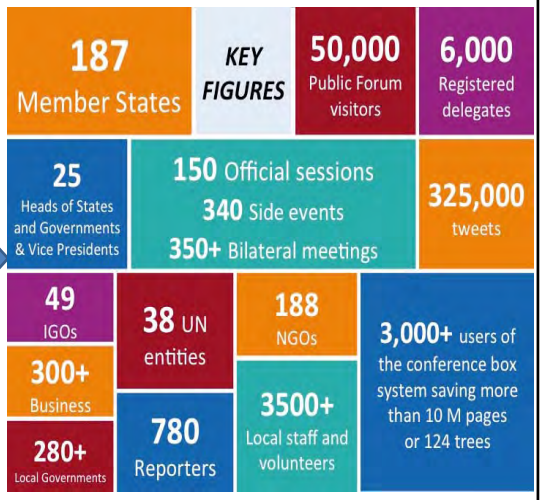
1442 Government delegates

9 Inter-Governmental Organizations

Approx. **1000** representatives of major groups

27 Parliamentarians

957 Journalists/reporters



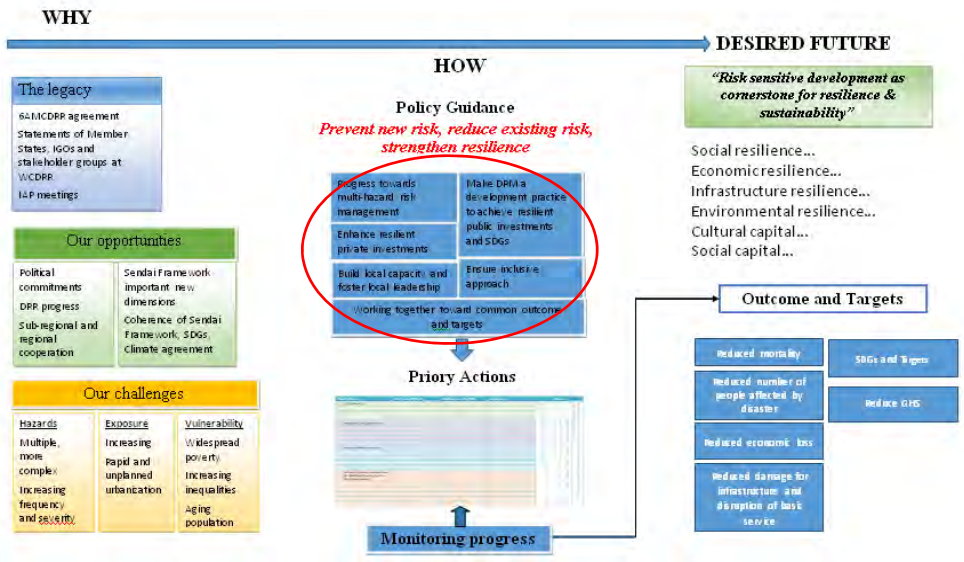
Words into Actions – National and Local level

- Translate Sendai Framework into national languages
- Country disaster risk management status review with focus on sectors
- National roadmap and/or update of national strategy/plan to implement Sendai Framework
- Local (provincial, district, city) disaster risk reduction plans

Sub-regional and Regional level

- ASEAN, SAARC, SPC reiterate disaster risk reduction as core in cooperation agenda
- Strategy for Climate and Disaster Resilient Development in the Pacific
- Asia Regional Plan for Implementation of Sendai Framework
- Regional Platforms for Disaster Risk Reduction:
  - Pacific Platform for Disaster Risk Management
  - Central Asia and South Caucasus Regional Meeting
  - Asian Ministerial Conference for Disaster Risk Reduction November 2016

Asia Regional Plan for Implementation of Sendai Framework



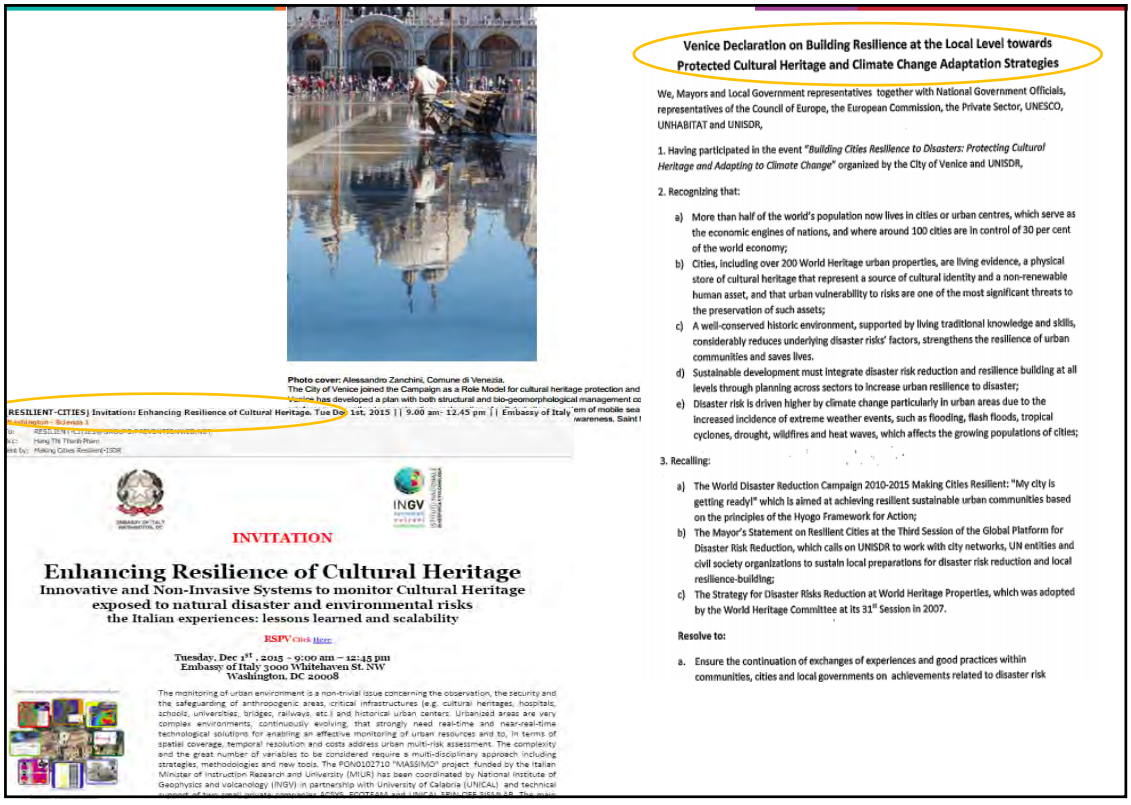


Photo cover: Alessandro Zanchini, Comune di Venezia.
The City of Venice joined the Campaign as a Role Model for cultural heritage protection and

RESILIENT-CITIES] Invitation: Enhancing Resilience of Cultural Heritage. Tue Dec 1st, 2015 | | 9.00 am- 12.45 pm | | Embassy of Italy

INVITATION

Enhancing Resilience of Cultural Heritage
Innovative and Non-Invasive Systems to monitor Cultural Heritage exposed to natural disaster and environmental risks
the Italian experiences: lessons learned and scalability

RSVP Click Here

Tuesday, Dec 1st , 2015 – 9:00 am – 12:45 pm
Embassy of Italy 3000 Whitehaven St. NW
Washington, DC 20008

The monitoring of urban environment is a non-trivial issue concerning the observation, the security and the safeguarding of anthropogenic areas, critical infrastructures (e.g. cultural heritages, hospitals, schools, universities, bridges, railways, etc.) and historical urban centers. Urbanized areas are very complex environments, continuously evolving, that strongly need real-time and near-real-time technological solutions for enabling an effective monitoring of urban resources and to. In terms of spatial coverage, temporal resolution and costs address urban multi-risk assessment. The complexity and the great number of variables to be considered require a multi-disciplinary approach including strategies, methodologies and new tools. The PON0102710 "MASSIMO" project, funded by the Italian Minister of Instruction Research and University (MIUR) has been coordinated by National Institute of Geophysics and volcanology (INGV) in partnership with University of Calabria (UNICAL) and technical support of two small private companies ACRIS, ECOTEAM and UNICAL SPIN-OFF SISMA SR. The main

Venice Declaration on Building Resilience at the Local Level towards Protected Cultural Heritage and Climate Change Adaptation Strategies

We, Mayors and Local Government representatives together with National Government Officials, representatives of the Council of Europe, the European Commission, the Private Sector, UNESCO, UNHABITAT and UNISDR,

1. Having participated in the event "*Building Cities Resilience to Disasters: Protecting Cultural Heritage and Adapting to Climate Change*" organized by the City of Venice and UNISDR,

2. Recognizing that:

a) More than half of the world's population now lives in cities or urban centres, which serve as the economic engines of nations, and where around 100 cities are in control of 30 per cent of the world economy;
b) Cities, including over 200 World Heritage urban properties, are living evidence, a physical store of cultural heritage that represent a source of cultural identity and a non-renewable human asset, and that urban vulnerability to risks are one of the most significant threats to the preservation of such assets;
c) A well-conserved historic environment, supported by living traditional knowledge and skills, considerably reduces underlying disaster risks' factors, strengthens the resilience of urban communities and saves lives.
d) Sustainable development must integrate disaster risk reduction and resilience building at all levels through planning across sectors to increase urban resilience to disaster;
e) Disaster risk is driven higher by climate change particularly in urban areas due to the increased incidence of extreme weather events, such as flooding, flash floods, tropical cyclones, drought, wildfires and heat waves, which affects the growing populations of cities;

3. Recalling:

a) The World Disaster Reduction Campaign 2010-2015 Making Cities Resilient: "My city is getting ready!" which is aimed at achieving resilient sustainable urban communities based on the principles of the Hyogo Framework for Action;
b) The Mayor's Statement on Resilient Cities at the Third Session of the Global Platform for Disaster Risk Reduction, which calls on UNISDR to work with city networks, UN entities and civil society organizations to sustain local preparations for disaster risk reduction and local resilience-building;
c) The Strategy for Disaster Risks Reduction at World Heritage Properties, which was adopted by the World Heritage Committee at its 31st Session in 2007.

Resolve to:

a. Ensure the continuation of exchanges of experiences and good practices within communities, cities and local governments on achievements related to disaster risk

1.3. Applying the Sendai Framework for DRR to cultural heritage

Executive Summary

The Sendai Framework for Disaster Risk Reduction (SFDRR) acknowledges that cultural heritage contributes to resilience and addresses four priority actions to cultural heritage. On one hand, culture needs protection and, on the other hand, culture contributes to the protection against disasters. Combined with field experience, the SFDRR is a remarkable instrument to build upon and improve our common solutions for the future.

Priority Action 1: Understanding disaster risk

Traditional knowledge plays a significant role in understanding the environment and how to work with it, in terms of assessing and managing risks. For instance, the traditional construction form of *Dhajji Dewari* in Kashmir has proven to be earthquake resistant. Therefore, further research involving modern engineering and architecture in combination with traditional knowledge should be useful in order to better understand disaster risk. Building upon experiences after the recovery work is also an issue in the understanding of risks. For example, after the disaster in Haiti in 2010, ICCROM and other agencies gathered data on the field. However, sharing and building upon knowledge from the Haiti experience remains difficult.

Priority Action 2: Strengthening disaster risk governance to manage disaster risk

Actions are only successful when they involve people and respect their interventions. For instance, during the post 2010 earthquake recovery in Haiti, local architects took the initiative of travelling across the damaged sites and coordinated emergency tasks. Such leaders exist and appear in time of crisis. Their work and experience deserve to be shared and acknowledged. In addition, the participation of local communities and the care they take for their cultural heritage draws careful attention. For instance, in Mali, medieval manuscripts of great cultural value were passed on for centuries in private households. In some cases, people are strongly connected with their heritage whereas they are indifferent in others. Experience shows that working on the ground with communities is the only way to raise awareness and preparedness. Therefore, local initiatives are crucial.

Priory Action 3: Investing in disaster risk reduction for resilience

Traditional knowledge contributes to managing natural resources or adapting to climate change. Therefore they reinforce resilience of the place. For instance, in Haiti, the *Lakou*, a spiritual and agricultural model, can be used as a defence mechanism against the plantation system and serve as a vector of sustainable development.

Priority Action 4: Enhancing disaster preparedness for effective response and to "Build Back Better"

Although building back better for cultural heritage seems contradictory, new technologies, infrastructure and professional training contribute to building back better.

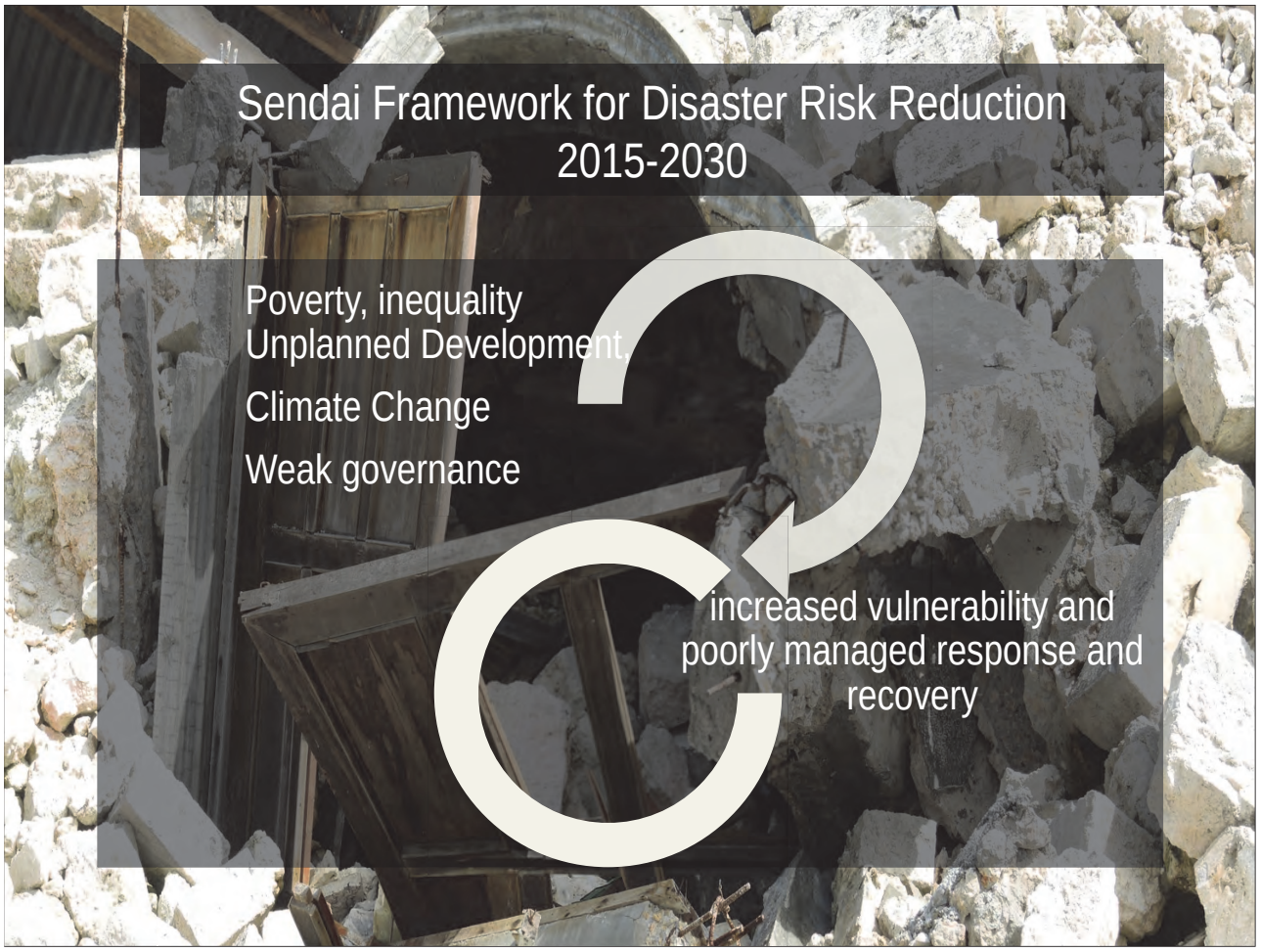
Even though heritage is valuable and needs protection, the culture sector is not passive and also contributes to disaster response and recovery. For instance, the Baiturrahman Grand Mosque in Aceh, Indonesia, provided shelter for communities affected by the tsunami in 2004.

About the speaker

Aparna Tandon is Coordinator of the DRM Programme at ICCROM. She has been working at ICCROM since 2004. As a Project Specialist she is leading international capacity development programmes on DRM and Cultural Heritage. She conducts actions in Asia, the Middle East, Europe, Africa and South America. In addition, she leads the SOIMA (Sound and Image Collections Conservation) programme aimed at safeguarding endangered audio-visual heritage. She graduated with an MA in Art Conservation from the National Museum Institute in India and received advanced level training in Paper Conservation from the Straus Centre for Conservation at Harvard University Art Museums in 2002. In August 2010, she led the ICCROM-Smithsonian Institution joint training to build capacity for the recovery of cultural collections in Haiti damaged as a result of a massive earthquake in January 2010. She has over sixteen years of post-qualification work experience in the field of cultural heritage.

A church in Haiti after 2010 earthquake.
Courtesy the Guardian.

PHOTO: Tapash Paul/DIRK
ICCROM
Applying the Sendai Framework for Disaster Risk Reduction to Cultural Heritage
Culture cannot wait
8 December, 2015, Aparna Tandon


Sendai Framework for Disaster Risk Reduction 2015-2030
Poverty, inequality
Unplanned Development
Climate Change
Weak governance
increased vulnerability and poorly managed response and recovery

ICCROM
Poverty, inequality
Unplanned Development
Climate Change
Poorly managed heritage & identity crisis
Increased losses, conflict & lack of social cohesion

ICCROM
Sendai Framework for DRR-2015-2030
Cultural Heritage helps to build resilience
It needs protection
Ladakh
Chortens, mane walls, rigsum gnobo

ICCROM

Applying Sendai Framework to Cultural Heritage

Priority Action1: Understanding Disaster Risk

Dhajji Diwari, India

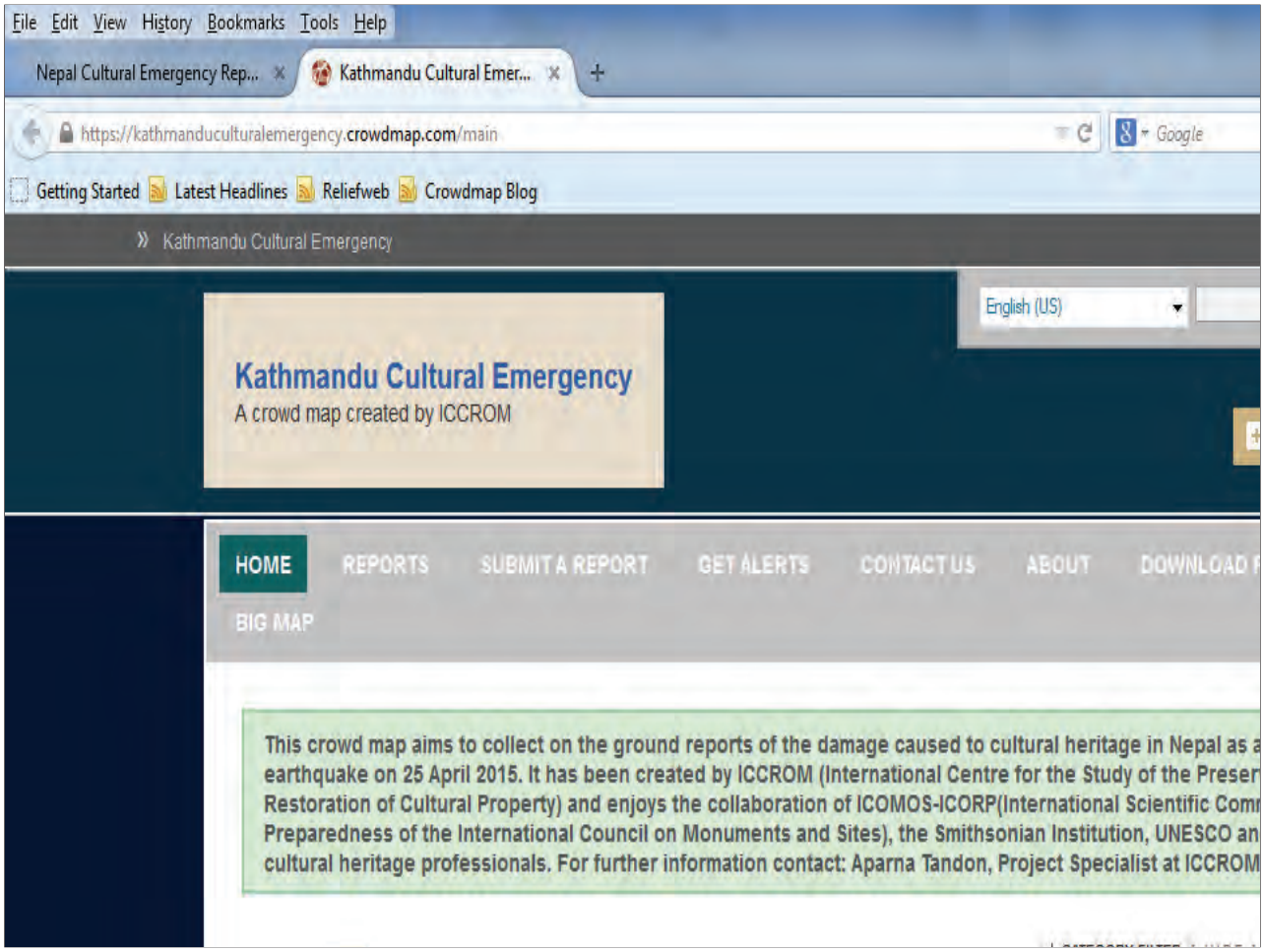
Traditional Storm Shelter, Vanuatu

Undertake research on how traditional knowledge can be used to develop contemporary techniques for risk reduction

ICCROM
Create a common understanding of the notion of risk and link daily maintenance with disaster risk management including all elements of cultural heritage

HAÏTI
ICCROM
Joint risk assessments with departments for urban planning, civil defense, climate change adaptation to analyse risk scenarios for likely impacts

country specific , geo-referenced information on cultural assets and associated economies; asset specific pre and post disaster risk assessments



Improve Institutional Capacities for Disaster Risk Management

ICCROM

Applying Sendai Framework to Cultural Heritage

Priority Action2: Strengthening disaster risk governance

ICCROM
Prioritise vulnerable heritage in risk management planning

ICCROM
UN
Encourage and prepare leaders for DRM of cultural heritage
Haiti, 2010

Example: Heritage Foundation, Pakistan

Partner with trusted NGOs for engaging communities in DRM of cultural heritage

ICCROM

Applying Sendai Framework to Cultural Heritage

Priority Action 3: Invest in disaster risk reduction for resilience

ICCROM

Haiti's *Lakou*

a spiritual, cultural and agricultural model

Undertake research on how traditional knowledge could be used to manage natural resources, adapt to climate change and to build resilience

Invest in business continuity planning & insurance of cultural heritage assets

10 essentials for a disaster resilient city

Applying Sendai Framework to Cultural Heritage

Priority Action 4: Enhancing disaster preparedness for effective response and ‘to build back better’

Baiturrahman Grand Mosque, Aceh

Cultural Heritage sites as shelters

A cluster for culture?

ICCROM

MIRA

multi sector initial rapid assessment

carried out within first 72 hrs

outcome: flash appeal

X culture not included

PDNA

post disaster needs assessment

carried out after the relief phase

outcome: consolidated appeal

culture included

Surge Capacity

ability to rapidly deploy personnel

possible solution: train military

Training session in Nepal

Prepare national teams

First Aid Courses provide an effective model
4 International courses, 17 teams and 34 follow-up workshops

Interlock cultural first aid with humanitarian assistance

Organize joint training with humanitarian aid and development agencies for artisans, craftspeople and professionals

improve preparedness for response and recovery for large scale and complex cultural emergencies

prepare decision makers for swift and multi-agency action

Linking response to risk reduction and recovery

what *'build back better'* could possibly mean for the cultural heritage in Nepal?

Inter-agency Standing committee for culture?

ICCROM

ICORP

ICOM

Smithsonian Institution

C Fonds

Prince Claus Fund for Culture and Development

NCSHS

U.PORTO FEUP FACULDADE DE ENGENHARIA UNIVERSIDADE DO PORTO

How ICCROM is contributing?

- By participating in policy discussions
- Through training on risk reduction, preparedness and response
- By supporting in field responses : Haiti, Philippines, Nepal, Egypt, Ukraine
- A strategic programme for MENA region
- Through common terminology
- By developing consistent methodology for damage assessment
- Online resources

2. Case study 1: Integrating heritage into national disaster management plans and policies - Japan

Executive Summary

Due to its geographical location, Japan has been subjected to many natural hazards. Notably, on 11 March 2011, the Great East Japan Earthquake and Tsunami struck the country. Over 15,000 people lost their lives and many disappeared. In addition to the human and economic loss, cultural heritage also suffered.

Therefore, the country has a long history of managing disasters. The institutional framework for DRM plan and policies in Japan goes back to 1961 with the *Disaster Countermeasures Basic Act* after a typhoon hit Japan in 1954. The severe damage led to a turning point in history. As a consequence, strengthening DRM became a priority in the national system. Japan adopted regulations and strategic measures ever since. In addition, the Central Disaster Management Council was created in support of the *Basic Act.* Since then, the DRM system has been continuously improved and the operations of the Central Disaster Management Council grew in complexity and precision as a consequence of the lessons gained from experience.

Regarding the culture sector, DRM must come from an approach that addresses many different aspects of culture preservation. The concern for risk reduction is included in Japan's *Cultural Property Law*. The law defines six classifications of cultural properties: tangible cultural properties, intangible cultural properties, folk cultural properties, monuments and sites, cultural landscapes and groups of traditional buildings. Financial assistance programmes to the different forms of cultural heritage depends on the classification provided.

In addition, DRR measures are divided in three major areas: fire prevention and crime prevention, including normal fire and seismic fire; environment conservation to preserve a suitable environment for the protection of heritage buildings against various disaster risks. The latter includes landslide, land erosion, wind, poor drainage, tree-fall, insects, birds or animals, and seismic countermeasures.

Nonetheless, DRR activities should take an inclusive approach and encourage collaboration between national and local governments in all the different areas mentioned.

Developing an exhaustive heritage list is an important starting point for DRM in particular and for culture management in general. Hence, since 2007, local governments have been encouraged to develop lists in order to include all types of cultural heritage within their territories. The list is expected to mention heritage left undesignated within the national or international framework, but nevertheless significant on the local level. As a consequence, local governments are assisted in heritage protection and sustainable development in peacetime. Furthermore, integrated heritage rescue is ensured for the recovery of communities in times of emergency.

During his speech opening the Sendai Cooperation Initiative, His Excellency Shinzo Abe, the Prime Minister of Japan, emphasized that DRR perspective should be introduced in all development areas (healthcare, urban planning, culture, education, public welfare, social economy, etc). The inclusion of different areas together should contribute to meaningfully achieve solutions for critical issues affecting society, such as sustainable development and climate change. In this context, the heritage field has two key dimensions: enhance the DRR of cultural heritage itself and include a sense of culture in each relevant field.

About the speaker

Kumiko Shimotsuma, Senior Specialist for Cultural Properties at Agency for Cultural Affairs.
Dr Shimotsuma is currently responsible for risk preparedness of Important Cultural Property buildings in Japan. She received her Doctorate from Tokyo University in 1996 in the field of Historic Urban Conservation. She has been working with the Government of Japan since 1994 within the Agency for Cultural Affairs (ACA). In addition, she served as Senior Specialist for Cultural Properties in the field of built heritage. At several occasions during her career, she collaborated with UNESCO World Heritage Centre, UNESCO Bangkok office, and ICCROM. Notably, she was chief translator for the Japanese version of "Risk Preparedness: A Management Manual for World Cultural Heritage", published by ICCROM-UNESCO-ICOMOS in 2008. In addition, she coordinated the 3rd WCDRR thematic session on "Resilient Cultural Heritage" and its relevant expert meeting and symposium held prior to the Sendai Conference during 14-18 March 2015.

After Tohoku earthquake hit North East Japan in 2011.
© Ministry of Foreign Affairs of Japan

UNESCO Regional Conference on Harmonizing Actions to Reduce Risks for Cultural Heritage in Asia and the Pacific

Integrating heritage into national disaster management plans/policies: Japan case study

Kumiko SHIMOTSUMA (Ms, Dr)
Senior Specialist for Cultural Properties
Architecture Division, Cultural Property Department,
Agency for Cultural Affairs, Government of JAPAN

UNESCO's request for this presentation

(1) Overview of Japan's overall national disaster management policies, plans and platforms

(2) Explanation on how CH is integrated into this national disaster framework

(3) Brief background of risks faced by cultural heritage in Japan,

(4) Identified challenges and opportunities for further strengthening CH integration into the national disaster framework

Note: Some photos in this presentation were provided for the International Expert Meeting on Cultural Heritage and Disaster Resilient Communities.

1

Overview of Japan's overall national disaster management policies, plans and platforms

Disaster Countermeasures Basic Act (1961)

- Severe damage by the Typhoon Vera (Ise-wan Typhoon) in 1954.
- Fundamental disaster prevention law to prescribe clear assignment of national and local governments, and to formulate a comprehensive and strategic disaster management system
- Since 2001, under jurisdiction of Cabinet Office (CAO)

Central Disaster Management Council

- The Council is placed in CAO based on the Disaster Countermeasures Basic Act.
- The Council consists of the Prime Minister as the chairperson, all members of the Cabinet, heads of major public corporations and experts.

2

Organization of Central Disaster Management Council

Central Disaster Management Council	
Chair	Prime Minister (PM)
Members	Minister of State for Disaster Management and all members of the Cabinet
	Heads of Designated Public Corporations
	Experts
Committees for technical investigation	
Officers Meeting	
Chair	Parliamentary Vice-Minister of Cabinet Office
Advisor	Deputy Chief Cabinet Secretary for Crisis Management
Vice Chair	Director General for Disaster Management Cabinet Office Deputy Manager of the Fire and Disaster Management Agency
Secretary	Relevant director-generals of each ministry and agency

Inquiry

Report
Opinions

Prime Minister

Minister of State for Disaster Management

3

Outline of the Disaster Management System

LEVEL	MEMBERS	PLANS
National	**Prime Minister**	
	Central Disaster Management Council	Basic Disaster Management Plan
	24 Designated Government Organizations	Disaster Management Operation Plan
	66 Designated Public Corporations	
Prefectural	**Governor**	
	Prefectural Disaster Management Council	Prefectural Disaster Management Plan
	Designated Local Government Organizations	
	Designated Local Public Corporations	
Municipal	**Mayors of Cities, Towns and Villages**	
	Municipal Disaster Management Council	Municipal Disaster Management Plan
Residents	Residents and Enterprises	Community Disaster Management Plan

4

Structure of Basic Disaster Management Plan

Countermeasures Common to All Disaster Types

Natural Disasters Countermeasures

Earthquake | Tsunami | Storm & Flood | Volcano | Snow

Accident Disasters Countermeasures

Maritime | Aviation | Railroad | Road | Nuclear

Hazardous Materials | Large-scale Fire | Forest Fire

Disaster phases

Disaster Prevention and Preparedness → Emergency Response → Recovery and Reconstruction

Stakeholders

National Government | Local Governments | Residents

5

Ref. Outline on Prevention and Mitigation Measures against Large-scale Earthquake (2014)

4. Measures to address various local issues

(8) Disaster Prevention and Mitigation for Cultural Properties

which includes:

- Conduction of all sorts of prevention and mitigation measures (e.g. seismic safety measures for CP buildings or objects) ;
- Update of location lists of CP;
- Information sharing between CP sectors and DRR sectors;
- Regular conduction of disaster drills
- Building-up resilience of local areas where CP is located;
- Development of fire-spread prevention measures for CP;
- Consideration of possible rescue measures for CP in areas with high risk of tsunami;
- Preparation of shelters for CP and its owners or visitors;
- Development of guidelines (e.g. actions for fire-fighting , first-aid, or evacuation guide)

6

An official definition of “Management” in 1954

- Management responsibility to property owners -

Daily or regular maintenance

e.g.) patrol, weeding, cleaning (buildings, drainage ditches, gutters, etc)

Minor repairs or treatment

e.g.) temporary treatment to prevent leaking of rain, repairs of wall finishing materials, pest control

Installation and maintenance of facilities or equipment required for protection

e.g.) fire prevention equipment, management office for historic houses, facilities for site conservation

「文化財保護法の一部改正について」（昭和29年文教企第50号）

7

Expansion of a scope of “Management”
- Management responsibility to property owners -

Daily or regular maintenance

Minor repairs or treatment

Installation and maintenance of facilities or equipment required for CP protection

Diagnosis

e.g.) Diagnosis on tree condition surrounding CP buildings (1998-)
Seismic diagnosis (1999-)

Development of conservation and utilization plan

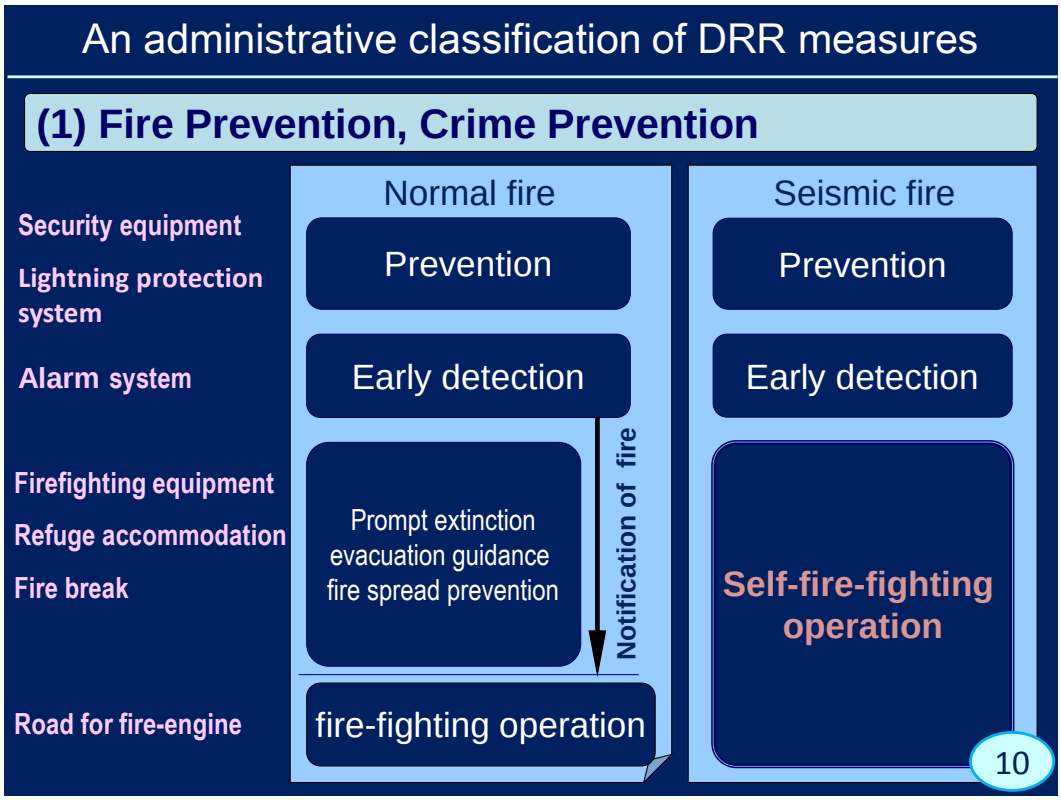
e.g.) The standard structure consists of (i) conservation policy and maintenance plan, (ii) site conservation plan, (iii) disaster prevention plan, and (iv) utilization plan

8

An administrative classification of protection activities

Conservation	**Restoration**
Management	**Daily or regular maintenance**
	Minor repairs or treatment
	Installation and maintenance of facilities or equipment required for CH protection
	Diagnosis
	Development of conservation and management plan
Utilization	**Public access for appreciating CH values**
	Use of CH as an urban infrastructure

9


An administrative classification of DRR measures
(1) Fire Prevention, Crime Prevention
Security equipment
Lightning protection system
Alarm system
Firefighting equipment
Refuge accommodation
Fire break
Road for fire-engine
Normal fire
Prevention
Early detection
Prompt extinction
evacuation guidance
fire spread prevention
Notification of fire
fire-fighting operation
Seismic fire
Prevention
Early detection
Self-fire-fighting operation
10

11

(2) Environment Conservation

Conservation of suitable environment for protecting CP buildings against various disaster risks, including land slide, land erosion, wind, poor drainage, tree-fall, insects, birds, or animals

12

(3) Seismic Countermeasures

13

ISSUES on INTEGRATION

14

Suitable system for the environment where CH is located

- Form of the ground
- Direction of the wind
- Salty wind
- Groundwater level
- Condition of surroundings
- Others

Suitable system for the present on-site management structure

- Land use and building function
- Possible cause of fire
- Management system during daytime
- Management system during nighttime
- Arrival time of fire brigade and its fire defense plan
- Ally in neighboring areas

Suitable measures to be considered

- Human activities
- Installation of facilities and equipment
- Architectural improvement

15

16

17

Poor maintenance of fire plugs

Water guns near the CH building could not be used because of high heat of fires.

The local fire brigade did not have information about the fire hydrant system in the heritage site.

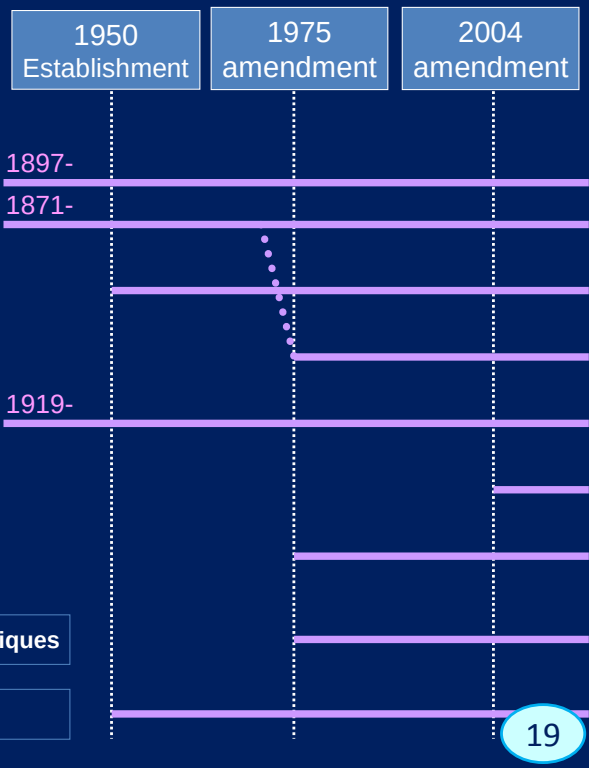
18

Cultural Properties

- Tangible cultural properties
  - Buildings and other structures
  - Works of fine arts and crafts
- Intangible cultural properties
- Folk cultural properties
- Monuments and sites
- Cultural Landscapes
- Groups of traditional buildings

Cultural Properties Conservation Techniques

Buried Cultural Properties



19

Built Heritage

20

Archaeological Site

Place of Scenic Beauty

21

Buried Cultural Properties

22

Movable Properties

23

24

Intangible Folk Properties
25

Basic Strategies based on History and Culture (2007-)
歴史文化基本構想

ACA's program to encourage local governments to develop a comprehensive heritage list in their area, including all sorts of cultural properties, and to make development strategies based on history and culture of the place.

26

The 3rd World Conference on Disaster Risk Reduction（14-18 March 2015, Sendai City)

"Sendai Cooperation Initiative for Disaster Risk Reduction" by the Prime Minister of Japan

One of the basic concepts

Mainstreaming of disaster risk reduction

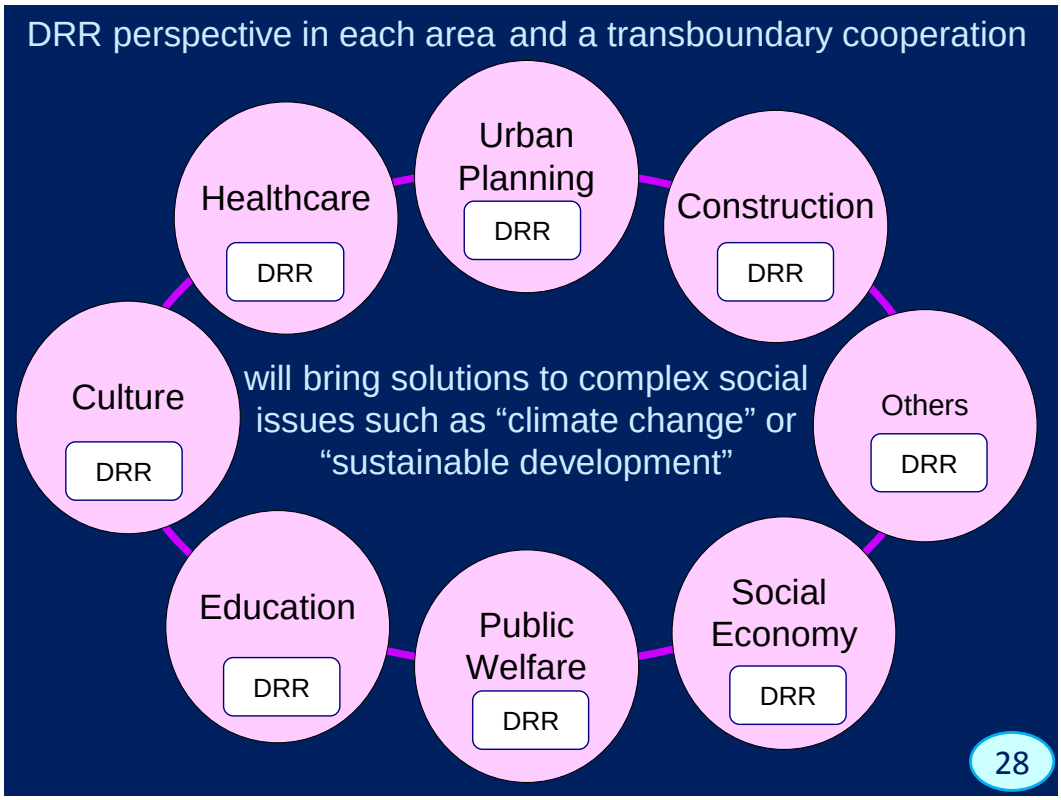
In order to ensure "Build Back Better" and to make countries and regions more resilient to disasters,

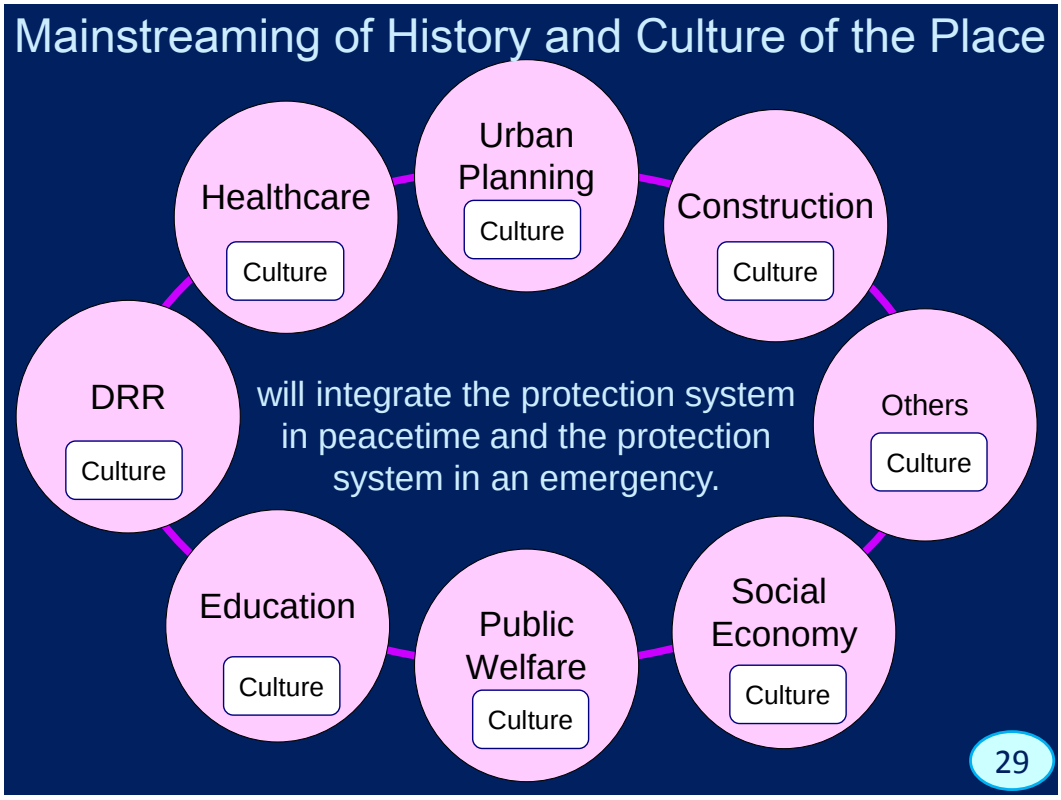
（1) Each State should have the primary responsibility to prevent and reduce disaster risk.

（2）DRR perspective should be introduced in all development policy and planning.

（3）Investment in DRR from the long-term perspective should be ensured.

27


DRR perspective in each area and a transboundary cooperation
Urban Planning
DRR
Healthcare
DRR
Construction
DRR
Culture
DRR
will bring solutions to complex social issues such as “climate change” or “sustainable development”
Others
DRR
Education
DRR
Public Welfare
DRR
Social Economy
DRR
28


Mainstreaming of History and Culture of the Place
Urban Planning
Culture
Healthcare
Culture
Construction
Culture
DRR
Culture
will integrate the protection system in peacetime and the protection system in an emergency.
Others
Culture
Education
Culture
Public Welfare
Culture
Social Economy
Culture
29

3. Case study 2: Integrating disaster risk reduction into World Heritage sites management plans and policies

Executive Summary

Over a thousand sites all over the world are listed as World Heritage properties. Disasters affect virtually each and every one of them. On one hand, sites are exposed to natural hazards. For instance, an earthquake struck the Kathmandu Valley in 2015 and the Historic City of Ayutthaya suffered from floods in 2011. Moreover, the changing climate patterns complexify hazards and are likely to intensify disaster events. On the other hand, the development of human activities is making cultural heritage increasingly vulnerable. The pace of urbanization relegates some heritage sites, to be confined in cities. where the accessibility to the site may be challenged. For example, in March 2013, fire burnt the Old Town of Lijiang in China and several heritage buildings were destroyed.

Despite the constant threat of risks, very few World Heritage sites have DRM plans. Therefore, a change of paradigm must take place. Instead of reacting to disasters as an event, World Heritage sites managers must move towards a pro-active approach. Undertaking individual actions is not sufficient, as DRM requires continuous action plan (see DRM cycle p. 165).

For the latter purpose, the manual *Managing Disaster Risks for World Heritage* provides guidance for site managers to prepare plans. Advice on principles, methodology and process assist the managers of cultural and natural World Heritage properties. In the same vein, the *Training Guide on Disaster Risk Management of Cultural Heritage* is addressed to people and organizations who organize capacity building activities in DRM field for heritage sites. It provides a framework and tools for developing their risk reduction strategies.

Recommendations focus mainly on the mainstreaming of cultural heritage in the DRM field. Planning must expand beyond mere site management in order to include the city planners and local governments. Therefore, linking culture with sectors such as housing, infrastructure, livelihood and sustainable development became necessary. A DRM plan cannot remain a stand-alone document. Moreover, according to the *Making Cities Resilient* campaign, culture is one of the ten essentials. Well-conserved heritage contributes to the resilience of cities in the face of disasters and climatic change.

Experience from the field shows how to develop and implement DRM plans for various types of cultural heritage sites. For example, in 2013, UNESCO Hanoi and ICCROM spent eight months on the Complex of Hue Monuments monument site, in Viet Nam, for the preparation of DRM plans. In Myanmar, workshops with site managers also took place in order to come up with a risk preparedness strategy for the World Heritage site of Pyu Ancient Cities. In the Temple of Preah Vihear, Cambodia, DRM was introduced as part of the overall management strategy.

Joining initiatives and collaboration between different international and local agencies is a key in building capacities and improving preparedness to risks.

About the speaker

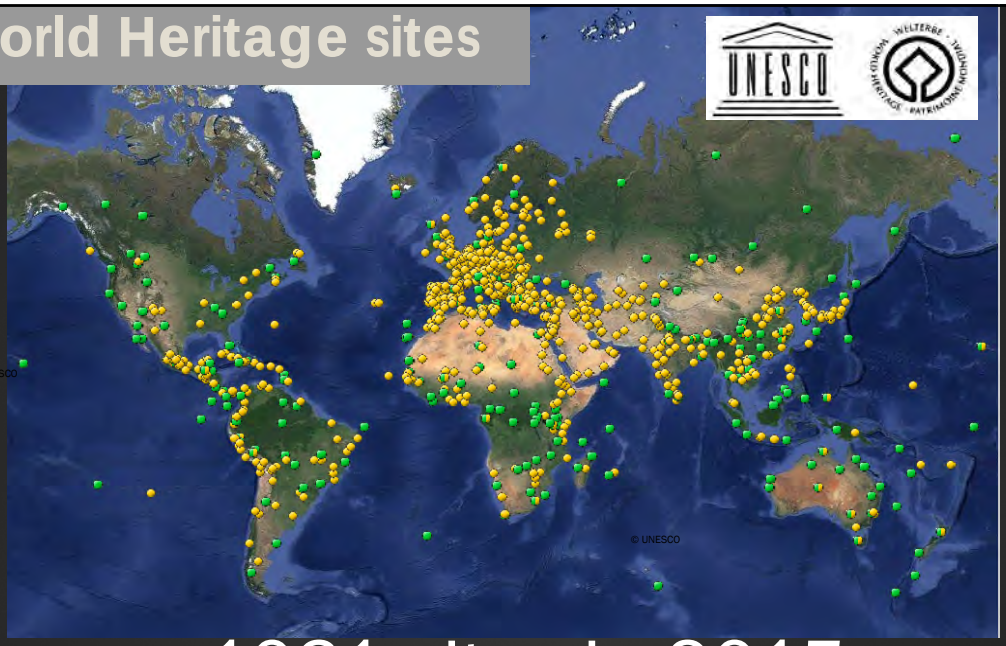
Rohit Jigyasu is the President of ICOMOS International Scientific Committee on Risk Preparedness. He was elected President of ICOMOS India in 2014 and ICOMOS International Scientific Committee on Risk Preparedness (ICORP) in 2010. He has also served as the Elected Member of the Executive Committee of ICOMOS since 2011. He is Professor at Ritsumeikan University Kyoto in Japan where he holds the UNESCO Chair on Cultural Heritage and Disasters. He studied Architectural Conservation at the School of Planning and Architecture in New Delhi. He obtained his PhD from the Norwegian University of Science and Technology in Trondheim. His multidisciplinary research focused on the role of traditional knowledge in disaster mitigation in the context of the South Asian region. Rohit Jigyasu worked with several national and international organizations such as the Archaeological Survey of India, the Indian National Institute of Disaster Management, UNESCO, ICCROM and Getty Conservation Institute for consultancy, research and training on DRM of cultural heritage.

Flooding in Historic City of Ayutthaya World Heritage Site in 2011.
©UNESCO

Integrating Disaster Risk Reduction into World Heritage Site Management

Dr. Rohit Jigyasu
Professor, UNESCO Chair Program on Cultural Heritage & Disasters
Ritsumeikan University, Kyoto, Japan
President, ICOMOS International Scientific Committee on Risk Preparedness
President, ICOMOS India

World Heritage sites



1031 sites in 2015

Nepal Earthquakes, 25 April
and 12 May 2015
06/12/2009

Ayutthaya, Thailand Floods, 2011

World Heritage Town of Lijiang, China

11 March, 2013

http://www.gokunming.com/en/blog/item/2923/lijiang_blaze_destroys_old_town_businesses

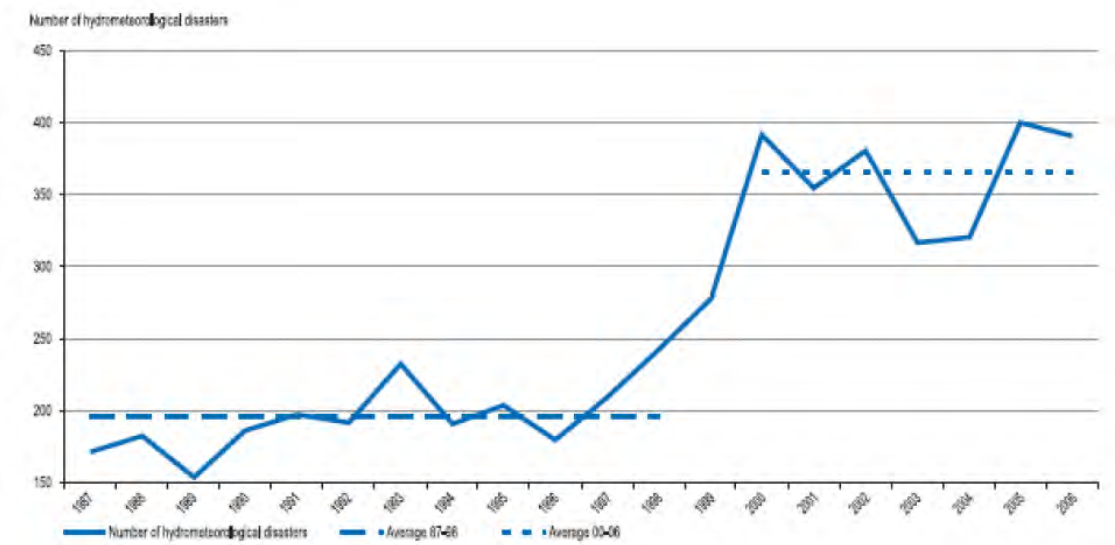
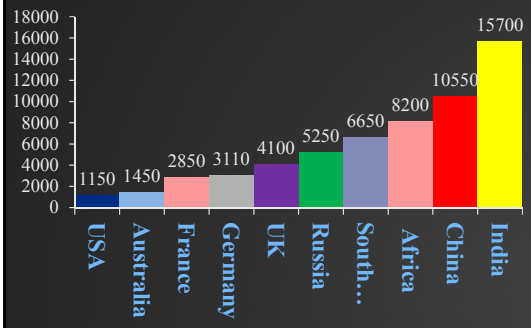


Figure 1 - Occurrence of hydrometereological hazards 1987-2006

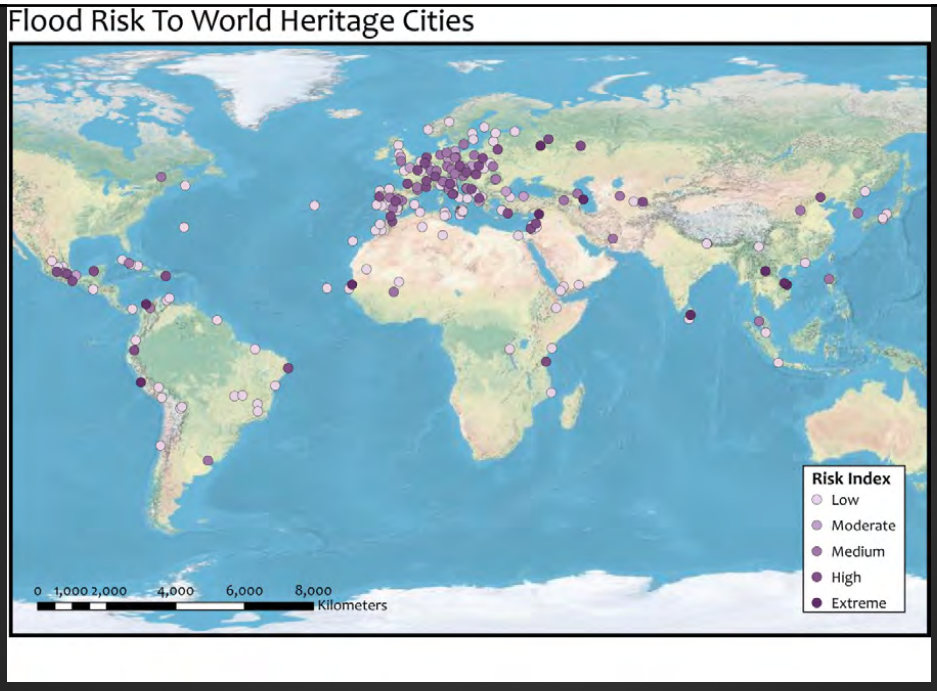
Source: FAO 2008

Interface of disaster risks and climate change is making disasters increasingly complex and exposes cultural heritage sites to even greater risk

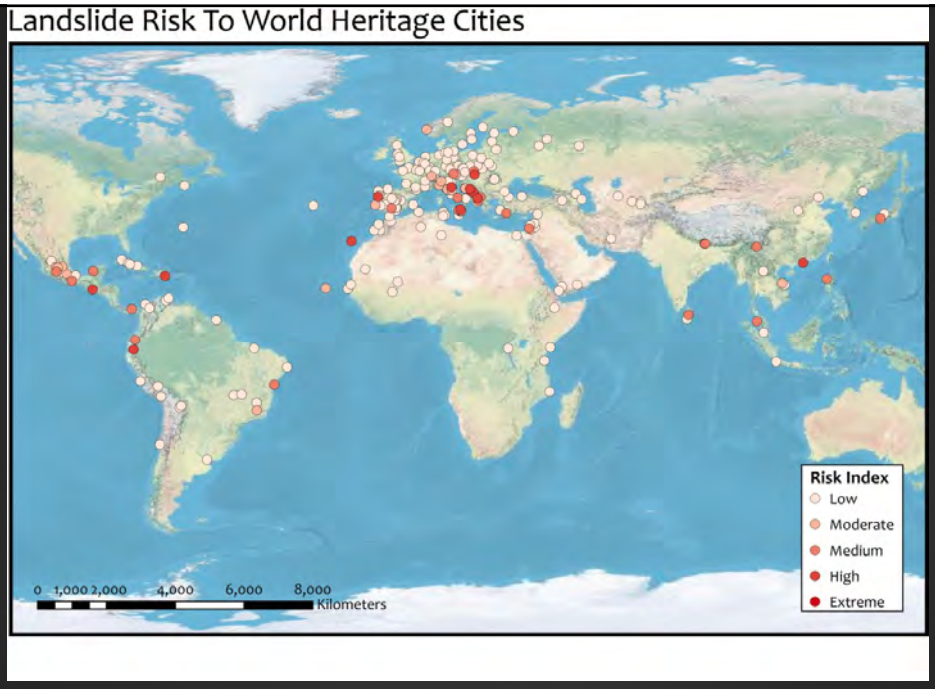


48 cities in the world have reached density level of more than 15000 per sq. km. All of them are in developing countries. Dhaka is the most dense city with 40,100 persons living per sq km

- Cultural heritage integrated into 'Ten Essentials' for local city governments for making Cities Disaster Resilient



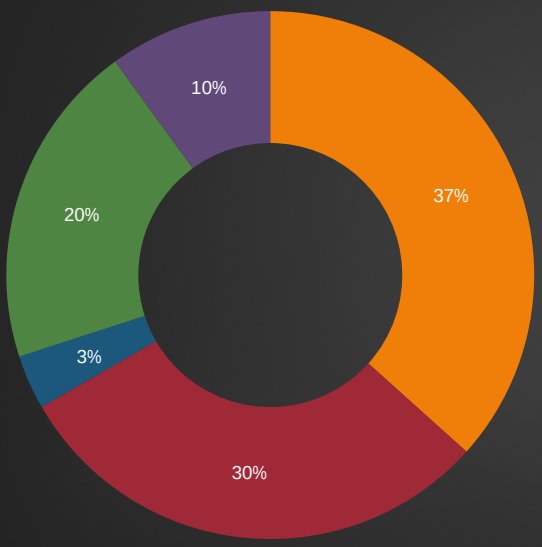
Bigio et. Al. , The World Bank, 2011



Bigio et. Al. , The World Bank, 2011

So how prepared are we to reduce disaster risks to World Heritage Sites?

Analysis of State of Conservation reports 2012 based on 60 WH Sites



- The cases where the risks were not identified within the management documents
- The cases where even though risks were identified, there was no concrete plan or any reference to mitigating these in the management systems established for the properties
- The cases where the risks were identified but mitigation included was considered mainly for visitor safety and not the properties themselves
- The cases where the risks were identified and plans to mitigate these were considered, but where the mitigation was not extensive enough or where there were concerns as to the effective implementation of such plans.
- The cases where both risks and mitigation of these were presented in an effective and extensive Risk Preparedness Plan.

Source: Giovanni Boccardi

Key Issues & opportunities

- **World Heritage properties are increasingly affected by disasters caused by natural hazards**
- **Urbanization is making cultural heritage increasingly vulnerable**
- **Negative impact on heritage, both for its cultural importance, and for its socio-economic value; along with loss of lives and property**
- **Very few World Heritage Sites have Disaster Risk Management Plans. In fact, in many cases, site managers are not even aware of disaster risks confronting their sites**
- **A well-conserved heritage contributes to resilience in the face of disasters and climate change;**

References to DRR in Operational Guidelines of World Heritage Convention

- Paragraph 118 (include risk preparedness in management plans and strategies);
- Section 4b (iii) of Nomination Format (Annex 5);
- Para 161 on emergency nominations (properties that suffered damage or face serious and specific danger from natural events or human activities);
- Para 179 and 180 on danger listing;
- Para 199 etc. on Periodic Reporting

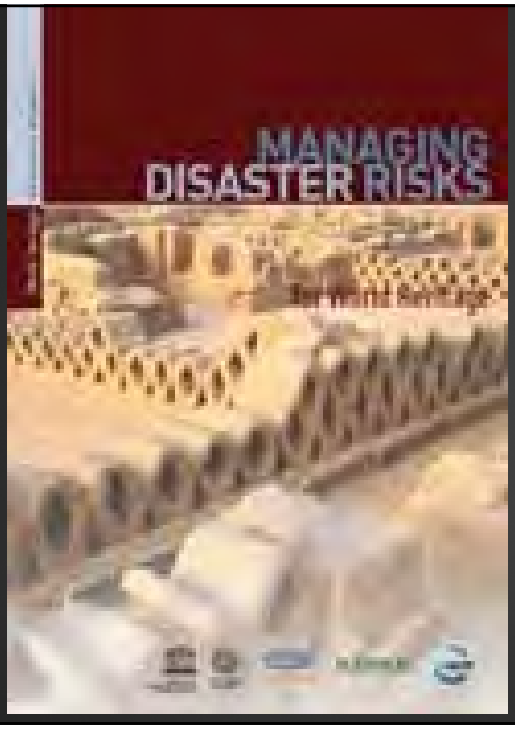
Strategy for DRR at WH properties

Mainstreaming World Heritage in the five priority areas of the ***Hyogo Framework for Action*** (Kobe, 2005)

1. Strengthening institutional support and governance for reducing risks at World Heritage properties;
2. Using knowledge, innovation and education to build a culture of disaster prevention at WH properties
3. Identifying, assessing and monitoring risks from disasters at WH properties
4. Reducing underlying risk factors at WH properties
5. Strengthening disaster preparedness at WH properties

Key features of the Strategy

- Based on Hyogo Framework for Action (HFA) and its five priority areas;
- Aims at integrating heritage within larger disaster management policies and practices;
- Recognizes positive role of heritage (both tangible and intangible) for risk reduction and sustainable development in general;
- Involves communities concerned, considers cultural diversity, local knowledge and special groups (e.g. the impact of disasters is different on men and women due to social constructs).



- Resource Manual on Disaster Risk Management in World Heritage Properties :

  Guidance for Site Managers to Prepare Plans

http://www.preventionweb.net/english/professional/publications/v.php?id=14614

Risk Management: A Paradigmatic Shift

- From identification of present condition to assessing potential impacts in the future and developing resulting scenarios
- Prioritizing based on potential impacts on heritage values besides people, lives and livelihoods.
- From reactive conservation in response to problems to preventive care and management.
- Reducing risks by reducing vulnerabilities and exposure of cultural heritage to hazards

Disaster Risk Management Cycle for Cultural Heritage Sites

Formulating Disaster Risk Management Plans for Cultural Heritage

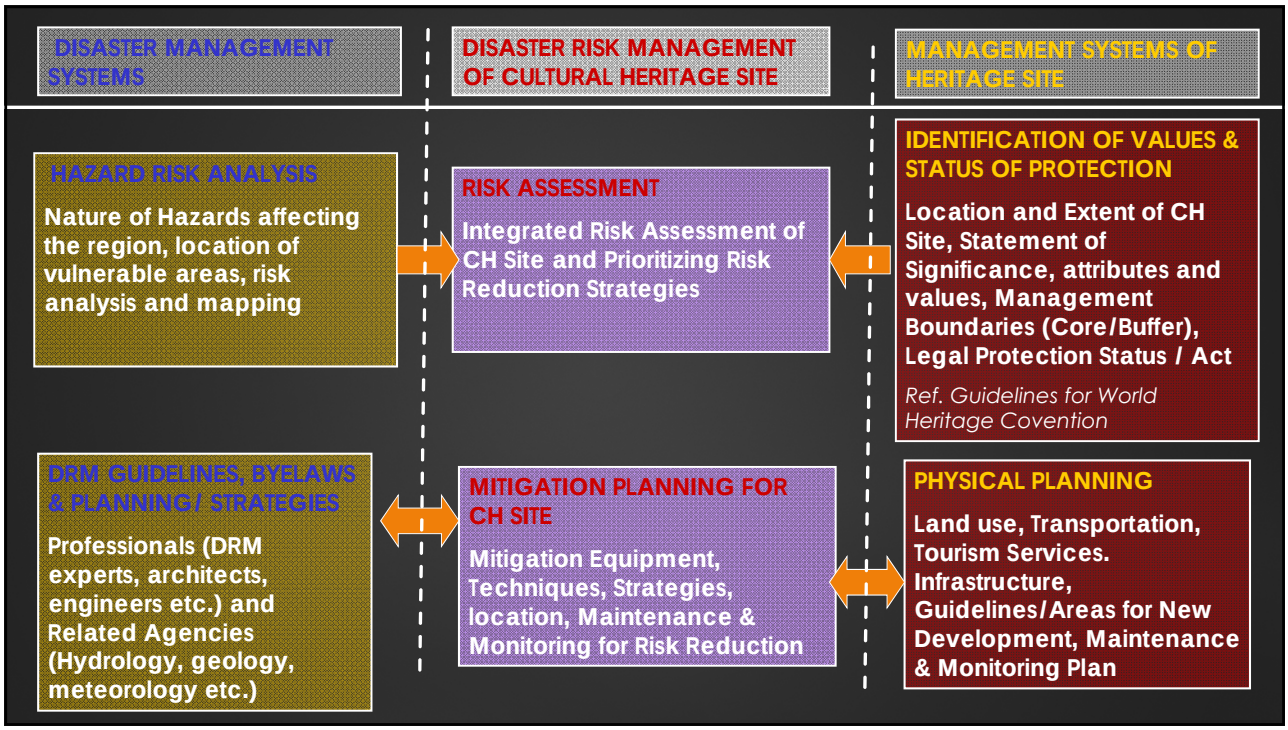
Systems for Disaster Risk Reduction, Response & Recovery for the city or region

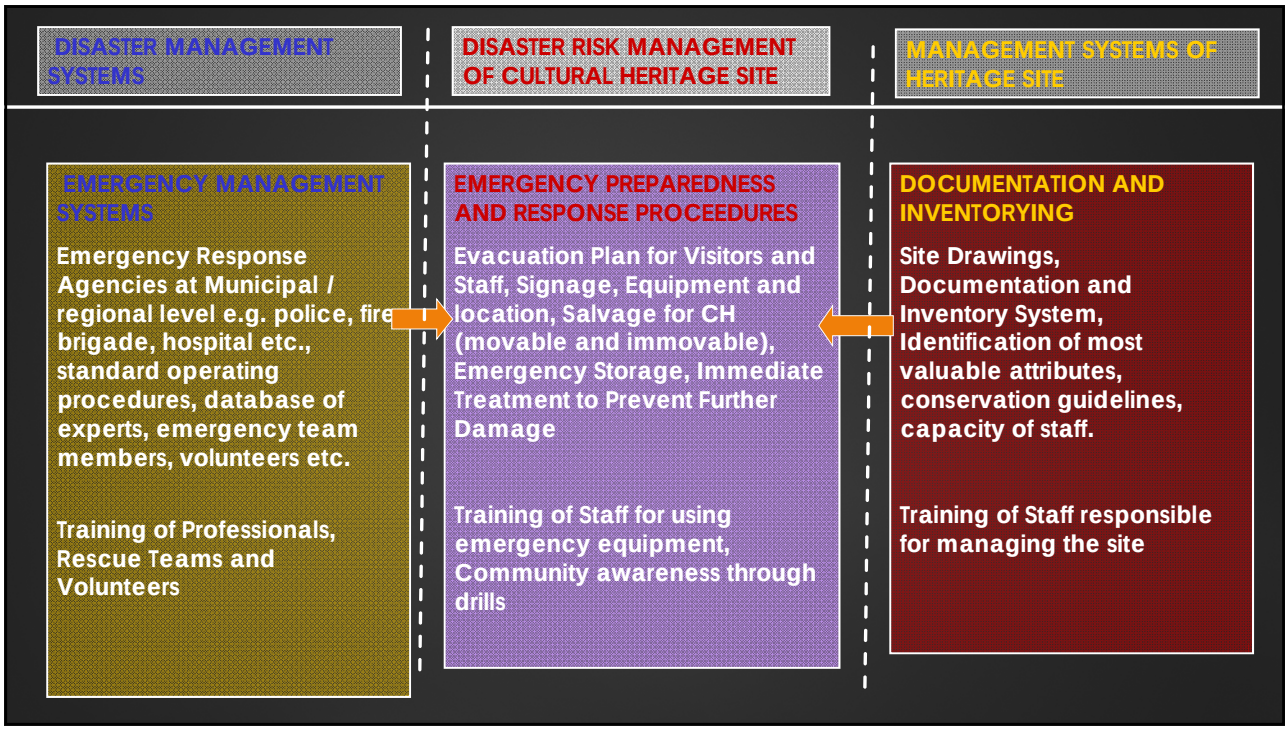
⟷

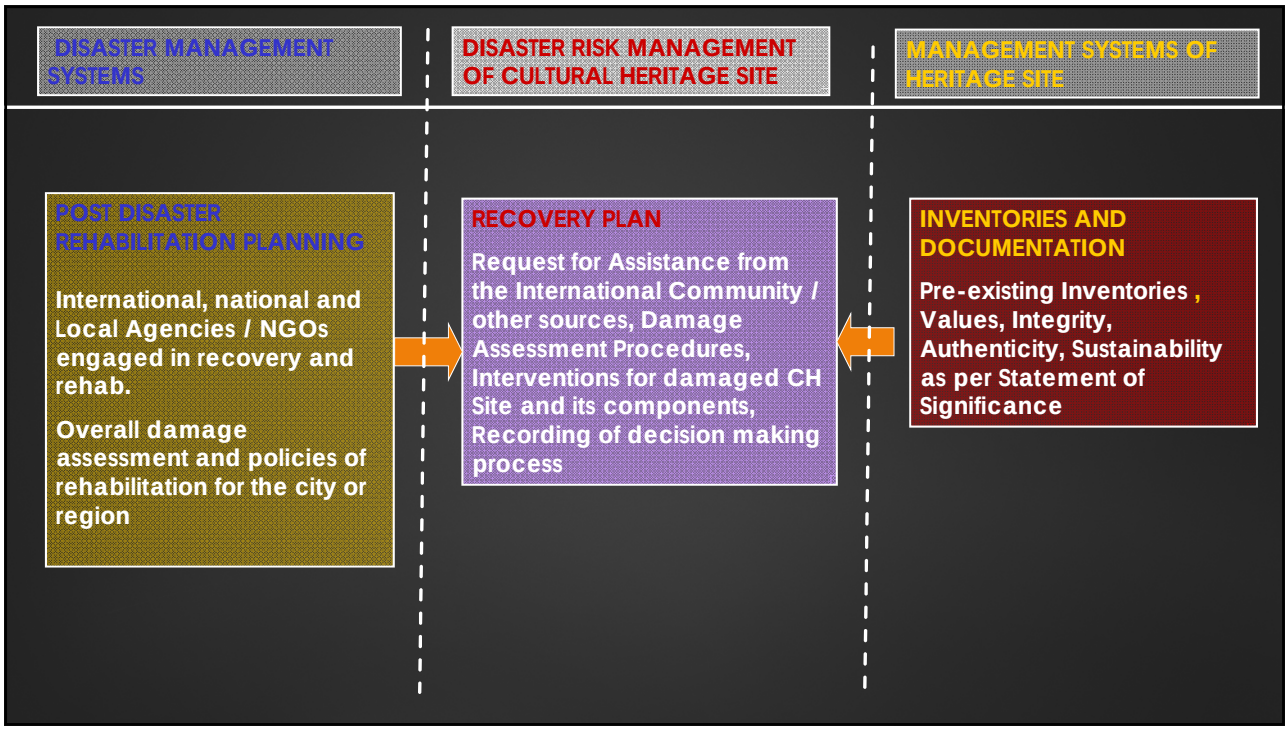
Disaster Risk Management for Cultural Heritage

⟷

Systems for Protection and Management of Cultural Heritage


DISASTER MANAGEMENT SYSTEMS
DISASTER RISK MANAGEMENT OF CULTURAL HERITAGE SITE
MANAGEMENT SYSTEMS OF HERITAGE SITE
HAZARD RISK ANALYSIS
Nature of Hazards affecting the region, location of vulnerable areas, risk analysis and mapping
RISK ASSESSMENT
Integrated Risk Assessment of CH Site and Prioritizing Risk Reduction Strategies
IDENTIFICATION OF VALUES & STATUS OF PROTECTION
Location and Extent of CH Site, Statement of Significance, attributes and values, Management Boundaries (Core/Buffer), Legal Protection Status / Act
Ref. Guidelines for World Heritage Covention
DRM GUIDELINES, BYELAWS & PLANNING/ STRATEGIES
Professionals (DRM experts, architects, engineers etc.) and Related Agencies (Hydrology, geology, meteorology etc.)
MITIGATION PLANNING FOR CH SITE
Mitigation Equipment, Techniques, Strategies, location, Maintenance & Monitoring for Risk Reduction
PHYSICAL PLANNING
Land use, Transportation, Tourism Services. Infrastructure, Guidelines/Areas for New Development, Maintenance & Monitoring Plan

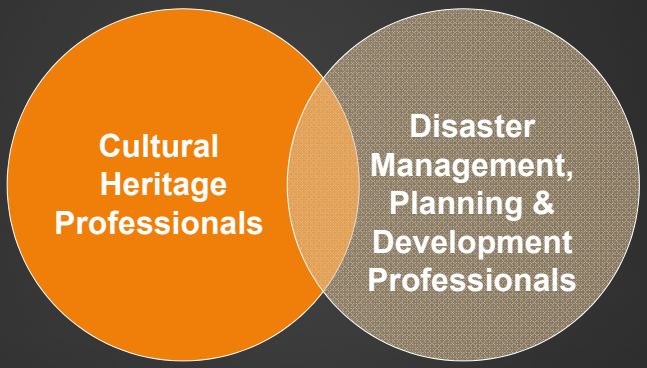

DISASTER MANAGEMENT SYSTEMS
DISASTER RISK MANAGEMENT OF CULTURAL HERITAGE SITE
MANAGEMENT SYSTEMS OF HERITAGE SITE
EMERGENCY MANAGEMENT SYSTEMS
Emergency Response Agencies at Municipal / regional level e.g. police, fire brigade, hospital etc., standard operating procedures, database of experts, emergency team members, volunteers etc.
Training of Professionals, Rescue Teams and Volunteers
EMERGENCY PREPAREDNESS AND RESPONSE PROCEEDURES
Evacuation Plan for Visitors and Staff, Signage, Equipment and location, Salvage for CH (movable and immovable), Emergency Storage, Immediate Treatment to Prevent Further Damage
Training of Staff for using emergency equipment, Community awareness through drills
DOCUMENTATION AND INVENTORYING
Site Drawings, Documentation and Inventory System, Identification of most valuable attributes, conservation guidelines, capacity of staff.
Training of Staff responsible for managing the site


DISASTER MANAGEMENT SYSTEMS
DISASTER RISK MANAGEMENT OF CULTURAL HERITAGE SITE
MANAGEMENT SYSTEMS OF HERITAGE SITE
POST DISASTER REHABILITATION PLANNING
International, national and Local Agencies / NGOs engaged in recovery and rehab.
Overall damage assessment and policies of rehabilitation for the city or region
RECOVERY PLAN
Request for Assistance from the International Community / other sources, Damage Assessment Procedures, Interventions for damaged CH Site and its components, Recording of decision making process
INVENTORIES AND DOCUMENTATION
Pre-existing Inventories , Values, Integrity, Authenticity, Sustainability as per Statement of Significance

Emergency Drill at Jantar Mantar World Heritage Site, Jaipur, India

Salvage of heritage in emergency situations

Building Capacity for Disaster Risk Reduction of Cultural Heritage?



Government Institutions / Departments, Universities, NGOs, Private Consultants

International Training Course on Disaster Risk Management of Cultural Heritage (2006-2013)

UNESCO CHAIR ON CULTURAL HERITAGE AND RISK MANAGEMENT

RITSUMEIKAN UNIVERSITY, KYOTO

Training & Capacity Building

International Training Course on Disaster Risk Management of Cultural Heritage

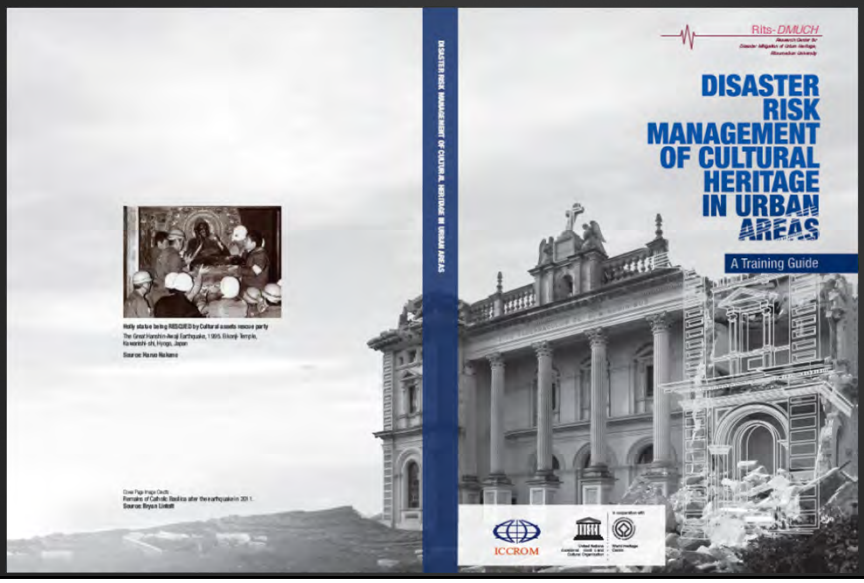
Lectures, Workshops and Group Exercises

RITSUMEIKAN

On-site demonstration of emergency equipments and their use

Building capacities: Training Workshops

Training Guide on Disaster Risk Management of Cultural Heritage



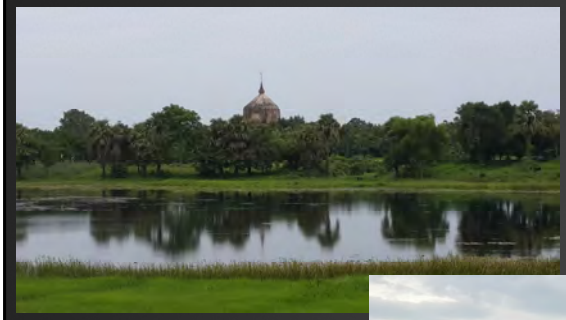
- Aimed at people/institutions who have to organize capacity building activities for disaster risk management for their heritage site(s) by providing them with framework and tools and case studies to develop a plan.

Preparation of Disaster Risk Management Plans for WHS of Hue, Hoi-An and Thang Long in Vietnam

April to November 2013

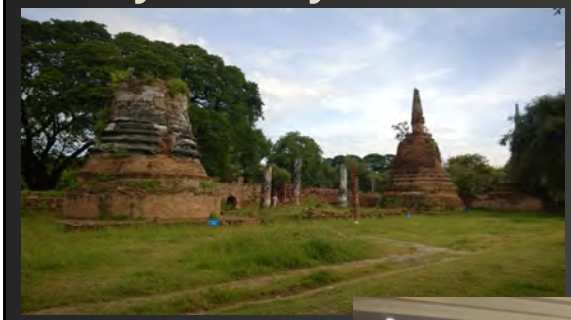
8 Month Long Initiative by UNESCO Hanoi and ICCROM during which Site Managers formulated DRM Plans for discussions with Stakeholders

Risk Preparedness Strategy for Peu Ancient Cities World Heritage, Myanmar



Workshops with Site Managers of Peu Ancient Cities, Myanmar

Disaster Risk Management Plan for Ayutthaya World Heritage, Thailand



Participatory Map
Making Process

Risk based Management Planning for
Preah Vihar World Heritage, Cambodia

Sub-Regional Training Workshop
on Disaster Risk Preparedness
and Management
Yogyakarta, Indonesia
27 October - 1 November

First Aid to Cultural Heritage in the Times of Conflict/Crisis **2010 – 2012, 2015**

Organized by ICCROM in cooperation with UNESCO. Blue Shield and other national and international organizations

Joint Initiative of ICOMOS, ICCROM, ICOM and the Smithsonian Institution

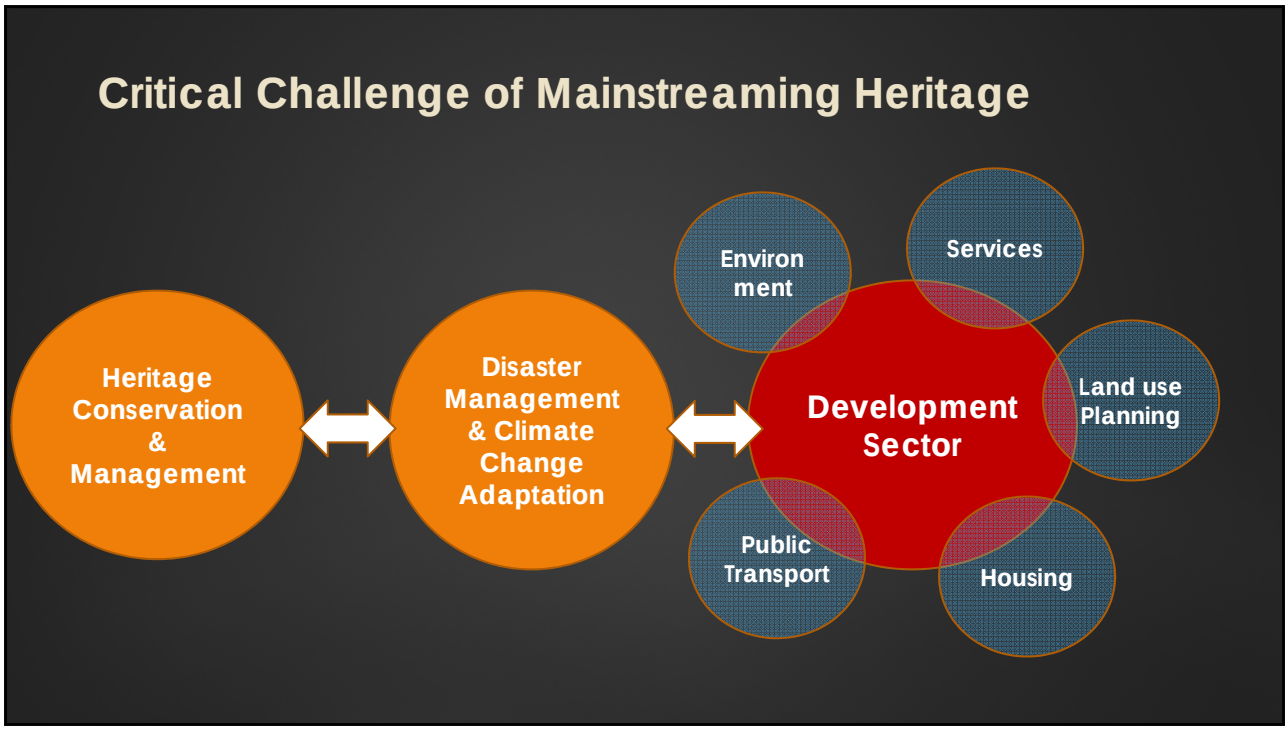
Main Objective is to Build the Capacity of local Stakeholders to undertake First Aid to Cultural Heritage

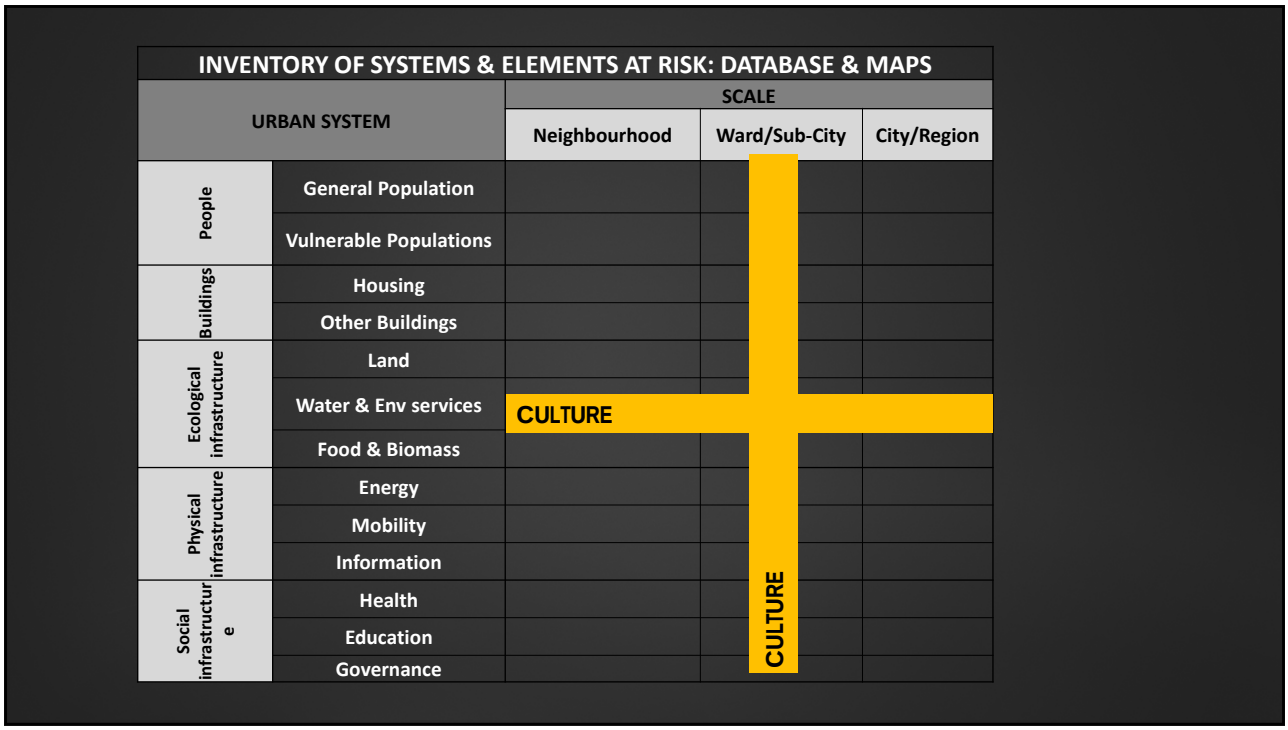
Training of Museum Staff to Salvage and Store Collections

Building Capacity of Young Community Volunteers in Sankhu to Salvage and Document Heritage

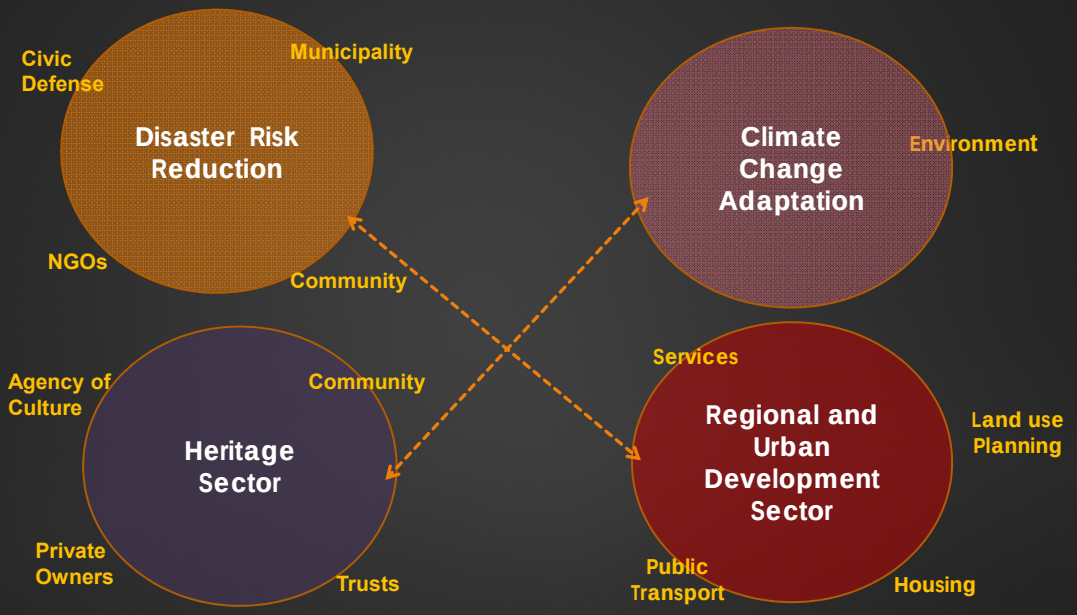
Training the Military and Police to Salvage Heritage and Coordinate with Heritage Department and Temple Custodians

Building Capacity of Engineers and Craftsmen for Emergency Stabilisation


Critical Challenge of Mainstreaming Heritage
Heritage Conservation & Management
Disaster Management & Climate Change Adaptation
Development Sector
Environ ment
Services
Land use Planning
Public Transport
Housing


INVENTORY OF SYSTEMS & ELEMENTS AT RISK: DATABASE & MAPS
URBAN SYSTEM
SCALE
Neighbourhood
Ward/Sub-City
City/Region
People
General Population
Vulnerable Populations
Buildings
Housing
Other Buildings
Ecological infrastructure
Land
Water & Env services
Food & Biomass
Physical infrastructure
Energy
Mobility
Information
Social infrastructure
Health
Education
Governance
CULTURE
CULTURE

Coordination between Stakeholders: A Challenge



Future Challenges

- Need to further build capacity and regional, national and local levels for various types of target groups including decision makers.
- Develop and implement disaster risk management plans for various types of cultural heritage sites e.g. archaeological sites, historic cities, vernacular, cultural landscapes, museums catering to various types of natural and human induced hazards such as earthquakes, floods, fires, armed conflicts, as integral part of site management systems.
- Further need for mainstreaming cultural heritage in wider disaster management field. Link of culture with various sectors such as housing , infrastructure, livelihood, sustainable development. Plugging into existing networks and programmes. Enhance cooperation with humanitarian organizations and other disaster risk management agencies. Place heritage in chain of command
- Research and development of tools and guidelines
- Innovative low cost and culturally sensitive technology for mitigating disaster risks to cultural heritage

4. Moderated open discussion among country and agency representatives

An open discussion, moderated by **Moe Chiba, UNESCO New Delhi,** took place among country and agency representatives in issues of heritage and disasters.

The participants discussed the performance of **traditional architecture**, with specific reference to recent examples from India, Bangladesh and Nepal. On the one hand, traditional materials and construction techniques are often promoted as being earthquake resistant. On the other hand, media reports from Nepal noted that vernacular architecture, particularly traditional houses in rural areas, were devastated more so than modern buildings. The representative from ICCROM noted that from the on-the-ground assessment in Nepal, it was found that many old buildings failed as they were not well-maintained or prepared for the disaster. The structure and materials of many historic buildings had been altered or added onto through successive restorations over time, in some cases compromising their original design and resistance. Moreover, ICOMOS-ICORP noted that the sheer scale of the earthquake in Nepal made it difficult to fully assess the limits of traditional architecture in terms of seismic performance.

This discussion was related to the issue of **"building back better"**. Delegates observed that at some fundamental level, there seemed to be a paradox in building back better for cultural heritage buildings, from an authenticity point of view. Nonetheless, in a practical sense, it was noted that it is important to improve conservation technology and apply new innovations to building back better. In addition to appropriate structural enhancement for vulnerable heritage buildings, non-structural measures should also be implemented such as conducting routine maintenance or enhancing other protocols and capacities. This includes improving interactions between engineers and traditional builders as modern engineers may have ideas about building safety but do not always take culture into account.

In any case, while it was acknowledged that traditional buildings must not be romanticized, at the same time, the experts underscored **the importance of ensuring that historic buildings are restored**, rather than demolished, and promoting **the use of traditional construction materials and techniques in the restoration of cultural heritage sites**. If traditional buildings are simply demolished in favour of new construction, it is likely that the new constructions will be built in a manner that ignores the original know-how, i.e. in selecting places that in the landscape that are appropriate for siting buildings. Secondly, without its cultural sites, the country will lose a major asset for sustainable economic growth, especially in countries that rely heavily on tourism. Thirdly, social cohesion suffers a lot from the loss of cultural heritage which plays an important role in binding a community together with reference to symbols, memories and common history.

The discussions further emphasized how **the recovery of cultural heritage sites** is meaningful to the local communities and is taken as a positive sign of recovery. In the case of Nepalese temples, the buildings have the main purpose of hosting prayers and community festivals. A quick recovery of these buildings will send a positive message to social and political actors and assures the local communities that they are receiving the support they need.

In any case, the reality must still be faced that in many countries, cultural heritage is still not considered an important factor in disaster preparedness, response and recovery. In this scenario, a number of questions remain unanswered: to which level of recovery we can go? Which building or which assets is to be prioritized? How much can be invested? For example if a museum is damaged, how will its reconstruction be promoted? From whose perspective will the decisions be taken?

Session IV: Parallel Working Sessions

Facilitating practical responses for protecting heritage at risk

Prambanan World Heritage Site
after 2006 Yogyakarta earthquake.
© Dreams & Dives

The Final Outcome Document for the UNESCO Regional Conference on Harmonizing Actions to Reduce Risks for Cultural Heritage in Asia and the Pacific[1] was drafted thanks to the contribution of the conference participants working in four working sessions.

The four working sessions provided inputs relevant to the cultural heritage sector to build up upon the four Priority Actions of the *Sendai Framework for Disaster Risk Reduction 2015-2020 (SFDRR)*.

The purpose of each working session was to convene country delegations and partner agencies to:

- Identify challenges and opportunities facing the heritage and disaster/humanitarian sectors within the Asia-Pacific region in this field
- Develop proposals for action at national and/or regional level with a view to operationalizing the SFDRR for the cultural heritage sector and related recommendations
- Identify needed assistance from UNESCO and other partners to undertake these actions.

The proposals were presented for review by the conference plenary and for inclusion in the Conference final outcome document. They may possibly be developed further as sectoral technical guidance for the Asia-Pacific region as part of the Sendai follow up process.

1 See final outcome document p. 15.

Group 1: Understanding disaster risks

The working session of the first group aimed to discuss information management about risks to cultural heritage. The debate was moderated by: **Hang Thi Than Pham, UNISDR,** and **Aparna Tandon, ICCROM. Philippe Delanghe, UNESCO Phnom Penh,** acted as facilitator.

Group 2: Strengthening disaster risk governance to manage disaster risk

The working session of the second group aimed to discuss strengthening governance to manage risks to cultural heritage. The debate was moderated by **Sanny Jegillos, UNDP,** and **Gamini Wijesuriya, ICCROM. Hanh Duong Bich, UNESCO Hanoi,** acted as facilitator.

Group 3: Investing in disaster reduction for resilience

The working session of the third group aimed to discuss resilience and preparedness for managing risks to cultural heritage. The debate was moderated by **Matthew Sarsycki, Urban Planning Officer, ADPC**, and **Giovanni Boccardi, UNESCO. Akatsuki Takahashi, UNESCO Apia,** acted as facilitator.

Group 4: Enhancing disaster preparedness for effective response, and to "Build Back Better" in recovery, rehabilitation and reconstruction

The working session of the fourth group aimed to discuss using appropriate technology for emergency response and recovery. The debate was moderated by **Rohit Jigyasu, ICOMOS,** and **Nelson Castano, Head of Disaster Management for Asia-Pacific, International Federation of Red Cross and Red Crescent Societies (IFRC) Nipuna Shrestha, UNESCO Kathmandu,** acted as facilitator.

Vote of Thanks

By Beatrice Kaldun, Head, UNESCO Dhaka

Representatives of ThinkCity,
Honourable delegates from across the Asia-Pacific region,
Representatives from Penang,
Dear colleagues from UNESCO and sister agencies,

Good afternoon.

It is my honour to deliver the vote of thanks on behalf of UNESCO for the Regional Conference on Harmonizing Actions to Reduce Risks for Cultural Heritage in Asia and the Pacific.

I am sure that everyone will agree that the conference marks a significant landmark in bringing together national and regional counterparts in the area of heritage safeguarding and risk management. Together, we have initiated an important dialogue, which I am sure will translate into future cooperation in protecting our region's heritage from a variety of risks, both from disaster as well as conflicts.

Let me thank our expert speakers and moderators, who in the spirit of intersectoral collaboration, join us today from both fields. Thanks to their inputs and their guidance, the sessions over the past three days have led us to identifying the challenges facing us and specific targets for action for the future.

I would also like to express our appreciation to our various partner agencies: UNISDR, IFRC, UNDP, ICCROM, ICOMOS-ICORP, ADPC, SEAMEO-SPAFA who have made the efforts to join us here in Penang, and who will no doubt mainstream the message from this conference back into their own work in standard setting and technical advisory inputs at the regional and international level.

I would like to express gratitude to the country delegates, who have shared with us their invaluable experiences from the field, and who will no doubt continue to take a leadership role in bringing back the conference outcomes to your home countries and transforming them into action.

Finally, let me call for a big round of applause for our gracious host institution, ThinkCity, which has allowed us to hold this important meeting in the World Heritage site of Penang and which has shown us a truly warm Malaysian welcome. Many of us will have a chance to enjoy the sights and sounds of this historic city this afternoon, during the special study tour that ThinkCity has arranged for us.

In closing, I wish all the conference participants safe travels on your way home, and thank you once again.

List of Participants

Country Delegates

Afghanistan	Ministry of Information and Culture	Khalili	Sayed Massadeq
Afghanistan	National Disaster Management Authority	Haidari	Janaqa
Bangladesh	Ministry of Cultural Affairs	Md Altaf	Hossain
Bhutan	Ministry of Home & Cultural Affairs	Nagtso	Dorji
Bhutan	Ministry of Home & Cultural Affairs	Kinley	Wangchuk
Cambodia	APSARA National Authority	HE Sok	Sangvar
Cambodia	APSARA National Authority	Kerya	Chau Sun
Fiji	Fiji National Trust	Elizabeth	Erasito
India	Archaeological Survey of India	Arvin	Manjul
India	Ministry of Home Affairs	Prashant	Nikam
Indonesia	Directorate of Cultural Property Preservation and Museum	Sri Patmiarsi	Retnaningtyas
Indonesia	Indonesia National Agency for Disaster Management (BNBP)	Gita	Yuliantu Suwandi
Iran	Iran Cultural Heritage, Tourism and Handicraft Organization (ICHTO)	Masoud	Rezaei Monfared
Japan	Agency of Cultural Affairs	Kumiko	Shimotsuma
Kyrgyzstan	Ministry of Culture, Information and Tourism	Zholdoshov	Chynarbek Mamatovich
Kyrgyzstan	Ministry of Emergency Situations	Kanatbek	Karybai Uulu
Malaysia	Ministry of Tourism and Culture	Zainah	Binti Ibrahim
Malaysia	Ministry of Tourism and Culture	Sr Hjh Robiah	Binti Abdul Rashi
Mongolia	Centre for Cultural Heritage Management Agency	Saruul	Arslan
Mongolia	National Emergency Management of Mongolia	Bazarragchaa	Duudgai
Myanmar	Ministry of Social Welfare, Relief and Resettlement	Win	Shwe
Nepal	Department of Archaeology	Suresh	Suras Shrestha
Nepal	World Heritage Conservation Section, Department of Archaeology	Bhesh	Narayan Dahal
Pakistan	Directorate of Archaeology & Museum	Qasim	Ali Qasim

Pakistan	National Disaster Management Authority	Tania	Humayu
Philippines	National Commission for Culture and the Arts	Jeremy	Barns
Tajikistan	Ministry of Emergency Situations	Sulaymon	Isoev
Thailand	Ministry of Culture	Surayoot	Wiriyadamrong
Thailand	Ministry of Culture	Pirapon	Pisnupong
Thailand	Department of Disaster Prevention and Mitigation	Bhumrindra	Tauvarodama
Uzbekistan	Principal Scientific Production Board for Preservation and Utilization of Objects of Cultural Heritage	Alisher	Yarkulov
Viet Nam	Ministry of Culture	Khoa	Thi Khanh Chi
Viet Nam	Ministry of Interior	Nguyen	Lan Anh

Government of Penang

Chief Minister	Eng	YAB Tuan Lim Guan
Chief Minister Incoporated	Suppiah	Bharathi
Penang Island City Council (MBPP)	Abdul	Jafer
Penang Island City Council (MBPP)	Patahiyah binti	Ismail
Penang Island City Council (MBPP)	Aing Thye	Ang
Penang Island City Council (MBPP) - Department of Heritage Conservation	PJM	Noorhanis Bt. Hj. Noordin

Partners

ADPC	Matthew	Sarsycki
AKTC	Francesco	Siravo
Arts-ED	Chen Yoke	Pin
CSO	Jasmina	KuKa
Department of National Heritage (JWN)	Rafidah binti	Adbullah
Department of National Heritage (JWN)	Mohd Syahrin	Abdullah
Department of National Heritage (JWN)	Musa Sangam	Antok
Ewein Group	Dato' Ewe Swee	Kheng
GTHA	Mark	Lay
GTHA	Joann	Khaw
GTWHI	Chee	Ang Ming
GTWHI	Sahari	Muhammad Hijas
GTWHI	Zainal Abidin	Noor Asyiqin
GTWHI	Swan	Lim Sok
GTWHI	Yi	Ng Xin
Jawatan Warisan Negara	Rafidah	Binti Abdullah
ICCROM	Aparna	Tandon
ICCROM	Gamini	Wijesuriya
ICOMOS - ICORP	Rohit	Jigyasu
IFRC	Nelson	Castano

Melaka World Heritage Office	Rosli Bin	Haji Nor
MPSP	Normaira	Binti Abdul Rahman
MPSP	Mohd. Hazren	B. Mohd Zahir
Penang Institute	Kim Hwa	Lim
PHT	Gaik Siang	Lim
PHT	Salma Nasution	Khoo
SEAMEO-SPAFA	Rujaya	Abhakorn
SEAMEO-SPAFA	Hatthaya	Siriphatthanakun
Seberang Perai Municipal Council (MPSP)	Maimunah Mohd	Sharif
Seberang Perai Municipal Council (MPSP)	Hj Rozali bin	Hj Mohamud
UCL	Mohd Syfiyan	Bin Mohd Hanafi
UCL	Gwynn	Jenkins
UK Institute of Development Studies, University of Essex	Terry	Cannon
UNDP	Sanny	Jegillos
UNISDR	Hang	Pham

Think City

Think City BOD	Dato' Anwar	Fazal
Think City BOD	Hamdan Abdul	Majeed
Think City BOD	Laurence	Loh
Think City BOD/ Thailand	Richard	Engelhardt
Think City Secretariat	Neil	Khor
Think City Secretariat	Duncan	Cave
Think City Secretariat	Daniel	Lim
Think City Secretariat	Muhammad Hafiz	Bin Ahmad
Think City Secretariat	Aufa Abd	Rahman
Think City Secretariat	M. Salleh	Mahadzir
Think City Secretariat	Hanis Hafizah	Idrus
Think City Secretariat	Syafiqah	Nazurah
Think City Secretariat	Kartina	Mohamed
Think City Secretariat	Nicole	Thum
Think City Secretariat	Sharma	Doray
Think City Secretariat	Y. Sam	Ong

UNESCO

UNESCO Almaty	Yuri	Peshkov
UNESCO Apia	Akatsuki	Takahashi
UNESCO Bangkok	Korapat	Praputum
UNESCO Bangkok	Juan	Gaviria
UNESCO Bangkok	Jayakumar	Ramasamy
UNESCO Dhaka	Beatrice	Kaldun
UNESCO Dhaka	Kizzy	Tahnin
UNESCO Hanoi	Duong Bich	Hanh
UNESCO Islamabad	Jawad	Aziz
UNESCO Islamabad	Vibeke	Jensen
UNESCO Jakarta	Elisa	Sutanudjaja
UNESCO Jakarta	Diana	Setiawati
UNESCO Kabul	Masanori	Nagaoka
UNESCO Katmandu	Nipuna	Shrestha
UNESCO New Delhi	Moe	Chiba
UNESCO Paris	Giovanni	Boccardi
UNESCO Phnom Penh	Philippe	Delanghe
UNESCO Tashkent	Muhayyo	Makhmudova

Further References

1. Agencies

ADPC - Asian Disaster Preparedness Centre

ADPC works in the Asia-Pacific region, the most hazard prone region in the world, to proactively manage disaster risk and strengthen disaster resilience at all levels. ADPC has been working to extend risk assessments at the national, sub-national and local (city level) into a variety of sectors. ADPC has the capacity to produce this kind of work for the cultural heritage sector to integrate heritage issues into risk sensitive land use plans, building codes and other initiatives. ADPC produces scientific decision making tools to better inform planning and development decisions that consider disaster and climate risk.

www.adpc.net/igo

ICCROM - International Centre for the Study of the Preservation and Restoration of Cultural Property

ICCROM is the only institution of its kind with a worldwide mandate to promote the conservation of all types of cultural heritage. The organization brings together an extended network of experts and alumni with technical expertise to promote the conservation of all types of cultural heritage worldwide.

www.iccrom.org

ICOMOS–ICORP - International Council on Monuments and Sites - International Scientific Committee on Risk Preparedness

ICOMOS is a nongovernmental organization working for the conservation of cultural heritage. ICORP is the International Scientific Committee on Risk Preparedness of ICOMOS. The organisation includes a group of about 80 professionals working in both cultural heritage and risk reduction fields. ICOMOS conducts trainings in partnership with UNESCO and ICCROM, undertakes scientific research, and develops manuals, guidelines and resource material.

icorp.icomos.org

IFRC - International Federation of Red Cross and Red Crescent Societies

The IFRC is part of the International Red Cross and Red Crescent Movement along with the International Committee of the Red Cross (ICRC) and 190 National Societies. The IFRC's strength lies in its volunteer network, community-based expertise and independence and neutrality. It works to improve humanitarian standards, as partners in development and in response to disasters. It persuades decision makers to act in the interests of vulnerable people. It works to enable healthy and safe communities, reduce vulnerabilities, strengthen resilience and foster a culture of peace around the world.

www.ifrc.org

UNISDR - United Nations International Strategy for Disaster Reduction

UNISDR is focal point in the United Nations system to ensure coordination and synergies among disaster risk reduction activities of the United Nations system and regional organizations and activities in socio-economic and humanitarian fields. UNISDR supports the implementation, follow-up and review of the *Sendai Framework for Disaster Risk Reduction 2015-2030 (Sendai Framework)* adopted by the Third UN World Conference on Disaster Risk Reduction on 18 March 2015 in Sendai, Japan. The *Sendai Framework* is a 15-year voluntary, non-binding agreement that maps out a broad, people-centred approach to disaster risk reduction, succeeding the Hyogo Framework for Action.

www.unisdr.org

UNDP - United Nations Development Programme

UNDP works in to achieve the eradication of poverty, the reduction of inequalities and exclusion. UNDP supports countries to develop policies, leadership skills, partnering abilities, institutional capabilities and build resilience, including in reducing disaster risk, in order to sustain development results.

www.undp.org/content/undp/en/home/ourwork/overview.html

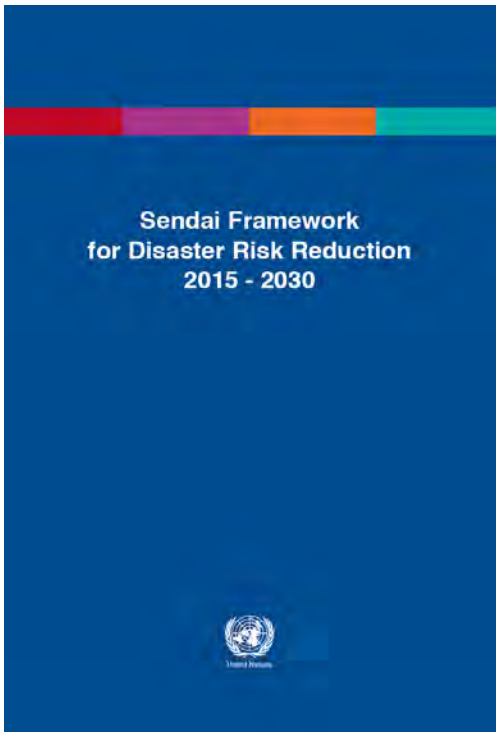
UNESCO - United Nations Educational, Scientific and Cultural Organization

UNESCO is a specialized agency of the United Nations working to promote international collaboration through educational, scientific, and cultural development. It is the only UN agency with the mandate to protect cultural heritage, both tangible and intangible.

UNESCO is committed to reducing disasters risks at world heritage properties as well as all heritage properties as they are exposed to natural and man-made disasters which threaten their integrity and may compromise their values.

whc.unesco.org/en/disaster-risk-reduction

2. Sendai Framework for Disaster Risk Reduction 2015-2030 (SFDRR)



The document outlines four Priorities for Action to prevent new and reduce existing disaster risks:

Priority Action 1:
Understanding disaster risk

Priority Action 2:
Strengthening disaster risk governance to manage disaster risk

Priority Action 3:
Investing in disaster reduction for resilience

Priority Action 4:
Enhancing disaster preparedness for effective response, and to "Build Back Better" in recovery, rehabilitation and reconstruction

It aims to achieve the substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries over the next 15 years.

www.unisdr.org/we/inform/publications/43291

International Expert Meeting on Cultural Heritage and Disaster Resilient Communities

Organized in Tokyo and Sendai in March 2015, this meeting was held within the framework of the third World Conference on Disaster Risk Reduction.

The outcome is a set of recommendations to address how to better connect heritage to the evolving DRR agenda and to ensure a culturally sensitive approach in strengthen DRR effectiveness. These recommendations, following the organizing structure of the SFDRR, are aimed at local, national, regional and international partners and cover a period of 15 years.

ch-drm.nich.go.jp/wp-content/uploads/2015/06/CH-DRC_Recommendations_with-PL.pdf

3. International Conventions

The Hague Convention (1954)

Convention for the Protection of Cultural Property in the Event of Armed Conflict

www.unesco.org/new/en/culture/themes/armed-conflict-and-heritage/the-hague-convention

1970 Convention

Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property

www.unesco.org/new/en/culture/themes/illicit-trafficking-of-cultural-property/1970-convention

1995 UNIDROIT Convention

UNIDROIT Convention on Stolen or Illegally Exported Cultural Objects

www.unesco.org/new/en/culture/themes/illicit-trafficking-of-cultural-property/1995-unidroit-convention

1972 Convention

Convention Concerning the Protection of the World Cultural and Natural Heritage

whc.unesco.org/en/convention

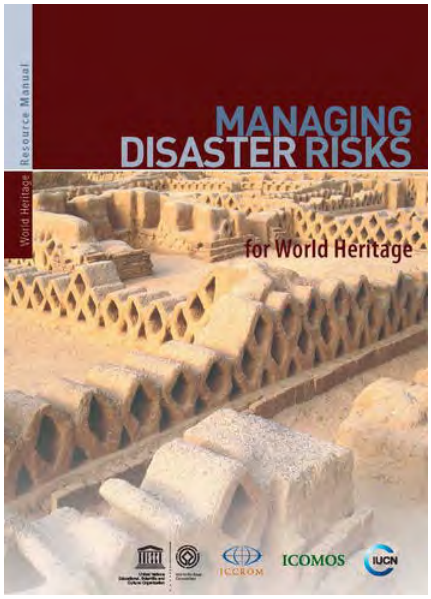
2003 Convention

Convention for the Safeguarding of the Intangible Cultural Heritage

www.unesco.org/culture/ich

4. Technical Publications

UNESCO



Resource Manual on Managing Disaster Risks at World Heritage properties

Prepared under the coordination of ICCROM and with inputs from the World Heritage Centre, ICOMOS and IUCN, the manual provides site managers and heritage administrators with a strong methodological framework to identify, assess and reduce risks from disasters. Tested at some World Heritage properties, the manual integrates some innovative approaches such as the consideration of the positive contribution that heritage can make to reducing disaster risks in general and the potential of using traditional knowledge in DRR strategies.

whc.unesco.org/en/activities/630

UNISDR

How To Make Cities More Resilient - A Handbook For Local Government Leaders. A contribution to the global campaign 2010-2015

This handbook is designed for local government leaders and policy makers to support public policy, decision making and organization as they implement disaster risk reduction and resilience activities.

www.unisdr.org/files/26462_handbookfinalonlineversion.pdf

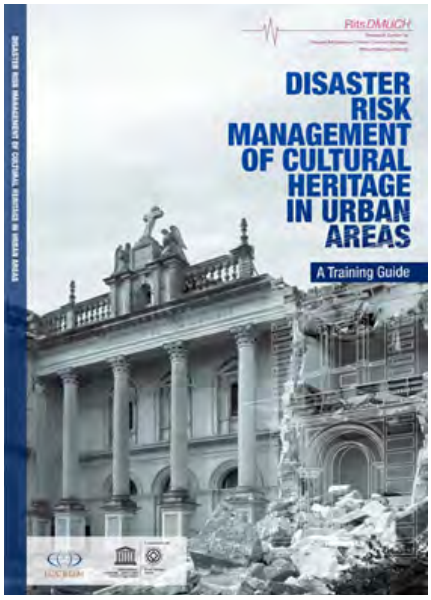
IFRC

IFRC 2014 World Disasters Report

The World Disasters Report 2014 looks at different aspects of how culture affects DRR and how disasters and risk influence culture.

www.ifrc.org/world-disasters-report-2014

Rits*DMUCH*



Disaster Risk Management of Cultural heritage in Urban Areas – A Training Guide

The guide was published by the Institute of Disaster Mitigation for Urban Cultural Heritage, Ritsumeikan University (Rits*DMUCH*) in collaboration with ICCROM, UNESCO, the World Heritage Centre. It provides a specialised approach to risk management of cultural heritage in urban areas.

www.rits-dmuch.jp/en/project/itc/training_guide/index.html

List of Abbreviations

DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
PDNA	Post Disaster Risk Assessment
ICH	Intangible Cultural Heritage
SFDRR	Sendai Framework for Disaster Risk Reduction 2015-2030

ICCROM
ICORP
adpc
International Federation of
Red Cross and Red Crescent Societies
UNDP
UNISDR
The United Nations Office for Disaster Risk Reduction