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Educational, Scientific and  
Cultural Organization

# 2016

## HERITAGE EMERGENCY FUND

Annual Progress Report



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Govern d'Andorra



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DU GRAND-DUCHÉ DE LUXEMBOURG  
Ministère de la Culture

*And all the individuals who supported the Heritage Emergency Fund*

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# FOREWORD

I am pleased to present this first *Annual Progress Report of the Heritage Emergency Fund*, a new tool established by UNESCO to strengthen its action in support of culture in emergencies.

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This action reflects the conviction driving UNESCO that, in the aftermath of conflict or disaster, culture can be essential for recovery, rehabilitation and healing. With the adoption of the landmark UN Security Council resolution 2347, the protection of heritage has been recognized as a key security issue, linked to the protection of human lives. Thanks to this Fund, UNESCO is responding to emergencies, harnessing the power of culture in all its forms: tangible and intangible heritage, cultural property and creativity.

The flexible nature of the Heritage Emergency Fund, combined with the expertise of UNESCO's Field Offices, has allowed us to address a number of global emergencies swiftly and effectively. This bears witness also to the comprehensive reform effort led to craft a stronger, leaner and modern UNESCO. The Heritage Emergency Fund has already made a crucial difference in Ecuador, Syria, Haiti, Afghanistan, Myanmar and Yemen, supporting a wide diversity of activities aimed at strengthening the resilience of communities, reconstructing societies, and promoting stability.

The rebuilding of the Mausoleums in Timbuktu in 2015 has shown the role of UNESCO in action – we must do more. When heritage is destroyed anywhere



in the world, we are all impoverished, and we all need to respond.

I wish to thank all the donors who have contributed to the success of this Heritage Emergency Fund. I count on your support and I encourage others to join this movement, as supporting recovery through culture lies at the very heart of our mandate to build the defences of peace in the minds of men and women.

**Irina Bokova**  
Director-General of UNESCO

# Acronyms

<b>CPP</b>	Cultural Property Protection
<b>DGAM</b>	Directorate General of Antiquities and Museums (Syrian Arab Republic)
<b>DOA</b>	Department of Antiquities (Myanmar)
<b>EAMENA</b>	Endangered Archaeology in the Middle East and North Africa
<b>ERCO</b>	Earthquake Response Coordination Office (Myanmar)
<b>GCI</b>	Getty Conservation Institute
<b>GIS</b>	Geographic Information System
<b>GOAM</b>	General Organization for Antiquities and Museums (Yemen)
<b>HEF</b>	Heritage Emergency Fund
<b>ICCROM</b>	International Centre for the Study and the Protection of Cultural Property
<b>ICOM</b>	International Council of Museums
<b>ICOMOS</b>	International Council of Monuments and Sites
<b>IUCN</b>	International Union for the Conservation of Nature
<b>NATO</b>	North Atlantic Treaty Organization
<b>PDNA</b>	Post-Disaster Needs Assessment
<b>RTVE</b>	Radio Televisión Española
<b>UN</b>	United Nations
<b>UNDPKO</b>	United Nations Department of Peace-Keeping Operations
<b>UNODC</b>	United Nations Office on Drugs and Crime



# EXECUTIVE SUMMARY

This Progress Report, covering the year 2016, presents the activities supported by the Heritage Emergency Fund in the framework of the Emergency Preparedness and Response programme of the Culture Sector of UNESCO. These activities contributed to the implementation of the *Strategy for the Reinforcement of UNESCO's Action for the Protection of Culture and the Promotion of Cultural Pluralism in the Event of Armed Conflict*, adopted by the General Conference of UNESCO in 2015 (38 C/Res. 48).

## 1 / OVERVIEW

Cultural diversity and cultural and natural heritage resources, including intangible expressions, are increasingly affected by disasters and conflict situations throughout the world. These threats to cultural heritage can result from a variety of factors, including natural hazards, climate change and political instability, which often reinforce each other.

In the post-disaster and post-conflict phase, the rehabilitation of heritage may contribute to strengthening the resilience of a community, and to healing the scars caused by war, by helping people recover a sense of dignity and empowerment. The acknowledgement and restoration of heritage, based on shared values and interests, may also foster mutual recognition, tolerance and respect among different communities, which is a precondition for a society's peaceful development. Protecting heritage from the risks associated with disasters and situations of conflicts, including when humanitarian concerns become a priority, is therefore not a luxury, but a fundamental development imperative and security issue.

In this framework, the **Heritage Emergency Fund**, a multi-donor fund for the protection of heritage in emergency situations, was established in 2015, following a pledge by the State of Qatar. The Fund is a pooled, non-earmarked funding mechanism that

is primarily aimed at providing a flexible means of enabling the Organization to respond more quickly, efficiently and effectively to crises. UNESCO Member States, International Organizations and private individuals can contribute to it.

The Fund is managed in the framework of a **programme for Emergency Preparedness and Response**, whose objective is to assist Member States in protecting culture and natural and cultural heritage from disasters and conflicts by more effectively preparing and responding to emergency situations. Activities under the programme are structured around the key stages of the disaster management cycle: preparedness, emergency response and recovery. The programme also involves initiatives for outreach, communication, and fundraising.

The **Emergency Preparedness and Response Unit**, located within the Division for Heritage at the UNESCO Culture Sector, serves the role of secretariat of the Heritage Emergency Fund and coordinates the Sector's Emergency Preparedness and Response programme.

The Heritage Emergency Fund finances activities that address **emergencies**, defined as follows: situations, resulting from natural or human-made hazards, including armed conflict, in which a Member State finds itself unable to overcome the severe consequences on the protection, promotion and transmission of heritage or on efforts to foster creativity and protect the diversity of cultural expressions.

The Heritage Emergency Fund finances activities falling within the domains of the **six UNESCO Culture Conventions**, thus supporting their implementation (see figure 1 below).

Activities are implemented by both **UNESCO Headquarters** (Emergency Preparedness and Response Unit and Secretariats of the six Culture Conventions) and **Field Offices**, combining global initiatives and country-based interventions. The latter, in particular, are defined based on criteria of urgency, income<sup>1</sup>, relevance of the proposed activity and geographical balance.

In conformity with the Financial Regulations of the Heritage Emergency Fund, the **Director-General of UNESCO** decides on the allocation of its resources.

1. Activities implemented must concern a Least Developed Country or Low Income Economy as defined by the United Nations Economic and Social Council's Committee for Development Policy, or a Lower Middle Income Country as defined by the World Bank.

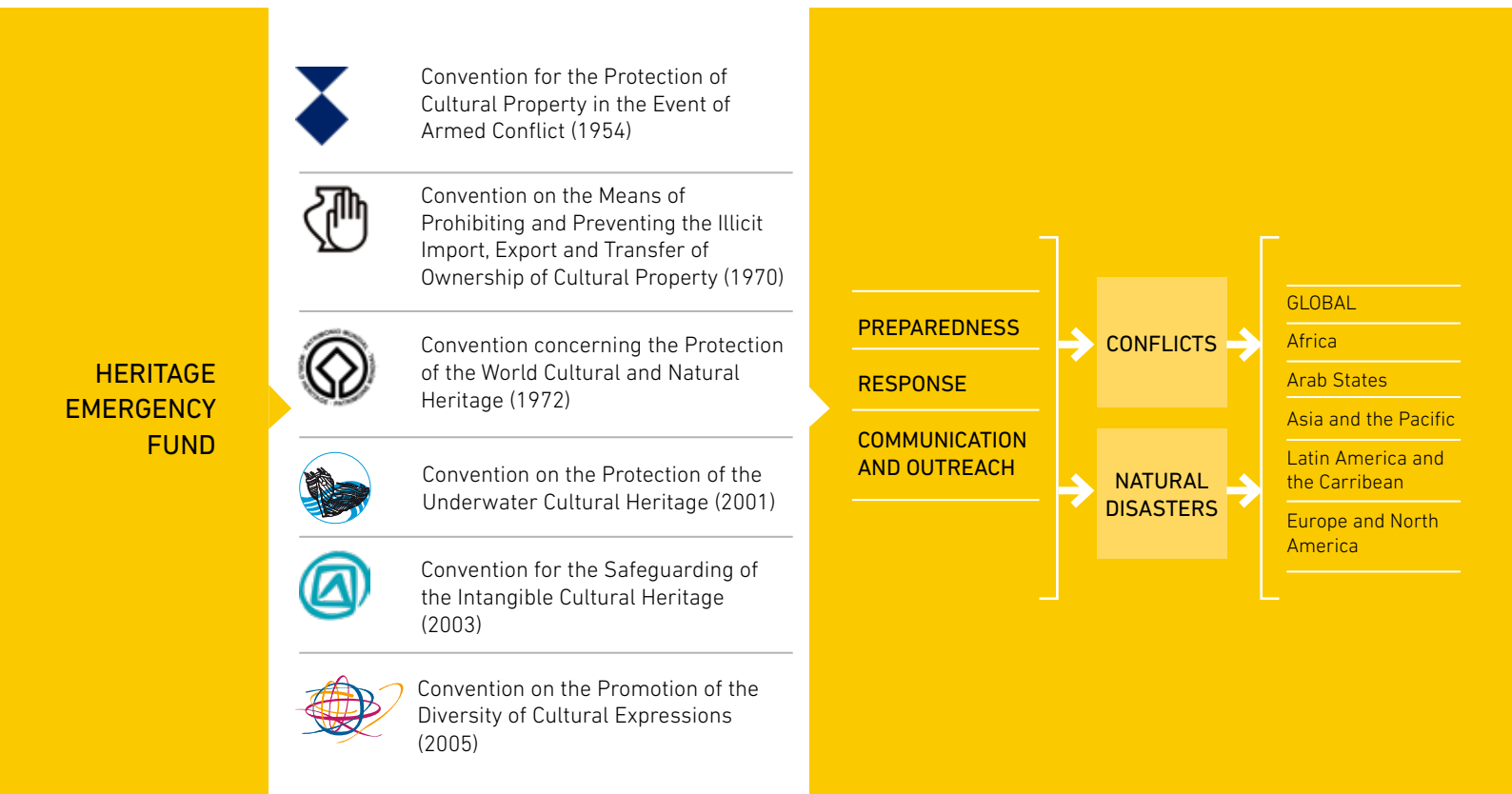
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## PROGRAMME PERFORMANCE IN 2016

### Preparedness

A **survey on the intangible cultural heritage of displaced Syrians** was conducted between August and November 2016, in order to gather a better understanding of the changing role and function of intangible cultural heritage in the context of displacement, its potential for resilience and the ways in which communities try to continue its transmission. The survey demonstrated the importance of intangible cultural heritage for displaced Syrians, identified the main challenges to the expression and transmission of such heritage (which cannot be addressed by the displaced alone), and defined what kind of support is needed to safeguard it.

**Figure 1.** The areas of application of the Heritage Emergency Fund





A **First Aid meeting on the World Heritage property of the Ancient City of Damascus** was organized in Beirut, Lebanon, from 14 to 16 November 2016, following the fire that devastated the Al Asrooniya neighbourhood in April 2016, and the works undertaken at the property by the Municipality. Representatives of the Syrian General Directorate of Antiquities and Museums (DGAM), the Syrian Union of Engineers and Architects, the University of Damascus, the Islamic Waqf, civil society representatives, and UNESCO experts, discussed issues related to risk mitigation, site management, documentation, and restoration. The meeting provided a detailed understanding of the damage caused by the fire and a comprehensive picture of the emergency work conducted, and developed strategic recommendations and key follow-up actions.

A UNESCO Focal Point was appointed to ensure the **follow-up of UN Security Council Resolutions 2199 (February 2015) and 2253 (December 2015)**, concerning a world-wide moratorium on the trade in artefacts of illicit origin from Iraq and Syria and to provide advice and support to Member States on other issues related to the prevention of illicit trafficking of Syrian and Iraqi cultural property. Among the results, information received from UNESCO Member States on the implementation of these Resolutions was analysed, with a view to determining the trafficking routes and to establishing the list of seized artefacts, and online auctions were monitored with the aim of identifying cultural property that might have been illicitly exported.

A **meeting on GIS, Museums and Awareness Raising Activities for Safeguarding Cultural Heritage in Yemen** was organized in Venice, Italy, from 19 to 20 December 2016. It brought together experts from different archaeological missions in Yemen, specialists from the British Museum and Oxford University, and UNESCO representatives and allowed for a discussion of, among others, the development of a heritage management platform for Yemen. A provisional road map for archaeology, museums and culture-related awareness-raising activities in Yemen was adopted, within the overall framework of the Emergency Response Plan for the country.

A technical meeting was organized at UNESCO Headquarters on 13 December 2016, with the purpose of discussing the data and functional needs for a possible **Emergency Preparedness and Response Data Toolkit**, built around a customized version of ARCHES, developed by the Getty Conservation Institute (GCI) and the World Monument Fund as an open-source software for built heritage inventories. The meeting aimed to identify which data needs are already met through ARCHES, and which

others would need to be addressed through additional data-fields and applications. The meeting paved the way for the development of a new customized version of ARCHES that would integrate a consideration for emergency preparedness and response.

Finally, thanks to the contribution of the Heritage Emergency Fund, UNESCO was represented at **international meetings and high-level fora related to culture in emergencies**, including: a meeting supporting Dr Karima Bennoune, UN Special Rapporteur in the Field of Cultural Rights to the UN Human Rights Council, in the definition of the scope and content of her first report, due in September 2016 (Geneva, Switzerland, June 2016); a meeting organized by the North Atlantic Treaty Organization (NATO), to discuss cultural heritage layers on military GIS maps (New York, United States of America, September 2016); the NATO International Conference on Cultural Property Protection (CPP) in NATO-led Military Operations (Sanremo, Italy, December 2016).

## Emergency Response and Recovery

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Following the 6.8 magnitude earthquake that struck **Myanmar** on 24 August 2016, which significantly damaged the archaeological site of Bagan, a first damage assessment was immediately conducted, showing that almost 400 monuments had been affected. A 3-month workplan was developed for the emergency response phase and 18 leading experts in all areas of the workplan were deployed to Bagan, in order to develop urgent recommendations for immediate action, train Myanmar officials and volunteers in conducting emergency response interventions, and plan for long-term recovery to meet the highest standards. An agreement with the authorities was reached in setting up an Earthquake Response Coordination Office (ERCO) and a Technical Office.

On 16 April 2016, a 7.8 magnitude earthquake struck coastal areas in northwest **Ecuador**, causing widespread damage and loss of life. Subsequently, a **Post-Disaster Needs Assessment (PDNA)** for Ecuador was undertaken, and the UNESCO Office in Quito supported the Government in the drafting of the culture component, aiming at assessing damage to cultural heritage (including historical archives, libraries and museums) in the disaster zone. Two evaluation and assessment missions in the areas affected by the earthquake were conducted and their findings allowed for the finalization of the culture component included in the overall PDNA.







Following the April 2016 earthquake in Ecuador, **emergency interventions related to the conservation of historical archives** were conducted in the province of Manabí, one of the most affected areas. 86 local staff from 10 damaged archives were trained in the management and emergency conservation of historical documents, through tailor-made documentary conservation kits. Later on, an evaluation mission to the priority archives was conducted in order to assess the use of the kits and the application of the processes taught during the first mission. It was confirmed that the delivery of the conservation kits contributed to strengthening the preservation of documents, as the personnel of the archives were able to carry out interventions with high quality materials.

Hurricane Matthew struck south-western **Haiti** on 4 October 2016. It was responsible for 546 deaths and destroyed around 200,000 homes, leaving 1.4 million people in need of humanitarian aid. Subsequently, a Post-Disaster Needs Assessment was launched and the UNESCO Office in Port-au Prince was entrusted with supporting the Government in the drafting of its culture component, with the aim of assessing the damage to cultural heritage in the disaster zone. A consultant was hired in order to support this exercise and participated in assessment missions to the affected areas in the second half of November. As a result, the damage assessment of heritage and cultural repositories in the areas affected by the earthquake was completed, the culture component of the PDNA was drafted and included in the final document, and cooperation was strengthened between cultural institutions at the national and local levels.

Following the devastations in the city of Palmyra, provoked by the escalating armed conflict in **Syria**, a **rapid assessment mission** was dispatched in April 2016 to assess the damages and identify emergency measures at the archaeological site and at the museum. The mission noted that considerable damage had been inflicted on the museum building, and most of its collections had to be evacuated to a safe location before the occupation of the site. The intentional destruction of the remaining artefacts at the museum, including the Lion Statue of Athena at the entrance of the museum, was also

noted. The mission also confirmed the deliberate acts of destruction that were shown by aerial photos and propaganda images when the site was inaccessible. The implementation of specific short-term, mid-term and long-term recovery measures for the archaeological site and the museum was recommended.

Following the destruction perpetrated by ISIS militants, emergency interventions were implemented at the **museum of Palmyra** between May and June 2016. In a first phase, an assessment of damage to the building and the collections was conducted and a conservation survey of the collection and the building was carried out, including proposals on how the building could be repaired and defining protective measures at the museum to prevent looting.

In a second phase, documentation work was conducted, in cooperation with the French firm ICONEM, in order to record the situation at the museum by using 3D processing and simulations. More than 14000 high-resolution photographs of the artefacts were taken. In the third and final phase, fragments of damaged sculptures and mosaics were collected and prepared for transportation to Damascus.

## Communication and Outreach

The **#Unite4Heritage campaign**, a social media awareness-raising campaign developed in response to the unprecedented attacks against cultural heritage and cultural diversity in Middle East, was reinvigorated through a series of promotional activities. These include the creation of a dedicated Twitter account, the launch of the video campaign "The Value of Heritage", the production of media kits and materials distributed at high-level events and the establishment of partnerships with the Radio Televisión Española (RTVE) for the production of 30 short TV capsules highlighting natural and cultural heritage and with the Réunion des Musées Nationaux – Grand Palais to support the exhibition "Sites Eternels – de Bâmiyân à Palmyre".

New photo and video material was produced by the UNESCO Offices in Afghanistan, Bosnia and Herzegovina, Haiti, and Nepal. They portrayed members of the local communities witnessing the destruction of and damage to culture in the emergency situations that affected their respective countries. Along with existing material from Mali, the material was consolidated into an **awareness-raising video on the importance of culture for enhancing**

◀ **DUCHITY (HAITI), POST-HURRICANE MATTHEW.** Female voodoo priest (*mambo*) shows her ritual dolls, which she saved from the hurricane  
© UNESCO/E. Selter

**resilience** in post-conflict and post-disaster situations around the world.

A **brochure** presenting "UNESCO's response to protect culture in crises" was produced in English and French, and its translation in Arabic was launched. It supports the advocacy of the Organization on the strategic role of culture in emergencies, including humanitarian ones, and underlines that by protecting cultural heritage and promoting cultural pluralism in emergency situations, the Organization contributes to protecting human rights, preventing conflicts and building peace, upholding international humanitarian law and enhancing resilience among communities. The brochure was printed and distributed at major events worldwide.

## 3/ FINANCIAL OVERVIEW

The Heritage Emergency Preparedness and Response Programme is entirely funded by voluntary contributions. The Programme operates in the form of a **special account**, in which funds are pooled from donors to cover operational costs and implementation of activities.

**Contributions**, corresponding to an overall approximate amount of USD 2.3 million, have been received in 2015–2016 from: the Qatar Fund for Development, the Kingdom of Norway, the Kingdom of the Netherlands, the Principality of Monaco, the Republic of Estonia, the Slovak Republic, the Principality of Andorra, the Grand-Duchy of Luxembourg, as well as from individuals.

In order to **raise awareness** of the establishment of the Heritage Emergency Fund and **mobilize additional resources**, a wide range of communication material was developed. In addition, an online donation system was set up in order to attract donations from individuals. Finally, references to the Heritage Emergency Fund and to the activities undertaken with its support were regularly included in reports presented to the Governing Bodies of the Organization as well as in information meetings for Member States.

Approximately USD 420,000 were **spent or committed** during 2016, mostly in the second half

of the year, since 90% of the funds were received between May and December 2016.

74% of the funds were **decentralized to UNESCO Field Offices** in order to be spent on activities on the ground all over the world: 39% of the funds were spent in Asia and the Pacific, 35% in Latin America and the Caribbean and 26% in the Arab States. Beneficiary countries include Myanmar, Ecuador, Syrian Arab Republic, Haiti, Yemen and Afghanistan.

60% of the funds were disbursed for post-disaster activities, while the remaining 40% for post-conflict activities.

62% of the funds were disbursed for preparedness, 29% for emergency response and recovery and 9% for communication and outreach.

85% of the funds were disbursed for operational activities and only 15% for human resources support.

Finally, 30% of the expenditures concerned activities referring to culture as a whole, while 70% of the activities related specifically to one of the UNESCO Culture Conventions.

## 4/ CONCLUSIONS AND WAY FORWARD

In the course of its first year, the Heritage Emergency Fund has proven to be a strategic tool to support UNESCO's global response to emergency situations, contributing to the safeguarding and preservation of intangible and tangible cultural and natural heritage.

Not only has the Fund covered all the areas within its focus (preparedness, response and outreach), it has also demonstrated its effectiveness in response to emergencies related to both conflicts and natural disasters, worldwide. All the main global emergencies of 2016 (the conflicts in Syria, Iraq and Yemen, the earthquakes in Ecuador and Myanmar, Hurricane Matthew in Haiti, and so forth) have been targeted and addressed with an adapted programme of activities.

In the planning, implementation and monitoring of activities, the Emergency Preparedness and Response Unit has worked in close coordination with the secretariats of the six UNESCO Culture Conventions, complementing their financial resources, and

ensuring that priorities, targets and operational modalities are aligned.

Among the main successes of the Heritage Emergency Fund lies the catalyst and multiplier effect that initial contributions have exerted for additional direct and indirect fund-raising. The resources available under the Fund have contributed to raising a comparable amount through Funds-in-Trust or in-kind contributions. In fact, whenever administrative and financial regulations of donors do not allow direct and earmarked contributions to pool-funding mechanisms, such as the Heritage Emergency Fund, different operational modalities have been identified for the provision of support.

What makes the Heritage Emergency Fund unique, as compared with other funding mechanisms at UNESCO, is its flexibility and its operational modalities, which enable the Organization to respond rapidly and effectively to emergencies, identify needs and develop proposals for longer-term projects that can be supported through traditional funding sources.

In 2017, therefore, the Heritage Emergency Fund will continue to pursue its mandate and broadening its action. Considering the multiplicity and variety of emergencies potentially affecting culture, and the substantial amount of funding which is needed whenever such emergencies arise, it is essential that the Fund continues to receive support from Member States and other donors.



# INTRODUCTION

This Progress Report, covering the year 2016, presents the activities supported by the Heritage Emergency Fund in the framework of the Emergency Preparedness and Response programme of the Culture Sector of UNESCO. These activities contributed to the implementation of the *Strategy for the Reinforcement of UNESCO's Action for the Protection of Culture and the Promotion of Cultural Pluralism in the Event of Armed Conflict*, adopted by the General Conference of UNESCO in 2015 (38 C/Res. 48)<sup>2</sup>.

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## The Report is articulated in three parts:

▶ **Chapter 1** presents an overview and brief introduction to the Heritage Emergency Fund and the Emergency Preparedness and Response programme of the Culture Sector of UNESCO;

▶ **Chapter 2** presents the progress accomplished in 2016 under the three main areas of work of the Heritage Emergency Fund: preparedness, emergency response and recovery, and communication and outreach;

▶ **Chapter 3** presents an overview of the financial situation of the Heritage Emergency Fund, including information on contributions and expenditures during the reporting period of 2016.

Some concluding remarks and perspectives for future programme developments are presented at the end of the Report.

## Two Annexes are also included:

▶ **Annex I** presents the Financial Regulations of the Heritage Emergency Fund, as approved by the UNESCO Executive Board at its 196<sup>th</sup> session, in October 2015;

▶ **Annex II** presents the Financial Report on the Heritage Emergency Fund, issued by the UNESCO Bureau of Financial Management as of 31 December 2016.

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2. The Strategy is accessible online in six languages from: <https://en.unesco.org/heritage-at-risk/strategy-culture-armed-conflict>





## CHAPTER 1

**OVERVIEW****1.1/  
THE IMPACT OF  
DISASTERS AND  
CONFLICTS ON  
HERITAGE**

Cultural diversity and cultural and natural heritage resources, including intangible expressions, are increasingly affected by disasters and conflict situations throughout the world. These threats to cultural heritage can result from a variety of factors, including natural hazards, climate change and political instability, which often reinforce each other.

Earthquakes, fires, floods, landslides and typhoons have caused in past years extensive damage to, if not the complete loss of, innumerable cultural and natural heritage sites, museums, cultural institutions and intangible practices. In a conflict situation, heritage is particularly at risk, both because of its inherent vulnerability and for its high symbolic value.

In addition to the loss of unique records of our past of great historic, aesthetic and scientific value, the destruction of cultural and natural heritage has a very negative impact on communities. It affects the ability of culture to serve as an anchor for identity, around which communities can rebuild in times of distress. In recent years, we have seen how the intentional destruction of cultural heritage has become a weapon of war and an instrument of cultural cleansing and propaganda, with major humanitarian and security implications.

Immediately after a disaster and particularly during active conflict periods, people often find in heritage

an essential element of material and psychological support. To be able to access one's heritage – be it a religious building, a historic city, an archaeological site or even a landscape – or simply to know that it is still there, provides a much-needed sense of continuity and hope for better times.

In the post-disaster and post-conflict phase, the rehabilitation of heritage may contribute to strengthening the resilience of a community, and to healing the scars caused by war, by helping people recover a sense of dignity and empowerment. The acknowledgement and restoration of heritage, based on shared values and interests, may also foster mutual recognition, tolerance and respect among different communities, which is a precondition for a society's peaceful development. Finally, a vast literature has shown that well-maintained heritage sites and structures may reduce disaster risks in general through traditional knowledge associated with building techniques and environmental management.

Protecting heritage from the risks associated with disasters and situations of conflict, including when humanitarian concerns become a priority, is therefore a fundamental development imperative and security issue.

**1.2/  
CHALLENGES  
TO BE ADDRESSED**

Within this context, many countries are both unaware of the risks affecting their heritage and unprepared to address them. Often, heritage site managers are preoccupied with day-to-day issues, or with raising funds for on-going restoration or conservation work. Little opportunity or leeway is provided for disaster risk management concerns and even less for possible situations of armed conflict. Despite preparation for potential disasters, they do often occur and inflict considerable damage.

◀ **EMERGENCY SAFEGUARDING OF MANUSCRIPTS** in the Historical Archive of Nuestra Madre de la Merced, in Portoviejo, following the earthquake in Ecuador  
© UNESCO

Once disaster strikes, the capacity to respond quickly is often lacking. This results in lost opportunities to control and reduce the extent of the damage. When a disaster occurs or when conflict situations arise, heritage is indeed often exposed to greater and unforeseen risks. These risks, which could have catastrophic consequences, include the collapse of destabilized structures, the looting of materials or collections and the loss of precious archival records.

UNESCO, in cooperation with a number of partners such as the International Council of Monuments and Sites (ICOMOS), the International Union for the Conservation of Nature (IUCN), the International Centre for the Study and the Protection of Cultural Property (ICCROM) and the International Council of Museums (ICOM), has developed a variety of tools over the years to manage risks to heritage from disasters and conflict situations. These organizations address all stages of the disaster risk management cycle: that is, before, during and after an emergency situation. Activities implemented range from the development of guidance materials<sup>1</sup> and training programmes to emergency response and recovery initiatives in the field.

Examples of UNESCO's intervention over the last decade include: support to the management capacity of the Agency responsible for the five endangered World Heritage properties of the Democratic Republic of the Congo; the rehabilitation of the Citadel of Bam (Islamic Republic of Iran), severely damaged by the 2003 earthquake; a comprehensive initiative for culture-driven recovery in Haiti following the 2010 earthquake; the restoration of the Kasubi Tombs in Uganda, destroyed by a fire; and the rehabilitation of Mali cultural heritage damaged by the recent conflict.

All of these interventions were developed and implemented on an *ad hoc* basis. In the absence of a structured programme and readily-available means, funds had to be raised every time, and human resources identified and mobilized in order to respond to the emergency at hand. The focus was mainly on supporting long-term recovery processes and responses to emergency situations, as well as on strengthening preparedness for disasters and conflict-related risks. These represent the most effective means of reducing the impact of such risks.

1. See for example the Resource manual on Managing Disaster Risks at World Heritage Properties (<http://whc.unesco.org/en/activities/630/>), the UNESCO Cultural Heritage Protection Handbooks Series, covering movable heritage (<http://www.unesco.org/new/en/culture/themes/museums/movable-heritage-outreach-programme/cultural-heritage-protection-handbooks-in-local-languages/>) and the UNESCO/ICOM Museum Studies Training Programme (see: <http://www.unesco.org/new/en/culture/themes/museums/unescoicom-museum-studies-training-package/>)

## 1.3/ THE HERITAGE EMERGENCY FUND

In order to address these issues, the **Heritage Emergency Fund**, a multi-donor fund for the protection of heritage in emergency situations, was established in 2015, following a pledge by the State of Qatar. The Fund is a pooled, non-earmarked funding mechanism that is primarily aimed at providing a flexible means of enabling the Organization to respond more quickly, efficiently and effectively to crises. UNESCO Member States, International Organizations and private individuals can contribute to it.

The Fund is managed in the framework of a **programme for Emergency Preparedness and Response**, whose objective is to assist Member States in protecting culture and natural and cultural heritage from disasters and conflicts by more effectively preparing and responding to emergency situations. Activities under the programme are structured around the key stages of the disaster management cycle: preparedness, emergency response and recovery. The programme also involves initiatives for outreach, communication, and fundraising.

The **Emergency Preparedness and Response Unit**, located within the Division for Heritage at the UNESCO Culture Sector, serves the role of secretariat of the Heritage Emergency Fund and coordinates the Sector's Emergency Preparedness and Response programme. A full-time Focal Point for the coordination of the Fund was hired on 1 December 2016.

The Heritage Emergency Fund finances activities that address **emergencies**, defined as follows: situations, resulting from natural or human-made hazards, including armed conflict, in **which** a Member State finds itself unable to overcome the severe consequences on the protection, promotion and transmission of heritage or on efforts to foster creativity and protect the diversity of cultural expressions.

In the area of natural disasters, the Heritage Emergency Fund is framed around the principles of the **Sendai Framework for Disaster Risk Reduction 2015-2030**, endorsed by the General Assembly of the United Nations in 2015.

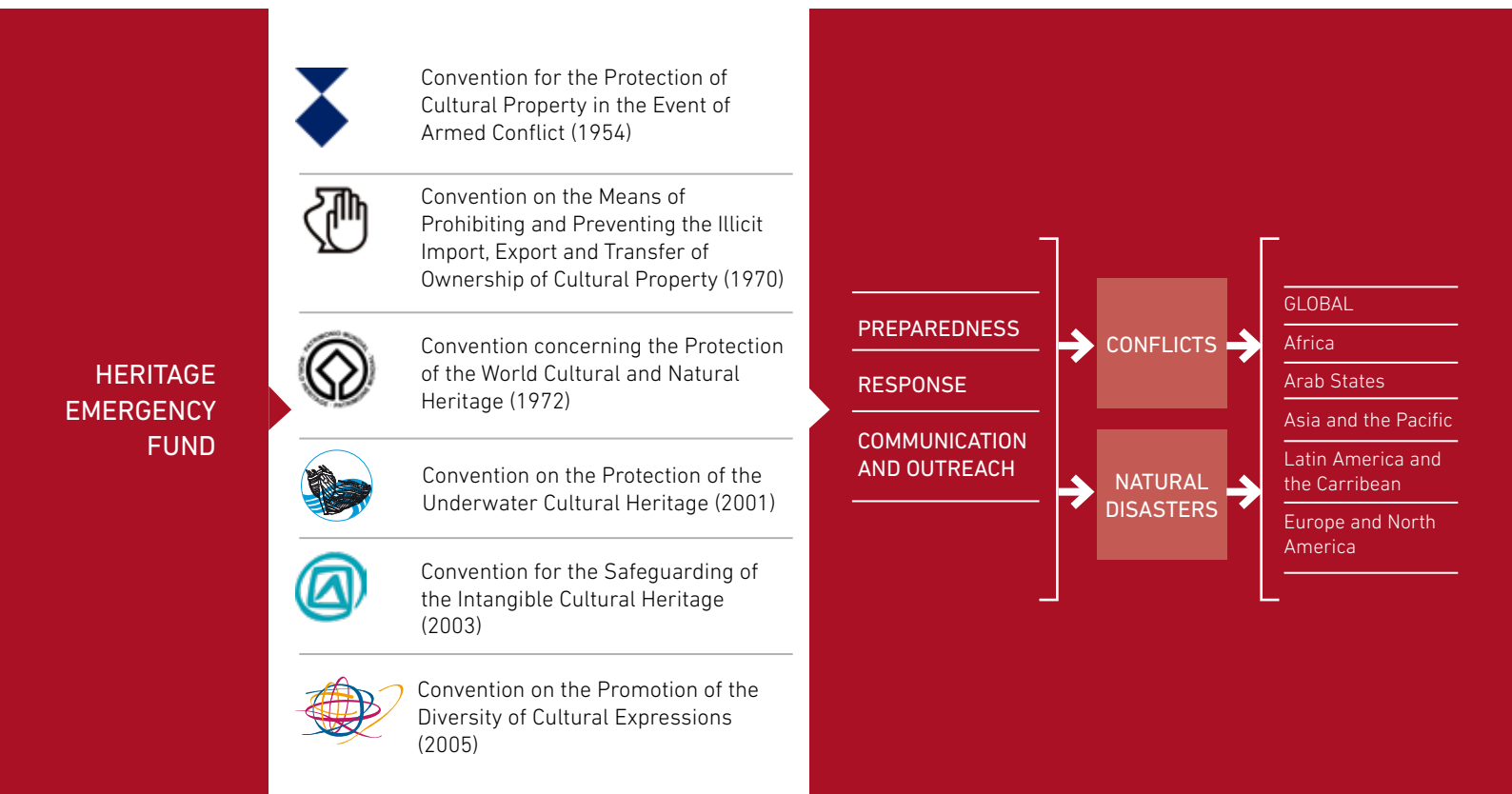
In the area of conflicts, it is one of the key mechanisms to implement the **Strategy for the Reinforcement of UNESCO's Action for the Protection of Culture and the Promotion of Cultural Pluralism in the Event of Armed Conflict**, adopted by the UNESCO General Conference at its 38<sup>th</sup> session in 2015. The Strategy orients the work of the Organization along two key objectives: on one hand, strengthening Member States' ability to prevent, mitigate, and recover the loss of cultural heritage and diversity as a result of conflict; and on the other, incorporating the protection of culture into humanitarian action, security strategies and peacebuilding processes. The Strategy also defines priority areas of action and identifies the resources required for their implementation. An Action Plan for the implementation of the Strategy will be examined by the Executive Board of UNESCO at its 201<sup>st</sup> Session.

The Heritage Emergency Fund finances activities falling within the domains of the **six UNESCO Culture Conventions**, thus supporting their implementation (see figure 1 below).

Activities that could be implemented in the area of **preparedness** include:

1. Development of national heritage inventories, as well as risk assessment and emergency plans for cultural institutions and heritage properties, including sites, museums and archives;
2. Development of capacity-building materials and resources in disaster risk reduction and emergency preparedness for cultural and natural heritage, and their integration in national and international capacity-building programmes;
3. Establishment and updating of an international roster of experts in culture-related aspects of disaster risk management;
4. Development of communication and advocacy campaigns and materials to raise awareness on the risks for culture deriving from disasters and conflicts, and on culture's strategic role for recovery;
5. Implementation of training activities targeting staff from governmental institutions and partner organizations;

**Figure 1.** The areas of application of the Heritage Emergency Fund



6. Development of synergies among the relevant UNESCO cultural Conventions in relation to culture and emergencies, and integration of a concern for culture within international policies on disaster risk reduction;
7. Conduction of research aimed at defining critical gaps and developing innovative approaches/ policies;
8. Organization of international technical meetings with key partners to identify needs and possible joint actions.

Activities that could be implemented in the area of **response and recovery** include:

1. Deployment of rapid assessment and advisory missions;
2. Planning and implementation of urgent safeguarding measures on the ground;
3. Monitoring of the state of conservation of sites through satellite images;
4. Implementation of short training activities targeting staff from governmental institutions and partner organizations, within the affected areas;
5. Undertaking of Post Disaster Needs Assessment (PDNA) or Post Conflict Needs Assessment (PCNA) focused on Culture;
6. Organization of meetings for the coordination of response initiatives with concerned partners, including Member States, UN Agencies, international scientific institutions, customs agencies, auction houses and so forth;

7. Planning of medium to long-term rehabilitation interventions, integrating a review of disaster risk reduction strategies for the culture sector.

Activities that could be implemented in the area of **communication and outreach** include:

1. Preparation of promotional and fundraising materials;
2. Organization of information meetings and promotional events;
3. Development and maintenance of a comprehensive webpage – within the website of UNESCO – on the programme of activities funded through the Heritage Emergency Fund, with updated information on ongoing activities.

Activities are implemented by both **UNESCO Headquarters** (Emergency Preparedness and Response Unit and Secretariats of the six Culture Conventions) and **Field Offices**, combining global initiatives and country-based interventions. The latter, in particular, are defined based on criteria of urgency, income<sup>2</sup>, relevance of the proposed activity and geographical balance. In conformity with the Financial Regulations of the Heritage Emergency Fund, the **Director-General of UNESCO** decides on the allocation of its resources.

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2. Activities implemented must concern a Least Developed Country or Low Income Economy as defined by the United Nations Economic and Social Council's Committee for Development Policy, or a Lower Middle Income Country as defined by the World Bank.



## CHAPTER 2

# PROGRAMME PERFORMANCE IN 2016

The main achievements of the Emergency Preparedness and Response programme are presented in this chapter, arranged under its three main areas of work: preparedness, emergency response and recovery, and communication and outreach.

## 2.1/ PREPAREDNESS

### 2.1.1 Survey on the intangible cultural heritage of displaced Syrians

A survey on the intangible cultural heritage of displaced Syrians was conducted between August and November 2016, in order to gather a better understanding of the changing role and function of intangible cultural heritage in the context of displacement, its potential for resilience and the ways in which communities try to continue its transmission.

The overall purpose of the survey was to identify effective ways to provide support for the safeguarding of intangible cultural heritage in situations of displacement. This thereby contributes to the larger consideration of the role of the 2003 *Convention for the Safeguarding of the Intangible Cultural Heritage* in the context of complex emergencies.

The survey methodology and questionnaire were developed and tested in August 2016. Thirty interviews were conducted in September and October. A consolidated analytical report on the findings of the survey was finalized in November. The report illustrates the role of intangible cultural heritage

## Key achievements

### The survey:

- ▶ Demonstrated that intangible cultural heritage can provide psychological and spiritual comfort, a sense of community and continuity, social and cultural capital to adjust to a new environment, can act as a medium through which to maintain various levels of identity (familial, regional, religious, national) and can support cohesion between Syrians and host societies
- ▶ Identified the main challenges to the expression and transmission of intangible cultural heritage, which the displaced cannot address alone:
  - Displacement characterized by insufficient humanitarian support, limited livelihood opportunities and significant restrictions on the movement and cultural rights of refugees
  - Dire economic situation, poor level of education, and insufficient awareness of the importance of the maintenance and transmission of intangible cultural heritage
  - Lack of networks, channels, contexts, places and support for the enactment and transmission of intangible cultural heritage, or the inability of refugees to recreate or access them
- ▶ Defined what kind of support is needed to safeguard the intangible heritage of displaced Syrians:
  - The short-term objectives emphasize the need to raise awareness of the importance of safeguarding the intangible cultural heritage of displaced Syrians amongst decision-makers and civil societies in major host countries, development and humanitarian stakeholders and, where necessary, displaced and expatriate Syrians. Incorporating the safeguarding of Syrian intangible cultural heritage in humanitarian and development projects, with a focus on existing initiatives either created by or closely involving Syrians, is also recommended
  - The mid-term objectives suggest re-establishing suitable contexts and channels for expressing intangible cultural heritage most at risk and fostering communication between displaced Syrians and with host communities

for displaced Syrians in various locations, the main threats and challenges to be faced in expressing and transmitting such heritage and the main initiatives undertaken in this regard.

## 2.1.2 First Aid Meeting on the Ancient City of Damascus (Beirut, Lebanon, 14 to 16 November 2016)

The UNESCO Regional Office in Beirut and the World Heritage Centre jointly organized in Beirut, Lebanon, from 14 to 16 November 2016, a First Aid meeting on the World Heritage property of the Ancient City of Damascus. The meeting was organized at the request of the Syrian Directorate General of Antiquities and Museums (DGAM), following the fire that devastated the Al Asrooniya neighbourhood in April 2016, and the works undertaken at the property by the Municipality.



▲ **DAMAGED BUILDINGS IN DAMASCUS**

© DGAM

### Key achievements

#### The meeting:

- ▶ Provided a detailed understanding of the damages caused by the fire, and the safety, restoration and reconstruction work conducted
- ▶ Developed recommendations in the areas of risk mitigation, management, documentation, and restoration techniques and approaches
- ▶ Identified follow-up actions for the implementation of the recommendations, with a special focus on: site management plan, capacity-building, documentation, conservation, legal framework and awareness-raising

This request was made following the decision of the World Heritage Committee that any plans for conservation or reconstruction in the Ancient City of Damascus would need to be kept to a minimum until the security situation allows for comprehensive and well-developed projects to be shared with the World Heritage Centre and the Advisory Bodies for approval.

The meeting, which brought together the DGAM, the Syrian Union of Engineers and Architects, the University of Damascus, the Islamic Waqf, civil society representatives, and UNESCO experts, aimed to:

- ▶ Discuss the restoration plans undertaken and foreseen following the fire in Al Asrooniya neighbourhood;
- ▶ Address risk mitigation measures in the neighbourhood and at the property in general;
- ▶ Recall and clarify the mechanisms foreseen under the World Heritage Convention, and the procedures for the approval of emergency and non-emergency actions within the World Heritage property;
- ▶ Discuss how to improve coordination between the Directorate General of Antiquities and Museums of Syria, the Governorate of Damascus and other stakeholders for the protection of the site, notably concerning information-sharing, decision-making, and restoration standards, techniques and materials, for the restoration project of al-Asrooniya neighbourhood and for the entire property.



### 2.1.3 Coordination of the follow-up to UN Security Council Resolutions 2199 and 2253

A UNESCO Focal Point was supported by the Heritage Emergency Fund to ensure the follow-up of UN Security Council Resolutions 2199 (February 2015) and 2253 (December 2015), concerning a world-wide moratorium on the trade in artefacts of illicit origin from Iraq and Syria and to provide advice and support to Member States on other issues related to the prevention of illicit trafficking of Syrian and Iraqi cultural property.

### 2.1.4 Meeting on GIS, museums and awareness-raising activities for safeguarding cultural heritage in Yemen (Venice, Italy, 19-20 December 2016)

A violent conflict erupted in Yemen in February 2015. Since its outbreak, damage to many significant cultural heritage sites, including World Heritage properties, museums, and archaeological sites, as well as religious sites, mosques and shrines across the country, has been reported. The UNESCO Office in Doha has been working with Yemeni partners and international experts to protect and preserve cultural heritage in the country and to raise awareness within the international community about the importance of safeguarding it.

In this framework, a meeting on *GIS, Museums and Awareness Raising Activities for Safeguarding Cultural Heritage in Yemen* was organized in Venice, Italy, from 19 to 20 December 2016, with three main objectives:

- ▶ To follow-up on decisions made during the meeting held in Sharjah on 12 and 13 October 2016, between the General Organization of Antiquities and Museums (GOAM), Oxford University and the UNESCO Doha Office, to develop a heritage management platform for Yemen in order to better document and monitor damages to archaeological sites and heritage buildings in the country;
- ▶ To discuss activities related to museums in Yemen in support of GOAM, to propose and discuss joint awareness-raising activities, to explore ways for better coordination among international organizations for the preservation of Yemen's cultural heritage;

## Key achievements

- ▶ Information received from Member States on the implementation of Resolution 2199 was analysed with a view to determining the trafficking routes and to establishing the list of seized artefacts originating from Syria, Iraq, Libya and Yemen;
- ▶ A report, including proposals on how to improve international cooperation, was prepared and sent to the UN Security Council Analytical Support and Sanctions Monitoring Team;
- ▶ Online auctions were monitored with the aim of identifying Iraqi or Syrian cultural property that might have been illicitly exported;
- ▶ UNESCO participated in the seminar on "Investigation, Prosecution and Adjudication of Financing of Foreign Terrorist Fighters (FTFs)", organized in Beirut, Lebanon, by the Terrorism Prevention Branch of the United Nations Office on Drugs and Crime (UNODC) on 7 December 2016;
- ▶ UNESCO representation was assured at a workshop organized in Beirut, Lebanon, 14 to 15 December 2016, in collaboration with INTERPOL, with the purpose of assessing the implementation of Resolution 2199 one year after its adoption;
- ▶ UNESCO representation was assured in the negotiations on the draft Convention of the Council of Europe on offences related to cultural heritage.



▲ UNESCO-INTERPOL workshop on the implementation of Resolution 2199 one year after its adoption (Beirut, Lebanon, 14 to 15 December 2016) © UNESCO

## Key achievements

**As a result of the meeting, participants agreed that:**

- ▶ Support will be given to the establishment of a heritage management platform for Yemen, to be created by Oxford University (EAMENA project) for the GOAM in Yemen. The EAMENA platform uses satellite imagery to record and make available information regarding archaeological sites and landscapes under threat. The use of satellite and aerial imagery is especially important for Yemen because access to archaeological sites on the ground is currently either impossible or severely restricted. Specific recommendations were made concerning the format, the coordination, the content and the maintenance of the platform
- ▶ An exhibition about archaeological work in Yemen will be prepared in view of the forthcoming expert meeting
- ▶ Support to GOAM will be given through equipment and conservation materials in order to assist the 22 museums of the country
- ▶ Closer collaboration and better information-sharing will be put in place in order to meet all the requests for support
- ▶ A portal for the museums of Yemen will be established. It will present information on collections from museums in Yemen and from museums around the world hosting artefacts from Yemen



▲ **THE CAIRO CITADEL IN TAIZ, YEMEN,** before and after damage © 2015 DigitalGlobe. Source: US Department of State, Humanitarian Information Unit, NextView License. Produced by UNITAR-UNOSAT

- ▶ To discuss and adopt the provisional road map for archaeology, museums and awareness-raising, to be presented at an expert meeting at UNESCO Headquarters scheduled to take place during the first half of 2017.

The meeting was held one day after the international conference “Yemen’s World Heritage. Archaeology, Art and Architecture”, held under the #Unite4Heritage campaign. It brought together experts from different archaeological missions in Yemen, specialists from the British Museum and Oxford University, and UNESCO representatives.

The information shared during the meeting and the joint activities that were agreed upon enabled UNESCO to better plan and coordinate future activities in Yemen, within the overall framework of the Emergency Response Plan for the country.

### 2.1.5 Technical Meeting on customizing ARCHES (UNESCO Headquarters, 13 December 2016)

One of the major challenges faced by emergency preparedness and response in culture is a lack of available baseline data. Systems to track multiple forms of post-emergency data, and to compile and analyse these efficiently, are also lacking. At the same time, in an effort to respond to the continuous and increasingly violent attacks against cultural heritage and cultural diversity witnessed globally, many technology-based monitoring and documentation initiatives have been developed. They focus on satellite monitoring, 3D digitalization of cultural objects and sites, and crowdsourcing for the assessment and recording of damage.

Based on these challenges and opportunities, UNESCO aims to provide its counterparts, whether national authorities or technical partners, a comprehensive toolkit that allows, in a modular fashion, the development of databases of cultural assets. These databases can then also be used for post-emergency assessments.

ARCHES was developed by the Getty Conservation Institute (GCI) and the World Monument Fund as an open-source software for built heritage inventories. Since its creation, it has been used increasingly by governments and institutions around the world as a basis for their inventories, thereby having become the only relatively widespread heritage database software.

Due to its popularity, as well as its adaptability, UNESCO would like to work with ARCHES as the central platform for its Emergency Preparedness and Response (EPR) Data Toolkit. This would include customizing ARCHES and further expanding its functionalities in order to:

- ▶ Incorporate the larger culture sector, beyond built heritage,
- ▶ Move from a static to a dynamic database model,
- ▶ Address the specific needs of post-emergency assessments and response,
- ▶ Better enable interaction with other technology-based initiatives, in particular satellite monitoring, 3D-scanning, and crowdsourcing,
- ▶ Enhance the data-analysis function.

In this framework, a technical meeting was organized at UNESCO Headquarters on 13 December 2016, with the purpose of discussing the data and functional needs for a possible Emergency Preparedness and Response Data Toolkit, built around a customized version of ARCHES. In the presence of GCI staff, the meeting aimed to identify which data needs are already met through ARCHES (in particular its version v4.0, which is to be released in the first half of 2017), and which others would need to be addressed through additional data-fields and applications that may exist or that would need to be developed.

The meeting brought UNESCO staff from Headquarters and selected field offices, experts in emergency response and Post-Disaster Needs Assessment exercises, and representatives from GCI.

## 2.1.6 Representation of UNESCO at international meetings and high-level forums related to culture in emergencies

UNESCO was represented at a meeting convened by Dr Karima Bennoune, UN Special Rapporteur in the Field of Cultural Rights to the UN Human Rights Council, on 13 and 14 June 2016. The purpose of the meeting, which gathered legal, human resources and heritage experts, was to support the Special Rapporteur in defining the scope and content of her report to the UN General Assembly, due in September 2016, and in particular to better frame the question of the intentional destruction of cultural heritage as a violation of human rights. UNESCO was able to express its position on the intentional destruction of cultural heritage, cultural heritage defenders, military necessity and cultural genocide. The advice provided supported the elaboration of the Report, which in turn led to the adoption of Resolution 33/20 of the Human Rights Council (September 2016). This Resolution acknowledged the impact of the intentional destruction of cultural heritage on a range of human rights, including the right to take part in cultural life. It called for effective national and international strategies to prevent, and hold accountable, those alleged to have taken part in such destruction.

Furthermore, UNESCO was represented at a meeting organized by the North Atlantic Treaty Organization

### Key achievements

- ▶ The Getty Conservation Institute, EAMENA/Oxford University and Durham University presented ARCHES and its respective customized versions in view of familiarizing the participants with the existing software and the most relevant customizations in light of the need for emergency preparedness and response
- ▶ ICCROM, ICONEM and UNESCO provided examples of emergency assessments and the way these are currently conducted, with the Post-Disaster Needs Assessment as a key example
- ▶ A technical discussion enriched the initial concept note developed by UNESCO and identified additional needs and/or issues already covered by ARCHES, paving the way for the development of a new customized version of ARCHES that would integrate a consideration for emergency preparedness and response



(NATO) at the New York University in September 2016, to discuss cultural heritage layers on military GIS maps. Such data layers could assist NATO and its Member States in areas such as the protection of civilians, cultural heritage and engineering, as well as in strategic communication and tactical analysis. In addition, it could be used for training and sensitizing activities. In the same context, UNESCO was represented at the NATO International Conference on Cultural Property Protection (CPP) in NATO-Led Military Operations, held at the Sanremo International Institute of Humanitarian Law, from 6 to 8 December 2016. The event was intended to further develop the draft Report of the NATO Science for Peace and Security Project “Best Practices for Cultural Property Protection in NATO-led Military Operations”, an initiative meant to explore the potential for promoting specific CPP policies within NATO’s strategies and operations.

Concerning the development of training materials, UNESCO participated in a meeting with the Integrated Training Services of the United Nations Department of Peace-Keeping Operations (UNDPKO) in September 2016. UNDPKO expressed its interest in reviewing the training materials for militaries currently being developed by UNESCO, in piloting them and integrating them within standard “in-mission” trainings.

The Emergency Preparedness and Response Unit was represented at a meeting on the destruction of cultural heritage and illicit trafficking of cultural property in source countries, held at the United Nations Headquarters in New York on 26 May 2016. The meeting, co-organized by UNESCO with the Permanent Missions of Jordan and Italy to the United Nations, INTERPOL and the United Nations Office on Drugs and Crime (UNODC), brought together a wide array of stakeholders to discuss growing threats to cultural heritage. These stakeholders included representatives of the American Schools of Oriental Research (ASOR), the World Monuments Fund (WMF), the Antiquities Coalition, the Institute for the Preservation of Cultural Heritage at Yale University and numerous Permanent Missions to the UN. Among the practical initiatives recommended, the most important included: the promotion of the ratification of the relevant international treaties, including UNESCO Conventions, by Member States, the appointment of national Focal Points and the provision of training on illicit trafficking of cultural property, the establishment of public-private partnerships and the launching of education and awareness-raising programmes to accompany State action.

## 2.2/ EMERGENCY RESPONSE AND RECOVERY

### 2.2.1 Earthquake emergency response in Bagan, Myanmar

Following the 6.8 magnitude earthquake that struck Myanmar on 24 August 2016, the Department of Archaeology and National Museums (DOA) informed UNESCO that the archaeological site of Bagan, on the World Heritage Tentative List of Myanmar, had



▲ A DRONE IMAGE OF A DAMAGED MONUMENT IN BAGAN © Davide Mezzino/Ross Davison

been significantly damaged and requested support. Due to the financial support under the Heritage Emergency Fund, a first damage assessment was immediately conducted, showing that almost 400 monuments had been affected. The destruction ranged from total to partial collapse and damage to the mural paintings. Many of the monuments were in a precarious position, with spires and other components near collapse, thus requiring immediate attention. Rapid debris clearance and other clean up at the monuments could have further endangered the monuments.

Moreover, an overall timeframe for response and recovery divided into three phases was developed and agreed upon between UNESCO and the national authorities, in coordination with the ongoing World Heritage nomination process. The framework, which includes a response phase (August - November 2016), a prioritized rehabilitation phase (December 2016 - November 2018), and an overall rehabilitation and review of management phase – over 5 years – will fit within the overall integrated management system for the property.

## 2.2.2 Elaboration of the culture component of the Post-Disaster Needs Assessment in Ecuador

On 16 April 2016, a 7.8 magnitude earthquake struck coastal areas in northwest Ecuador, causing widespread damage and loss of life. The most severe damage was concentrated in the Manabí and Esmeraldas Provinces, with more than 240,000 people being affected. Subsequently, a Post-Disaster Needs Assessment (PDNA) for Ecuador was undertaken<sup>3</sup>, and the UNESCO Office in Quito supported the Government in drafting the culture component, aiming at assessing damage to cultural heritage (including historical archives, libraries and museums) in the disaster zone.

In this framework, the Heritage Emergency Fund supported the hiring of four consultants (an economist, a local heritage expert and two experts with experience in post-disaster evaluations at archaeological sites and built properties) and their

3. A PDNA is a government led and owned exercise supported by the European Union, the United Nations System and the World Bank. Through a PDNA, information is collected on the socio-economic effects and impacts of a disaster on key sectors, as well as the recovery needs, including the human development needs of the affected population. A single, consolidated assessment report is prepared and serves as a basis for formulating a comprehensive recovery framework. The findings guide the design and implementation of early- and long-term recovery programmes and help determine the level of international development assistance needed.

## Key achievements

- ▶ A 3-month workplan was developed for the emergency response phase. It covered the following key areas: (i) assessment (including structural and mural/decorative works assessment, documentation of damage, and management of the assessment data); (ii) salvaging; (iii) protection and stabilization; and (iv) rehabilitation planning;
- ▶ An agreement with the authorities was reached in setting up an Earthquake Response Coordination Office (ERCO) and a Technical Office housed by the Department of Antiquities (DOA) Bagan Branch;
- ▶ 18 UNESCO staff and leading experts in all areas of the workplan were deployed to Bagan. In close cooperation with the Myanmar authorities, they developed urgent recommendations for immediate actions, trained Myanmar officials and volunteers in conducting emergency response interventions, and planned for long-term recovery to meet the highest standards. In particular:
  - A damage assessment was carried out by DOA staff, UNESCO experts and bilateral teams, including both structural damage (17 monuments were considered to be in need of immediate temporary stabilization) and damage to decorative works (murals in 52 monuments required urgent attention), through various methods including using drone photography and video;
  - Information on previous interventions and assessment of their performance during the earthquake was collected as a basis for establishing guidelines for future interventions;
  - A methodology was developed for the systematic retrieval, documentation and storage of building parts, stucco and mural fragments;
  - 18 local technicians and 79 volunteers were trained in documenting damage and planning logistics for systematic salvage of debris;
  - An initial data management system was set up to consolidate the collected data from various sources, and support and advice were provided to the Bagan Archaeological Museum to better store all recovered objects;
- ▶ The assistance provided by the Heritage Emergency Fund allowed UNESCO to mobilize additional resources for recovery, in particular:
  - ICCROM contributed two experts who supported the assessment of the decorative elements of the monuments and trained DOA staff on documenting damage and salvaging debris;
  - The World Bank co-funded an on-site structural engineer for three months to assist DOA in stabilizing damaged monuments and a study on the impacts of the earthquake on previously restored monuments;
  - The Ecole française d'Extrême-Orient (EFEO) provided an expert who assisted in the above-mentioned study;
  - CyArk and Carleton University provided experts for carrying out 3-D scanning of 19 damaged monuments and training DOA staff on relevant scanning methodology.

dispatch on two evaluation and assessment missions in the areas affected by the earthquake for the drafting of the culture component of the PDNA.

The first mission took place from 12 to 15 May 2016 and assessed the damage to built heritage, repositories of heritage and cultural industries. It was accompanied by experts of the UNESCO Office in Quito, and representatives of the Ministry of Culture and Heritage of Ecuador and the National Institute of Cultural Heritage.

The second mission took place from 19 to 21 May 2016 and concerned archaeological sites, movable properties and collections and repositories of heritage. It was accompanied by representatives of

the Ministry of Culture and Heritage of Ecuador and the National Institute of Cultural Heritage.

The reports of the missions showed that the earthquake caused damage to a significant number of buildings possessing a cultural significance, as well as heritage repositories, museums and cultural industries, in the provinces of Manabí and Esmeraldas. 243 heritage buildings were damaged, 37 of which had to be demolished. 16 heritage repositories were affected, of which 13 were damaged with serious structural problems, relating to shelving, equipment and/or furniture. Furthermore, 136 people who worked in the cultural sector lost their livelihood.

## Key achievements

- ▶ The damage assessment of heritage and cultural repositories in the areas affected by the earthquake was completed
- ▶ The culture component was drafted and included in the PDNA
- ▶ Cooperation was strengthened between cultural institutions at the national and local levels
- ▶ Local cultural actors (such as artists, cultural managers, bearers of intangible cultural heritage, craftsmen, custodians of archives and libraries and cultural entrepreneurs) were supported by the presence of the missions

### 2.2.3 Emergency conservation of historical archives in Ecuador

Following the April 2016 earthquake, one of the action lines included in the Culture component of the PDNA was related to the implementation of emergency actions in documental heritage in Manabí, the most severely affected province.

According to the national inventory of cultural property of the National Institute of Cultural Heritage and the inventories elaborated by the Ministry of Culture and Heritage, 55 historical archives, containing documents regarding the social, political and cultural history of Manabí, are located in the affected area. After the earthquake, such heritage was in a highly vulnerable condition, due to the lack of organizational flows and inventories, as well as the absence of appropriate storage conditions for the documents.

The main objective of the activity was to strengthen the capacities of archivists within the historical archives of the affected areas, through theoretical and practical workshops on management and emergency conservation of historic documents.

The project was implemented in ten of the 55 affected archives. Ten workshops were organized between August and September 2016 and 86 local staff were trained. The trainers conducted theoretical and practical exercises and used tailor-made documentary conservation kits, including tools for the preservation of historical documents and relevant documents ("Guidelines for Interventions on archival documents" and "General Conservation Measures for archives").

In November 2016, an evaluation mission to the priority archives was conducted in order to assess the



▲ ASSESSMENT OF DAMAGE IN THE HISTORICAL AREA of Portoviejo, Manabí © UNESCO





▲ **TRAINING OF PERSONNEL** at one of the historical archives in Portoviejo, Manabí © UNESCO

use of the kits and the application of the processes taught during the first mission. It was confirmed that the delivery of the conservation kits contributed to strengthening the preservation of documents, as the personnel of the archives were able to carry out minor interventions with high quality materials. The kits allowed the custodians to access and use materials that they did not know previously and that are fundamental for document conservation.

## 2.2.4 Elaboration of the culture component of the Post-Disaster Needs Assessment in Haiti

Hurricane Matthew struck south-western Haiti on 4 October 2016. It was responsible for 546 deaths and destroyed around 200,000 homes, leaving 1.4 million people in need of humanitarian aid. Subsequently, a Post-Disaster Needs Assessment was launched and the UNESCO Office in Port-au-Prince was entrusted with supporting the Government in the drafting of its culture component, with the aim of assessing the damage to cultural heritage in the disaster zone.

A consultant was hired in order to support this exercise and participated in assessment missions to the affected areas in the second half of November, jointly with government teams, fellow UN Agencies and representatives of the UNESCO Office in Port-au-Prince.

The reports of the missions showed that several historical centres (Cayes, Jérémie, Aquin) inscribed on the National Heritage Register of Haiti had

## Key achievements

- ▶ Awareness was raised on the importance of the elaboration of emergency preparedness protocols for documentary heritage
- ▶ Local capacities for the conservation, restoration and prevention of damage to documentary heritage were strengthened
- ▶ Interinstitutional cooperation on archive preservation between governmental actors and Universities was strengthened



▲ **ASSESSMENT MISSION INTERVIEWING** the local community © UNESCO/E. Selter

## Key achievements

- ▶ The damage assessment of heritage and cultural repositories in the areas affected by the earthquake was completed
- ▶ The culture component of the PDNA was drafted and included in the PDNA
- ▶ Cooperation was strengthened between cultural institutions at the national and local levels

been affected. Vernacular architecture, places of worship and archaeological sites had suffered significant damage. The intangible cultural heritage of communities could not be expressed, due to the destruction of places where it used to be practiced. Short-term, mid-term and long-term measures were identified.



## 2.2.5 Rapid assessment mission to Palmyra, Syrian Arab Republic (23 to 27 April 2016)

The escalating armed conflict in Syria, beginning in March 2011, has led to degradation of humanitarian conditions and significant damage to heritage. Within this context, the city of Palmyra was taken by ISIS on 21 May 2015 and remained under their control until 27 March 2016. During this period, unbearable violence was inflicted on the population, inordinate damage was made to the city's cultural heritage, whose archaeological site is inscribed on the World Heritage List, and the former director of the archaeological site, Dr Khaled al-Assaad, was assassinated.

On 12 April 2016, the UNESCO Executive Board adopted a decision regarding the role of UNESCO in the "safeguarding and preservation of Palmyra and other Syrian World Heritage sites". Following this decision, the Director-General decided to dispatch a Rapid Assessment Mission to Palmyra to assess the



### ▲ THE EFFECTS OF DELIBERATE DESTRUCTION AT THE SITE OF PALMYRA

© UNESCO

## Key achievements

### The mission:

- ▶ Highlighted that the UNESCO actions in relation to the Palmyra World Heritage property should be part and parcel of the United Nations humanitarian, security and peace building response
- ▶ Concluded that some of the most important attributes of Palmyra have been destroyed and that the destruction of Palmyra as an iconic classical site is a severe blow to the Syrian people and the international community
- ▶ Noted that the remaining attributes of the property still offer a strong testament to the urban layout of Palmyra, its relationship with the surrounding desert and oasis landscape, and that the Palmyra museum collections have been stored in safe locations
- ▶ Noted that the museum requires urgent emergency consolidation and securing of its building (structure, ceiling, windows and openings), completing the evacuation of damaged items and fragments, continuing the emergency inventorying and documentation, and proceeding with the sorting and reassembly of fragments in order to advance the conservation and restoration of the artefacts
- ▶ Recommended the implementation of specific short-term, mid-term and long-term recovery measures for the archaeological site and the museum

damages and identify emergency measures at the site and at the museum.

The mission, supported through the Heritage Emergency Fund, took place from 23 to 27 April 2016. It noted that considerable damage had been inflicted on the museum building, and most of its collections had to be evacuated to a safe location before the occupation of the site. The intentional destruction of the remaining artefacts at the museum, including the Lion Statue of Athena at the entrance of the museum, was also noted.

The mission also confirmed the deliberate destruction that were reported by aerial photos and propaganda images when the site was inaccessible, namely the destruction of the Cella of the Temple of Baal-Shamin, the Cella and surrounding columns of the Temple of Ba'al and the Triumphal Arch.

Furthermore, the mission examined the remaining features of the site, mainly the grand monumental colonnaded street, with its covered side passages and subsidiary cross streets, the major public buildings, the Amphitheatre, the Tetracylon, and the Agora, and several other attributes. It noted that they still stand and serve as testaments to Palmyra's urban layout, and its relationship to the surrounding desert and oasis landscape.

## 2.2.6 Emergency interventions at the museum of Palmyra, Syrian Arab Republic

The museum of Palmyra, which has hosted a collection of statues and artefacts excavated from the Palmyra archaeological site for over one hundred years, was among the targets of ISIS militants' attack in May 2015. While the General Directorate of Antiquities and Museums (DGAM) had managed to evacuate all easily transportable artefacts to Damascus on the eve of Palmyra's occupation, the museum building was severely damaged by explosions. Most of the larger artefacts had not been evacuated from the museum due to their size, and were vandalized as a result.

Emergency interventions were therefore conducted at the museum of Palmyra in May and June 2016. In a first phase, an assessment of damage to the building and the collections was conducted and a conservation survey of the collection and the building was carried out, including proposals on how the building could be repaired and defining protective measures at the museum to prevent looting. In a second phase, documentation work was conducted, in cooperation with the French firm ICONEM, in order to record the situation at the museum by using 3D processing and simulations. More than 14000 high-resolution photographs of the artefacts were taken. In the third and final phase, fragments of damaged sculptures and mosaics were collected and prepared for transportation to Damascus.



▲ **DAMAGE AT THE MUSEUM OF PALMYRA**  
© UNESCO

## Key achievements

The following emergency interventions were conducted:

- ▶ Clean-up and salvage procedures for both the collections and the building and temporary relocation of debris in the hall of the museum
- ▶ Debris management to gather as much of the broken, destroyed and damaged artefacts as possible
- ▶ Inventory and documentation work on the artefacts and their location
- ▶ Written record of artefact evacuation

# 2.3/ COMMUNICATION AND OUTREACH

## 2.3.1 Strengthening of the #Unite4Heritage campaign

The #Unite4Heritage campaign, launched in Baghdad in March 2015 by the Director-General of UNESCO, Ms Irina Bokova, is a global social media campaign that focuses on the Arab Region and seeks to engage youth. It was developed in response to the unprecedented attacks against cultural heritage and cultural diversity in the region. It aims to provide an alternative narrative to violent extremism and sectarian propaganda.



▲ **MS IRINA BOKOVA**, Director-General of UNESCO, launches the #Unite4Heritage campaign (Baghdad, March 2015) © UNESCO

## Key achievements

- ▶ The campaign was promoted in the framework of the photo contest “Wiki Loves Monuments” (known to be the largest photography competition in the world), in partnership with Wikipedia
- ▶ During the visit of the Deputy Director-General of UNESCO to Sweden in September 2016, an official event was organized to announce the support of #Unite4Heritage by the National Museums of World Culture (coordinated by the Swedish National Commission for UNESCO)
- ▶ A partnership agreement between UNESCO and the Radio Televisión Española (RTVE) was drafted, for the production of 30 short TV capsules highlighting natural and cultural heritage
- ▶ A partnership between UNESCO and Réunion des Musées Nationaux – Grand Palais was established, to support the exhibition “Sites Eternels – de Bâmiyân à Palmyre” [1]
- ▶ The website of the campaign was improved and webnews were regularly uploaded
- ▶ A proposal for a global strategy for the extension of the campaign was elaborated
- ▶ The video campaign “The Value of Heritage” was launched and the video was shown at various high-level events, such as the UNESCO High-Level Forum on Museums (Shenzhen, China, 10-12 November 2016) and the International Conference “World Heritage Sites and Museums” (Paris, France, 12 to 13 November 2016) [2]
- ▶ A Twitter account @Unite4Heritage was launched [3]
- ▶ A software to create customised #Unite4Heritage postcards was created [4]
- ▶ Media kits were produced



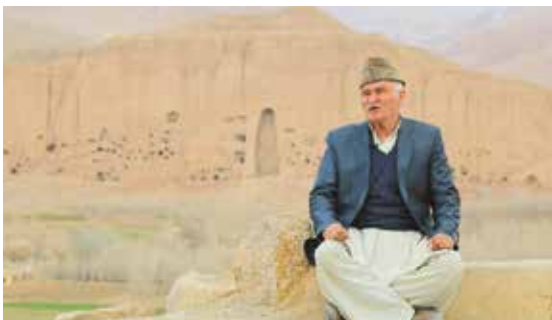
The campaign, which had experienced a period of limited activity in the course of summer 2016, was reinvigorated through a series of awareness-raising and promotional activities. Throughout the course of 2017, the campaign will be re-oriented to achieve a more global focus.

### 2.3.2 Awareness-raising video on the importance of culture for resilience in post-conflict and post-disaster situations

New photo and video material was produced by the UNESCO Offices in Afghanistan, Bosnia and Herzegovina, Haiti, and Nepal. They portrayed members of the local communities witnessing the destruction and damage to culture in the emergency situations that affected their respective countries. Along with existing material from Mali, the material was consolidated into an awareness-raising







▲ **INTERVIEW WITH A WITNESS OF THE DESTRUCTION OF THE BUDDHA STATUES IN BAMİYAN** © UNESCO

**INTERVIEW WITH CONSERVATORS OF MOSQUES IN HERAT** © UNESCO

video on the importance of culture for enhancing resilience in post-conflict and post-disaster situations around the world.

### 2.3.3 Brochure “UNESCO’s response to protect culture in crises”

In the context of the application by UNESCO to organize a culture-related side-event in the framework of the first World Humanitarian Summit (Istanbul, Turkey, 23 to 24 May 2016), communication material in the form of a 16-page brochure was produced. It highlights the action of UNESCO for the protection of culture in crises and underlines that by protecting cultural heritage and promoting cultural pluralism in emergency situations, the Organization contributes to protecting human rights, preventing conflicts and building peace, upholding international humanitarian law and enhancing resilience among communities.

The brochure is an important awareness-raising tool, notably with regard to potential partners outside the culture sector such as humanitarian actors. It supports the advocacy of the Organization on the strategic role of culture in emergencies including humanitarian ones, and the resulting importance, for humanitarian reasons, of protecting it.

## Key achievements

- ▶ The UNESCO Office in Haiti contracted a film maker to carry out three interviews with high-level culture officials in the Haitian Government. These officials testified to the importance of culture in strengthening resilience in the wake of the 2010 earthquake
- ▶ The UNESCO Office in Kabul contracted a film maker to carry out interviews with witnesses of the destruction of the Buddha statues in Bamiyan, conservators of mosques in Herat and national and international archaeologists and experts
- ▶ Those interviews, videos and photo materials were included in a final promotional video screened at multiple international events

## Key achievements

- ▶ A brochure in two languages (English and French) was produced and its translation in Arabic was launched [5]
- ▶ The brochure was printed and distributed at major events worldwide: first World Humanitarian Summit (Istanbul, Turkey, 23 to 24 May 2016); High-level Conference and Technical Meeting “#Unite4Heritage. Cultural Diversity: Target of Conflicts, Source of Peace” (Brussels, Belgium, 9 to 10 June 2016); International Conference for the Protection of Cultural Heritage in Conflict Areas (Abu Dhabi, United Arab Emirates, 1 to 4 December 2016)
- ▶ The brochure was also made available on the UNESCO website, on the webpage related to “Culture in Emergencies”



## CHAPTER 3

**FINANCIAL OVERVIEW**

This chapter includes key financial data on the Heritage Emergency Fund, including an overview of contributions and expenditures in 2016. The analysis and graphs presented in this chapter are based on the Financial Report issued by the Bureau of Financial Management of UNESCO. This report provides a detailed account of allotment and execution rates and can be found in Annex II.

## 3.1/ OVERVIEW OF CONTRIBUTIONS

**Figure 2.** Overview of contributions to the Heritage Emergency Fund

QATAR	1,999,973.00 US\$
NORWAY	176,221.81 US\$
NETHERLANDS	37,154.95 US\$
MONACO	37,154.95 US\$
ESTONIA	16,483.50 US\$
SLOVAKIA	16,447.35 US\$
ANDORRA	13,252.78 US\$
LUXEMBOURG	12,582.04 US\$
INTEREST	12,197.00 US\$
INDIVIDUALS	1,910.22 US\$

The Heritage Emergency Preparedness and Response Programme is entirely funded by voluntary contributions. The Programme operates in the form of a special account, in which funds are pooled from donors to cover operational costs and implementation of activities.

Contributions have been received in 2015-2016<sup>4</sup> from: the Qatar Fund for Development, the Kingdom

4. This list includes contributions received at the end of 2015 for activities to be implemented in 2016 (no funds were spent in 2015).

of Norway, the Kingdom of the Netherlands, the Principality of Monaco, the Republic of Estonia, the Slovak Republic, the Principality of Andorra, the Grand-Duchy of Luxembourg, as well as from individuals. An overview of the contributions received, and corresponding to an overall approximate amount of USD 2.3 million, is presented in Figure 2.

### 3.1.1 Promotional activities and resource mobilization

In order to raise awareness of the establishment of the Heritage Emergency Fund and mobilize additional resources, a wide range of communication material was developed. Flyers and kakemonos were distributed and displayed at a number of high-level conferences and events at Headquarters and abroad, including a side-event to the 38<sup>th</sup> General Conference of UNESCO (Paris, November 2015) to inform on the Organization's "Coordinated Action in the Safeguarding of Cultural Heritage"; a concert by the Choeur philharmonique international (UNESCO Artist for Peace), with all profits allocated to the Heritage Emergency Fund (Paris, January 2016); and the high-level conference and technical meeting "#Unite4Heritage. Cultural Diversity under Attack: Protecting Heritage for Peace" (Brussels, June 2016).

In addition, an online donation system was put in place in order to attract donations from individuals. The corresponding link was printed on the above-mentioned flyers and kakemonos, as well as included in the Brochure "UNESCO's response to protect culture in crises" (see beside), on the UNESCO and #Unite4Heritage websites, as well as on other public material.

DONATE TO THE  
**UNESCO HERITAGE  
EMERGENCY FUND**



**REBUILD**  
THE CULTURE OF  
COMMUNITIES





**FIGHT**  
AGAINST ILLICIT  
TRAFFICKING





**CELEBRATE**  
CULTURAL  
DIVERSITY





**MONITOR**  
THE SITUATION  
ON THE GROUND



*“There is no limit to what we can accomplish if we unite to defend our shared heritage and history.”*

Irina Bokova, UNESCO Director-General



**DONATE NOW:**  
[unesco.org/donate/hof](http://unesco.org/donate/hof)



**UNITE4HERITAGE**



Finally, references to the Heritage Emergency Fund and to the activities undertaken with its support were regularly included in reports presented to the Governing Bodies of the Organization as well as in information meetings for Member States. The General Conference (38C/Resolution 48) and the Executive Board (197 EX/Decision 10, 199 EX/Decision 5 Part I (D), 200 EX/Decision 5.I.F.1 and 200 EX/Decision 5.I.F.2) of UNESCO have called for contributions to the Heritage Emergency Fund on multiple occasions.

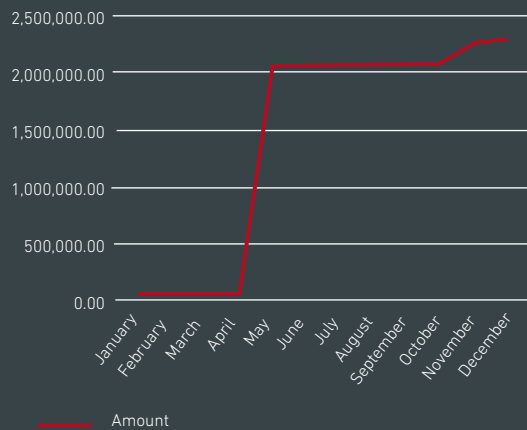
# 3.2/

## OVERVIEW OF BUDGET AND EXPENDITURES IN 2016

Approximately USD 420,000 were spent or committed during 2016. These were spent almost entirely in the second half of the year, since 90% of the funds were received between May and December 2016 (see figure 3 below).

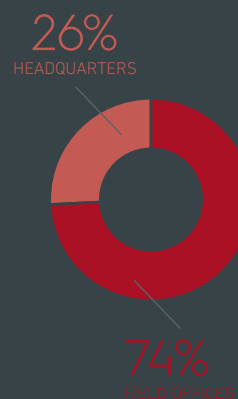
Funds were decentralized to UNESCO Field Offices in order to be spent on activities on the ground all over the world. The distribution of expenditures

**Figure 3.** Contributions during the year 2016

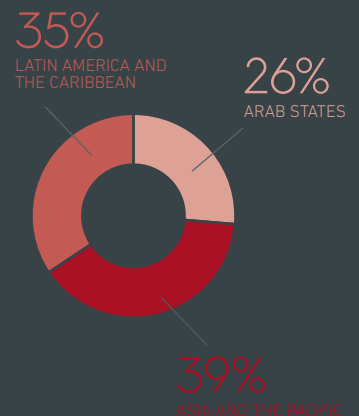


**Figure 4.** Expenditure breakdown

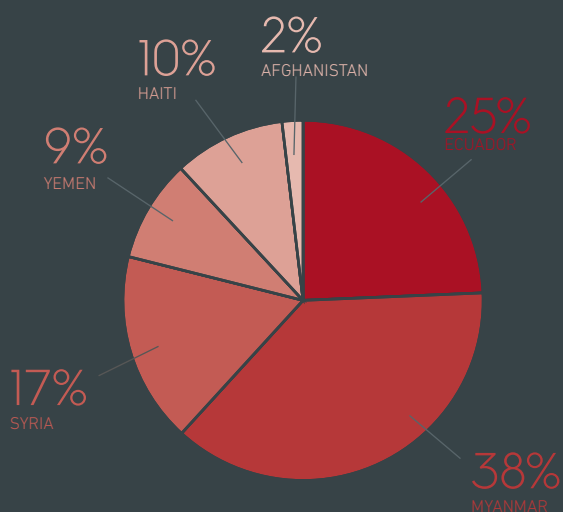
4a. Headquarters and Field Offices



4b. by Region



**Figure 5.** Distribution of expenditures by country



between UNESCO Headquarters and Field Offices, as well as the distribution of expenditures by region, is presented in **Figures 4a and 4b** on the previous page.

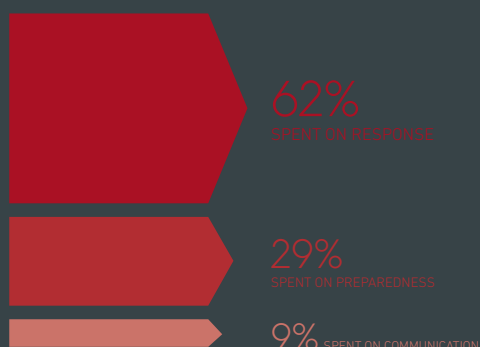
In terms of countries, funds were disbursed for activities to be implemented in Myanmar, Ecuador, Syrian Arab Republic, Haiti, Yemen and Afghanistan. The distribution of expenditures by country is presented in **Figure 5** beside.

60% of the funds were disbursed for post-disaster activities, while the remaining 40% for post-conflict activities. The distribution of expenditures by typology of activity (preparedness/response and recovery/ communication and outreach) is presented in **Figure 6** beside.

85% of the funds were disbursed for operational activities and only 15% for human resources support.

Finally, 30% of the expenditures concerned activities referring to culture as a whole, while 70% of the activities related specifically to one of the UNESCO Culture Conventions. The distribution of expenditures by UNESCO Culture Convention is presented in **Figure 7** beside.

**Figure 6.** Distribution of expenditures by typology of activity



**Figure 7** Distribution of expenditures by UNESCO Culture Convention<sup>5</sup>

1972	Convention (World Heritage)	51%
1954	Convention (Cultural Property in the event of Armed Conflict)	19%
1970	Convention (Illicit Trafficking of Antiquities)	18%
2003	Convention (Intangible Cultural Heritage)	8%
2001	Convention (Underwater Cultural Heritage)	2%
2005	Convention (Diversity of Cultural Expressions)	2%

5. "1954 Convention" refers to the Convention for the Protection of Cultural Property in the Event of Armed Conflict (1954)

"1970 Convention" refers to the Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property (1970)

"1972 Convention" refers to the Convention concerning the Protection of the World Cultural and Natural Heritage"

"2001 Convention" refers to the Convention on the Protection of the Underwater Cultural Heritage

"2003 Convention" refers to the Convention for the Safeguarding of the Intangible Cultural Heritage"

"2005 Convention" refers to the Convention on the Promotion of the Diversity of Cultural Expressions



# CONCLUSIONS AND WAY FORWARD

In the course of its first year, the Heritage Emergency Fund has proven to be a strategic tool to support UNESCO's global response to emergency situations, contributing to the safeguarding and preservation of intangible and tangible cultural and natural heritage.

Not only has the Fund covered all the areas within its focus (preparedness, response and outreach), it has also demonstrated its effectiveness in response to emergencies related to both conflicts and natural disasters, worldwide. All the main global emergencies of 2016 (the conflicts in Syria, Iraq and Yemen, the earthquakes in Ecuador and Myanmar, Hurricane Matthew in Haiti, and so forth) have been targeted and addressed with an adapted programme of activities.

The largest share of funding in 2016 has been devoted to operational activities, while coordination and backstopping costs have been kept to a minimum. A substantial percentage of funding has been decentralized to UNESCO Field Offices, with backstopping and coordination support from Headquarters.

In the planning, implementation and monitoring of activities, the Emergency Preparedness and Response Unit has worked in close coordination with the secretariats of the six UNESCO Culture Conventions, in order to ensure that priorities, targets and operational modalities are aligned. The Heritage Emergency Fund has proven complementary to existing Funds foreseen under the Conventions and is a flexible tool allowing interventions with a rapidity which is not equalled by other funding modalities and tools currently existing within the Culture Sector.

The wide range and the level of expertise of partners and stakeholders involved in the implementation of activities funded under the Heritage Emergency Fund have proven to be strategic factors for their success. Furthermore, the involvement of local communities in the different stages of the projects and the adoption of global approaches, encompassing all the dimensions of culture, have also played a pivotal role in the impact and the sustainability of the measures adopted.

Among the main successes of the Heritage Emergency Fund lies the catalyst and multiplier effect

that initial contributions have exerted for additional direct and indirect fund-raising. The resources available under the Fund, indeed, have allowed for the raising of a comparable amount through Funds-in-Trust (such as a USD 1.2 million contribution from the European Union) or in-kind contributions (such as the provision of an Associate Expert by the Swiss Confederation). In fact, whenever administrative and financial regulations of donors do not allow direct and unearmarked contributions to pool-funding mechanisms, such as the Heritage Emergency Fund, different operational modalities have been identified for the provision of support.

In addition to resource mobilization, the Heritage Emergency Fund also enabled the coordination and technical backstopping of activities funded through other sources, including the Regular Programme, and in close cooperation with the Culture Conventions of UNESCO.

What makes the Heritage Emergency Fund unique, as compared with other funding mechanisms at UNESCO, is its flexibility and its operational modalities, which enable the Organization to respond rapidly and effectively in emergencies, identify needs and develop proposals for longer-term projects that can be supported through traditional funding sources.

In 2017, therefore, the Heritage Emergency Fund will continue pursuing its mandate and broadening its action. Considering the multiplicity and variety of emergencies potentially affecting heritage and the substantial amount of funding which is needed whenever such emergencies arise, it is essential that the Fund continues receiving support from Member States and other donors.

At its 201<sup>st</sup> session in April 2017, the Executive Board of UNESCO will be called to take note of the Action Plan for the implementation of the *Strategy for the*

***Reinforcement of UNESCO's Action for the Protection of Culture and the Promotion of Cultural Pluralism in the Event of Armed Conflict.*** The Action Plan includes a set of short-term, medium-term and long-term measures to be implemented in the timeframe 2017-2022 and aimed at achieving the Strategy's dual objective to strengthen UNESCO Member States' ability to prevent, mitigate and recover the loss of cultural heritage and diversity as a result of conflict. It aims to incorporate the protection of culture into humanitarian action, security strategies and peace-building processes.

The implementation of those activities is for the moment largely unfunded and it is anticipated that an approximate budget of USD 20 million will be needed over the next five years for this purpose. Furthermore,

the Executive Board of UNESCO has repeatedly requested a widening of the scope of the Action Plan in order to address not only armed conflicts, but also disasters caused by natural and other human-made hazards. New activities in this area will therefore need to be developed and implemented.

The support of current and additional donors will therefore be pivotal to ensuring the effective capacity of the Organization to play its strategic role in favour of the preservation of culture in emergencies. In this regard, the catalyst role of the Heritage Emergency Fund will be essential, as numerous new initiatives, often addressing unforeseen needs, will need to be developed, partnerships established and activities coordinated.

# ANNEX I

## FINANCIAL REGULATIONS OF THE HERITAGE EMERGENCY FUND

(adopted by the UNESCO Executive Board at its 196<sup>th</sup> session, October 2015)

### Article 1 – Creation of a Special Account

- 1.1 In accordance with Article 6, paragraphs 5 and 6, of the Financial Regulations of UNESCO, there is hereby created a Special Account for the protection of heritage in emergency situations, hereafter referred to as the "Heritage Emergency Fund".
- 1.2 The following regulations shall govern the operation of the Heritage Emergency Fund.

### Article 2 – Financial period

The financial period shall correspond to that of UNESCO.

### Article 3 – Purpose

The purpose of the Heritage Emergency Fund is to finance activities and projects under a Programme for "Heritage Emergency Preparedness and Response" which would enable UNESCO to assist its Member States in protecting natural and cultural heritage from disasters and conflicts by more effectively preparing and responding to emergency situations.

### Article 4 – Income

The income of the Heritage Emergency Fund shall consist of:

- (a) voluntary contributions from States, international agencies and organizations, as well as other entities;
- (b) such amounts provided from the regular budget of the Organization as might be determined by the General Conference;
- (c) such subventions, endowments, gifts and bequests as are allocated to it for purposes consistent with the object of the Special Account;
- (d) miscellaneous income, including any interest earned on the investments referred to in Article 7 below.

### Article 5 – Expenditure

The Heritage Emergency Fund shall be debited with the expenditure relating to its purpose as described in Article 3 above, including administrative expenses specifically relating to it and programme support costs applicable to Special Accounts.

### Article 6 – Accounts

- 6.1 The Chief Financial Officer shall maintain such accounting records as are necessary.
- 6.2 Any unused balance at the end of a financial period shall be carried forward to the following financial period.
- 6.3 The accounts of the Heritage Emergency Fund shall be presented for audit to the External Auditor of UNESCO, together with the other accounts of the Organization.
- 6.4 Contributions in kind shall be recorded outside the Heritage Emergency Fund.

### Article 7 – Investments

- 7.1 The Director-General may make short-term investments of sums standing to the credit of the Heritage Emergency Fund.
- 7.2 Interest earned on these investments shall be credited to the Heritage Emergency Fund.

### Article 8 – Closure of the Special Account

The Director-General shall decide upon the closure of the Heritage Emergency Fund at such time as she deems that its operation is no longer necessary and inform the Executive Board accordingly.

### Article 9 – General provision

Unless otherwise provided in these Regulations, the Heritage Emergency Fund shall be administered in accordance with the Financial Regulations of UNESCO.

# ANNEX II

## FINANCIAL REPORT ON THE HERITAGE EMERGENCY FUND

(issued by the UNESCO Bureau of Financial Management as of 31 December 2016)



Special Account for the UNESCO Heritage Emergency Fund

424GLO4000

Financial Status Report as at 31 December 2016

(Expressed in US Dollars)

### Income

Voluntary Contributions - Annex 1	2,301,325.99
Interest	12,197.00
<b>TOTAL INCOME</b>	<b><u>2,313,522.99</u></b>

### Deduct

<b>EXPENDITURE</b>	
Programme expenditure incurred - Annex 2	420,445.56
<b>TOTAL EXPENDITURE</b>	<b><u>420,445.56</u></b>

<b><u>Funds Available as at 31 December 2016</u></b>	<b><u>1,893,077.43</u></b>
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*Financial Report issued by the Bureau of Financial Management.*

*The total income and expenditure are in accordance with UNESCO's financial records.*





## Special Account for the UNESCO Heritage Emergency Fund

### Statement of Income

As at 31 December 2016

(Expressed in US Dollars)

	2015	2016	Total
<b>Governments</b>			
Andorra	5,291.00	7,961.78	13,252.78
Estonia	16,483.50	-	16,483.50
Luxembourg	-	12,582.04	12,582.04
Monaco	-	27,300.34	27,300.34
Netherlands	-	37,154.95	37,154.95
Norway	-	176,221.81	176,221.81
Qatar	-	1,999,973.00	1,999,973.00
Slovakia	16,447.35	-	16,447.35
	<b>38,221.85</b>	<b>2,261,193.92</b>	<b>2,299,415.77</b>
<b>Other Donors</b>			
Online donations	1,085.12	825.10	1,910.22
Interest	-	12,197.00	12,197.00
<b>Total Income</b>	<b>39,306.97</b>	<b>2,274,216.02</b>	<b>2,313,522.99</b>

Financial Report issued by the Bureau of Financial Management.

The total income and expenditure are in accordance with UNESCO's financial records.





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Response Unit**  
**UNESCO**  
**Culture Sector**  
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