



# 2020

## HERITAGE EMERGENCY FUND

Annual Progress Report



# We thank our donors:



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

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**Cover page photo:** Following torrential rains, emergency stabilization works progressing in Yemen in October 2020. Workers wear masks due to the Covid-19 outbreak. © UNESCO

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# FOREWORD

2020 was indelibly marked by the COVID-19 pandemic. This global health crisis has not only caused millions of deaths; it has dramatically affected economies, societies and ways of life. The impact of the pandemic on culture, a sector already facing challenges, has been tremendous. Cultural sites, practices, institutions and establishments have shut down, and countless artists and cultural professionals have lost their livelihoods.

In this context, traditional means of supporting culture in emergencies have suffered. Travel restrictions have hindered on-site interventions. Lower tourism revenues have resulted in fewer resources at the country level. Despite these difficulties, the Heritage Emergency Fund has been an invaluable tool, supporting UNESCO's response to crises affecting cultural heritage around the world.

When two blasts devastated Beirut on 4 August, for instance, the Heritage Emergency Fund took swift action. In addition to supporting the emergency sheltering and structural reinforcement of two historic buildings in damaged areas, it launched a technical assessment in the neighbourhoods of Gemmayzeh, Mar-Mikhael and Karantina, to be completed in 2021. This work has been carried out in the context of UNESCO's Li Beirut initiative, launched to support the reconstruction of cultural heritage and the revival of cultural life in the city, as well as the rehabilitation of educational institutions.

Globally, the Heritage Emergency Fund supported 28 emergency preparedness and response activities in 28 countries in 2020, from disaster risk management planning in Jordan, Peru and Lao People's Democratic Republic, to post-conflict rehabilitation of the National Museum in Somalia, post-flood emergency interventions at World Heritage properties in Yemen, and documentation following a fire at Milot Church in Haiti, to name just a few. To date, 64 countries have benefited from the Fund, 33% of which are in Africa and almost 20% of which are Small Island Developing States.

This work could not have been carried out without the invaluable support of our partners. I congratulate



H.E. Mr Khalifa Jassim Al-Kuwari, Director General of the Qatar Fund for Development, on his election as co-chairperson of the Fund's Donors' Advisory Group for 2020 and 2021. I would also like to thank the Fund's partners for their commitment: the Qatar Fund for Development, the Kingdom of Norway, the Government of Canada, ANA Holdings Inc., the Principality of Monaco, the Kingdom of the Netherlands, the Republic of Estonia, the Grand Duchy of Luxembourg, the Slovak Republic, the Principality of Andorra and the Republic of Serbia. Their belief in the importance of the Heritage Emergency Fund's work has made the achievements described in the following pages possible.

For culture, as Aristotle wrote, is about catharsis. It makes us feel; it makes us think. It shows us how other people's lives often reflect our own. In helping us to experience emotions, it allows us to release them, bringing clarity and calm – precious resources in uncertain times. For this reason, and so many more, the work of the Heritage Emergency Fund is invaluable.

*Audrey Azoulay*

**Audrey Azoulay**  
Director-General of UNESCO



# PREAMBLE

by the Co-chairs of the Heritage Emergency Fund Donors' Advisory Group



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We are proud to introduce this Annual Report, which illustrates how, despite of the operational and outreach challenges posed by the COVID-19 pandemic, the Heritage Emergency Fund (HEF) has continued demonstrating its relevance and impact worldwide.

The number of beneficiary countries of the Heritage Emergency Fund (HEF) has increased to include 64 UNESCO Member States in all regions of the world, reflecting the relevance of emergency preparedness and response for cultural heritage for countries in both the Global North and the Global South.

In Beirut, for example, as part of UNESCO's flagship Li-Beirut initiative, the HEF made resources available to urgently support securing of historic buildings within days after the blasts.

The external evaluation of UNESCO's work on Culture in Emergencies, launched in 2019 and completed in 2020, had commended the Fund's rapidity and effectiveness, among other aspects of the Fund's operation, notably the solid result-based approach reflected in its Results Framework. This is considered a best practice to be followed when conceptualizing an overall theory of change for UNESCO's work in this domain.

The year 2020 also marked the launch of a strategic reflection initiative on several important issues, such as the need to strengthen HEF's action in the area of emergency preparedness, including through the launching of a full-fledged capacity-building initiative on emergency preparedness and response for culture in Small Island Developing States and Africa, the identification of priority areas of work for the ongoing biennium, as well as the outreach approach of the HEF. We are convinced that the outcomes of this important initiative will strengthen the effectiveness and relevance of the HEF and its capacity to reach out to broader audiences, and we look forward to continuing this discussion.

Looking ahead, in 2021, we hope that new partners will join our group and grant their support to this strategic area of work so that UNESCO can continue to work with its Member States in tackling emergencies impacting culture.

**Ernesto Ottone R.**  
Assistant Director-General for Culture  
UNESCO

**H.E. Mr Khalifa Jassim Al-Kuwari**  
Director General  
Qatar Fund for Development

# Acronyms

**ALIPH:** International Alliance for the Protection of Cultural Heritage in Conflict Areas

**CCI:** Cultural and Creative Industries

**CRNA:** COVID-19 Recovery Needs Assessment

**DAG:** Donors' Advisory Group of the Heritage Emergency Fund

**DGA:** Directorate General of Antiquities of Lebanon

**DRM:** Disaster Risk Management

**DRR:** Disaster Risk Reduction

**EPR:** Emergency Preparedness and Response

**EU:** European Union

**GOPHCY:** General Organization for the Preservation of Historic Cities (Yemen)

**HEF:** Heritage Emergency Fund

**ICH:** Intangible Cultural Heritage

**IDB:** Inter-American Development Bank

**LDCs:** Least Developed Countries

**MOECHE:** Somali Ministry of Education, Culture and Higher Education

**NGO:** Non-Governmental Organization

**OEI:** Organization of Ibero-American States

**PDNA:** Post-Disaster Needs Assessment

**PDTRA:** Petra Development and Tourism Region Authority

**RRM:** Rapid Response Mechanism

**SEGIB:** Ibero-American General Secretariat

**SFD:** Social Fund for Development

**SICSUR/MERCOSUR:** Cultural Information System of the Southern Common Market

**SIDS:** Small Island Developing States

**SOMASA:** Somalia Academy of Sciences and Arts

**SOP:** Standard Operating Procedures

**UN:** United Nations

**UNDRR:** United Nations Office for Disaster Risk Reduction

**UNITAR-UNOSAT:** United Nations Institute for Training and Research's Operational Satellite Applications Programme

# Abbreviations

## Action Plan

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 and for the Protection of Culture in Emergency Situations related to Natural Disasters (2017)

## Addendum

Addendum to 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, concerning emergencies associated with disasters caused by natural and human-induced hazards (2017)

## ER5

Expected Result dedicated to Culture in emergencies contained in the UNESCO Programme and Budget for 2018-2021

## Sendai Framework

Sendai Framework for Disaster Risk Reduction 2015–2030

## Strategy

Strategy for the Reinforcement of UNESCO's Action for the Protection of Culture and the Promotion of Cultural Pluralism in the Event of Armed Conflict (2015)

## 39 C/5

UNESCO Programme and Budget for 2018-2021

## World Heritage Convention

Convention concerning the Protection of the World Cultural Convention and Natural Heritage (1972)



# EXECUTIVE SUMMARY

## 1 /

### THE HERITAGE EMERGENCY FUND: A TOOL TO PROTECT AND PROMOTE CULTURE IN CRISES

Cultural heritage and diversity are increasingly affected by disasters and conflicts throughout the world, due to 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, by helping people recover a sense of dignity and empowerment, as well as economic stability. The need to protect culture and promote cultural pluralism in emergencies related to conflicts and disasters caused by natural or human-made hazards, with the overall goal of strengthening peace, security and resilience, has been identified by UNESCO Member States as a strategic priority.

In this framework, UNESCO has been asked to support Member States' efforts to improve their preparedness and response capacity to prevent, mitigate and recover the loss of cultural heritage and diversity as a result of conflicts and disasters. To this purpose, the **Heritage Emergency Fund (HEF)**, a multidonor fund for the protection of culture in emergency situations, has been established. The Fund is a pooled, non-earmarked funding mechanism conceived as a flexible means of enabling the Organization to respond more effectively to crises. UNESCO Member States, international organizations and individuals can contribute to it.

The Fund is managed in the framework of a **programme for Emergency Preparedness and Response**, whose two-fold objective is to assist Member States in protecting culture from disasters and conflicts by more effectively preparing for and responding to emergency situations, and to highlight its strategic role in building social cohesion, stability and peace. The **Culture and Emergencies entity**

coordinates such programme and its **Emergency Preparedness and Response (EPR) Unit** serves as the Secretariat of the HEF.

**The Fund's mandate** is to address, through short-term and first-aid activities, the critical needs that arise between the occurrence of an emergency and the implementation of long-term and large-scale recovery projects. The rapid action that the HEF makes possible is a unique asset. It thus fills a strategic gap, as it supports swift interventions that rely upon funding that is in standby, unlike traditional financing mechanisms, which are based upon planning processes that take time. By filling this gap, the HEF plays a role as a catalyst of further funding, as those first interventions and assessments provide the necessary baseline information for the development of longer-term recovery projects.

The HEF finances activities that address **emergencies affecting culture**, defined as follows: a situation of imminent threat, resulting from natural or human-made hazards, including armed conflict, in which a Member State finds itself unable to overcome the severe consequences of the situation on the protection, promotion and transmission of heritage or on efforts to foster creativity and protect the diversity of cultural expressions, and where immediate action is required.

The HEF is also a key mechanism 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 'Strategy'), its **Addendum concerning emergencies associated with disasters caused by natural and human-induced hazards** (the 'Addendum') and the related **Action Plan**.

A **Results Framework** for the HEF was developed for 2020–2021, building on Expected Result 5 (ER5) and on the objectives of the *Strategy*.

The activities supported by the Fund, which fall within the domains of the **six UNESCO Culture Conventions**, are implemented by both **UNESCO Headquarters** and **Field Offices**.

With regard to governance, the **Director-General of UNESCO** decides on the allocation of the resources of the Fund.

The **Donors' Advisory Group**, co-chaired by the Assistant Director-General for Culture and a representative of a donor country, currently H.E. Mr Khalifa Jassim Al-Kuwari, Director General of the Qatar Fund for Development, meets once a year to share information and offer advice.

## 2/ PREPAREDNESS

In 2020, the Heritage Emergency Fund supported numerous activities related to emergency preparedness.

The provision of **technical assistance** reinforced the ability of national and local authorities to conceptualize and implement risk-mitigation interventions for cultural sites and institutions. Support for the development of emergency preparedness and response plans was provided for the World Heritage property of 'Petra' (Jordan). A disaster risk management (DRM) self-assessment tool, including action plans for seven historic cities to implement DRM interventions for the protection of urban historic monuments and centres, was developed in Peru.

The implementation of **training activities** strengthened the capacity of national and local authorities to effectively deal with emergencies. A workshop on DRM and Emergency Preparedness in the Lao People's Democratic Republic strengthened risk preparedness at the World Heritage property 'Megalithic Jar Sites in Xiengkhuang – Plain of Jars' and facilitated the reinforcement of the capacities of 39 representatives of governmental entities, cultural institutions, museums, and World Heritage properties.

The backstopping of the **partnership** with the International Alliance for the Protection of Heritage in Conflict Areas (ALIPH) resulted in an overall increased protection of culture in situations of armed conflict and pandemics.

The development of **awareness-raising materials** sensitized national and local authorities and the public on the importance of protecting heritage in emergencies. A second edition of the brochure 'Protecting Culture in Emergencies' was produced in Arabic and widely disseminated.

The organization of or participation in **awareness-raising events**, such as an online panel entitled 'Alone together: Culture and Resilience' in the context of the Abu Dhabi Culture Summit, raised further awareness on a concern for heritage preservation in crises.

## 3/ RESPONSE

In 2020, the Heritage Emergency Fund also supported several emergency response interventions.

Rapid **assessment and advisory missions** were conducted to Cameroon, to assess cultural heritage sites and cultural repositories threatened by civil unrest, and Sudan, to assess the damage caused by floods to archaeological sites, museums and cultural repositories. Furthermore, a Post-Disaster Needs Assessment for Culture was conducted in Albania.

**Urgent interventions on the ground** prevented further loss of cultural heritage, such as at museums in Burkina Faso and the National Museum of Somalia, at the Old City of Sana'a and the Historic Town of Zabid (Yemen), at the Tombs of the Buganda Kings at Kasubi (Uganda), and at historic buildings in Beirut (Lebanon). Furthermore, support was provided to the revival of musical life in Mosul (Iraq) and to the safeguarding of natural and intangible cultural heritage in Kerala (India) following floods in the region.

**Documentation and monitoring activities** facilitated the mapping of damage to cultural assets. Technical documentation of the Historic Areas of Beirut (Lebanon) affected by the blasts was launched and documentation of the church of Milot (Haiti) was completed. An assessment of the impact of COVID-19 on the cultural and creative industries of 11 Latin American countries was carried out. Cultural heritage sites hit by a cyclone in Vanuatu and Fiji were monitored via satellite imagery, in cooperation with UNOSAT-UNITAR.

The implementation of **training activities** strengthened the capacity of national and local authorities to effectively respond to emergencies. In Croatia, an online training workshop on managing the parallel disasters induced by the earthquake and the COVID-19 pandemic facilitated the reinforcement of the capacities of 80 museum directors, museologists, cultural heritage experts, engineers, and policy-makers.

The organization of a series of **coordination meetings**, involving over 15 international, national and local partners, allowed aligning and better structuring efforts to safeguard the cultural heritage of Beirut (Lebanon) and to revive its cultural life, avoiding duplications of interventions, and resulted in the adoption of a joint 'Roadmap for the Recovery of Beirut through Culture', containing short-, middle- and long-term measures.

## 4/ OUTREACH AND RESOURCE MOBILIZATION FOR THE HERITAGE EMERGENCY FUND

The development and dissemination of **promotional and fundraising materials** raised awareness on the existence and operations of the Fund among UNESCO Member States as well as on the importance of emergency preparedness. The Executive Summary of the 2019 HEF Annual Progress Report was printed and distributed at key events. The HEF webpage was produced in Arabic and Spanish and updated throughout 2020 with information and news. Results of activities were communicated through social media and videos.

Despite the limitations to physical gatherings imposed by the COVID-19 pandemic, the Heritage Emergency Fund was also promoted among Member States on the occasion of **information and statutory meetings**, such as the annual meeting of the HEF Donors' Advisory Group, an information meeting for the European Commission, an information session on UNESCO's contribution to Disaster Risk Reduction, and meetings of UNESCO Governing Bodies and statutory organs of the Culture Conventions.

While the definition of strategic approaches related to HEF **outreach** had to be kept on standby in 2020, due to the adoption of a UNESCO's global Communication Strategy, the recommendations resulting from the 2019 'Evaluation of UNESCO's action to protect culture in emergencies' (which requested the development of a Communication strategy for UNESCO's overall work on Culture in Emergencies), and COVID-19 (which delayed the planning of events), progress was made towards addressing bottlenecks and challenges identified in the 2019 HEF Annual Progress Report and needs expressed in the course of the 2020 HEF Donors' Advisory Group.

With regard to **resource mobilization**, two of the three resource mobilization objectives defined for the 2020-2021 biennium (namely developing at least one partnership based on long-term agreements and regular annual contributions and ensuring that at least one covers an amount of US\$ 250,000 or more) were achieved, thanks to the generous contribution of Norway, which granted its support over a two-

year period (2020-2021). The third one (obtaining the support of five donors, of which at least one is from Asia and the Pacific, Latin America and the Caribbean, or Africa) was partially achieved, as four HEF partners in addition to Norway (Estonia, Monaco, Serbia and Slovakia) confirmed their contributions, while no new donor from regions other than Europe could be brought onboard. Furthermore, 1 out of 3 activities supported by the HEF in 2020 has led to the mobilization of matching in-kind resources (such as working time, venues for meetings and workshops, logistical support, etc.), from implementing partners, and 1 out of 3 activities resulted in raising financial resources for future post-crisis response operations, whether on UNESCO accounts or through other funding modalities. This demonstrates the HEF's role as catalyst and multiplier of funding and represents its key comparative advantage from a resource mobilization perspective.

The narrow donor base, the unbalanced share of contributions between existing donors, and the limited amount of contributions, as well as their intermittency, remain a matter of concern, as they hamper the sustainability of the Fund and the predictability of its work. Efforts will be strengthened in 2021 to continue diversification of the donor base and possibly obtain the support of partners from Asia and the Pacific, Latin America and the Caribbean, or Africa.

## 5/ MANAGEMENT OF THE HERITAGE EMERGENCY FUND

The **coordination of the Fund**, including managing fund allocation and disbursement processes, backstopping operations, reporting, liaising with current and prospective contributors, and coordinating meetings of the HEF Evaluation Committee and Donors' Advisory Group, was ensured.

In 2020, the HEF made important **progress in achieving the targets of its Results Framework 2020-2021** (see the diagram on page 50 and the detailed assessment in Annex V). The implementation of activities is in most cases underway or completed, while some possible interventions were not requested. The achievement of outputs related to the provision of support to UNESCO Member States in relation to emergency preparedness and response is

fully on track, and the likelihood to attain the related targets is globally high, while efforts will need to be increased in 2021 to achieve the outputs related to awareness-raising and resource mobilization. In turn, the likelihood to achieve the outcomes related to the improvement of UNESCO Member States' preparedness and response capacity to prevent, mitigate and recover the loss of cultural heritage and diversity as a result of conflicts and disasters is considered high, while the likelihood to achieve the outcome related outreach and mobilization of resources for the HEF is medium, especially due to the impact of the global pandemic. In terms of methodology, the emergency nature of the Fund and the fact that it operates upon request (for both preparedness and response activities) resulted in defining targets at activity level building on an estimate based on previous years' work. In this sense, the assessment of output delivery and related target attainment reflects the extent to which Member States' requests of support were met as opposed to whether actual needs matched the original estimate.

A **gender** perspective has been mainstreamed both in the overall approach of the Fund and in the implementation of activities, including in terms of impact on beneficiary communities, as well as involvement in the delivery of preparedness and response interventions, and capacity-building.

**Africa** has also remained a priority in the action of the Fund, as demonstrated by the fact that it is its first beneficiary region in terms of number of supported countries (21, or 1 out of 3) since the HEF's establishment.

**UNESCO priority groups**, such as Small Island Developing States (SIDS), Least Developed Countries (LDCs) and youth, have also significantly benefitted from the Fund. **SIDS** account for almost 20% of HEF beneficiary countries, while **LDCs** for almost 50%. Some activities, such as those related to heritage rehabilitation in Yemen through cash-for-work schemes, have a specific focus on **youth**.

**Climate change** is also at the centre of HEF action, for example through site monitoring via satellite imagery and capacity-building activities.

# 6/

## CONCLUSIONS

### 6.1 Achievements

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In 2020, **the HEF continued to expand its geographical scope**, supporting 28 emergency preparedness and response interventions which benefited 28 countries, either through in-country operations or through multi-country activities, bringing to 64 the overall amount of beneficiary countries since the beginning of its operations in 2016. Despite the COVID-19 pandemic, interventions have been launched or continued, and new working modalities have been defined, which can be applied to future activities, with the potential to increase the effectiveness of HEF operations and reduce their costs.

**The HEF continued addressing emergencies resulting from both conflicts and disasters**, and supported activities in response to the COVID-19 pandemic, on the basis of specific guidance defined by the HEF Evaluation Committee.

Furthermore, **the HEF fulfilled its mandate to support swift interventions that cannot be sustained under earmarked financing mechanisms**.

The Fund notably demonstrated its added value by filling a strategic gap: covering, through short-term and first-aid activities, the critical needs that arise between the occurrence of an emergency and the implementation of long-term and large-scale recovery projects.

As mentioned above, key improvements were made in terms of **outreach**, and **resource mobilization** was partially satisfactory, while the Fund successfully fulfilled a role of catalyst and multiplier of funding.

In terms of **management**, the implementation of the HEF Results' Framework for 2020-2021 is fully on track.

### 6.2 Challenges

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Over the course of 2020, key challenges were identified in relation to programme implementation, outreach and resource mobilization. While some are specific to the HEF (and hence strategies to address them can and will be defined), others are related to

the international context or to corporate rules and regulations (hence ways to face them are beyond the control of the secretariat of the Fund).

**Programmatic challenges** in 2020 concerned:

- ▶ implementation constraints related to the evolving situation on the ground or to changing security or accessibility conditions;
- ▶ the COVID-19 pandemic, which imposed significant limitations over travel and physical proximity, delaying the implementation of numerous activities related to capacity-building and emergency operations at country level;
- ▶ the lack of predictability of revenues, which in a number of cases implied granting lower amounts than those requested, thus limiting the scope of activities;
- ▶ striking a balance between preparedness and response activities, considering that the first ones are earmarkable and hence easier to raise funds for, while rare and valuable unearmarked funds (such as those of the HEF) should be better kept for activities which cannot be planned and are in consequence more difficult to raise funds for;
- ▶ striking a balance between the numerous and diverse aspects related to the management of the HEF (governance, finance, backstopping of operations, outreach, resource mobilization, etc.) and the willingness to keep staff costs to the minimum.

**Outreach challenges** in 2020 were represented by:

- ▶ ongoing major transformations at corporate level, along with the adoption of a revised communication strategy, which postponed the development of a communication plan for the HEF;
- ▶ the need to largely rely on audio-visual materials, produced at country level, of very diverse standards and often far-from-optimum quality;
- ▶ the COVID-19 pandemic, which hampered or delayed the organization of outreach events.

**Challenges in resource mobilization** in 2020 were related to:

- ▶ The perception that, in emergency contexts, areas of work related to basic needs (food, water, shelter, sanitation, etc.) should be given priority over culture;

- ▶ The increasingly competitive funding panorama for culture in emergencies;
- ▶ The impact that COVID-19 has had on the economies of some donor countries and on the capacity of the HEF secretariat to organize fundraising events;
- ▶ The preference of some donors for funding modalities which allow earmarking and a dedicated visibility, such as Funds-in-Trust;
- ▶ The intrinsically unpredictable nature of the work supported under the HEF, which does not give potential partners a full overview, at the outset, of beneficiary countries, specific activities to be implemented, and related expected results;
- ▶ The less visible nature of small-scale and short-term operations supported by the HEF (such as damage assessments, emergency evacuation of museums, stabilization of built heritage, etc.) as opposed to larger-scale and longer-term interventions (such as reconstruction of monuments or cultural repositories, etc.) which are hence preferred by potential partners.

The above causes a financial situation characterized by a narrow donor base, an unbalanced share of contributions between existing donors, as well as intermittent contributions of a limited amount, which jointly result in an overall lack of sustainability of the Fund, to be addressed as a matter of priority.

### 6.3 Way forward

In 2021, the Heritage Emergency Fund will continue to pursue its mandate and broaden its action.

At the **programmatic level**, the Fund will continue to support requests for immediate intervention in the aftermath of conflict and disasters globally, as well as initiatives to improve preparedness, while establishing or strengthening strategic partnerships with international organizations and other key stakeholders. This will have the dual purpose of strengthening the capacity of UNESCO Member States to prepare for and respond to emergencies and to incorporate a concern for cultural heritage in disaster risk reduction, security and peace operations, in line with the UNESCO *Strategy on Culture in Emergencies* and the Fund's Results Framework 2020–2021.

In the short to medium term, it will be important for the HEF to continue supporting preparedness activities. The Secretariat of the Fund will engage

systematically with UNESCO Field Offices in Africa, Latin America, the Arab States and Asia and the Pacific to identify needs, define activities to be funded and backstop their implementation. These may include support to inventories and workshops aimed at assisting national authorities in elaborating disaster risk preparedness plans and protocols for cultural sites and institutions. In the long term, the strategic focus of the HEF could be reassessed by shifting more emphasis onto emergency response, as envisaged by the UNESCO *Strategy on Culture in emergencies*.

With regard to the **operation** of the Fund, a revision of the *Guidelines on the use of HEF resources* will be launched in 2021, with the purpose to make more explicit the inclusion of pandemics (as biological hazards) in its scope, and clarify the conditions for granting support, in line with the recommendations of the 2019 'Evaluation of UNESCO's action to protect culture in emergencies', conducted by the Evaluation Office of UNESCO's Internal Oversight Service.

Additionally, a database of HEF activities (containing information on the country, amount granted, scope and type of emergency addressed, etc.) will be set up in 2021, with the objective to strengthen the knowledge management of the Fund.

In relation to governance, the composition of the HEF Evaluation Committee will be revised, in order to ensure an appropriate rotation of different regions (as representatives of Field Offices sit on the Committee).

**Communication and outreach efforts will be continued and expanded**, with the objective to raise awareness on the existence, the scope and the programme of activities of the Fund.

A social media campaign focused on the HEF will be launched in the first half of 2021 and implemented through UNESCO's corporate social media accounts, as corporate rules and regulations on social media do not allow for the establishment of a dedicated media outlet for the Fund.

Additionally, efforts to improve the quality of audio-visual materials on HEF-supported activities will be continued, through the dissemination of the communication guidelines developed by the secretariat of the Fund.

Whenever possible, Field Offices will be asked to organize opening and/or closing online events, in order to showcase the work of the Fund.

The HEF will also be promoted on the occasion of strategic events, such as the 2021 edition of the Abu

Dhabi Culture Summit, the G-20, and the UNESCO General Conference.

Finally, the good practice to inform HEF beneficiary countries about the granting of funds for implementation of activities in their territory will be continued, and their help will be sought in order to organize region-specific HEF presentations during meetings of UNESCO regional groups.

One of the main objectives in 2021 will be to strengthen **donor relations**; communication with donors will be strengthened in order to maximize their engagement both at programmatic level and in resource mobilization. Among the proposed activities: sharing information, on an ongoing basis, on newly approved emergency preparedness and response activities supported under the HEF; and inviting donors to opening and closing events related to HEF-supported activities (whenever activities allow for them). In this regard, donors will be requested to share contact details of representatives (within the Permanent Delegations to UNESCO, appropriate line Ministries and possibly Embassies at country level) whom the HEF Secretariat should liaise with on the above-mentioned communication.

With regard to **mobilization of resources**, efforts will be made to diversify and enlarge the HEF donor base.

Based on the experience of previous years, existing implementation constraints and the nature of the HEF (whose purpose is not large-scale and long-term interventions, but immediate intervention and first aid), the overall goal would be to ensure the sustainability and predictability of revenues, and more balanced donorship. This would entail attracting new donors, who, insofar as possible, would be willing to enter into a long-term partnership with UNESCO.

The objective of expanding the HEF donor base will be achieved by requesting the support of HEF beneficiary countries in those regions, and notably by appeals during meetings of UNESCO's Executive Board and General Conference; targeted presentations during meetings of UNESCO regional groups; organization of promotional events, if the health situation allows; and bilateral meetings of the Director-General, the Assistant Director-General for Culture and the Director for Culture and Emergencies.

Finally, the support of current HEF donors will also be sought, beyond financial contributions, on three different levels:

- ▶ public statements on the relevance of the HEF and on the success of its operations, for example during sessions of UNESCO's Executive Board,

General Conference and/or statutory meetings of the six Culture Conventions;

- ▶ promoting the HEF among cultural institutions or private sector actors in their countries, which could be interested in partnering for the preservation of cultural heritage in emergency situations, and facilitating negotiations with UNESCO;
- ▶ using the HEF as a beneficiary cause for fundraising events foreseen in their countries.

## Summary of financial information on the Heritage Emergency Fund as at 31.12.2020

(EXPRESSED IN US DOLLARS)

Based on the Financial Report issued by the Grants Management Section of the UNESCO Bureau of Strategic Planning as at 31 December 2020

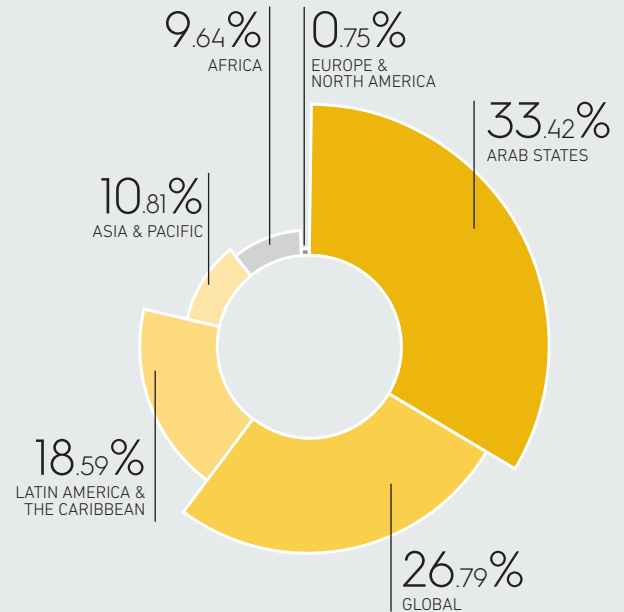
INCOME CREDITED IN 2020	\$765,128.68
EXPENDITURE INCURRED IN 2020	\$1,005,371.59
FUNDS AVAILABLE AS AT 31 DECEMBER 2020	\$2,430,978.38

EXPENDITURE RATE 45.28%

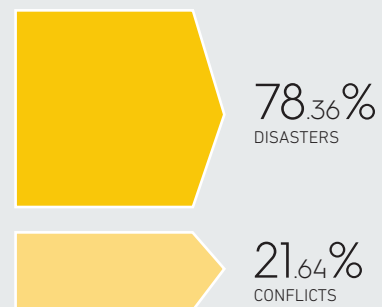
## Statistics

### DISTRIBUTION OF EXPENDITURE

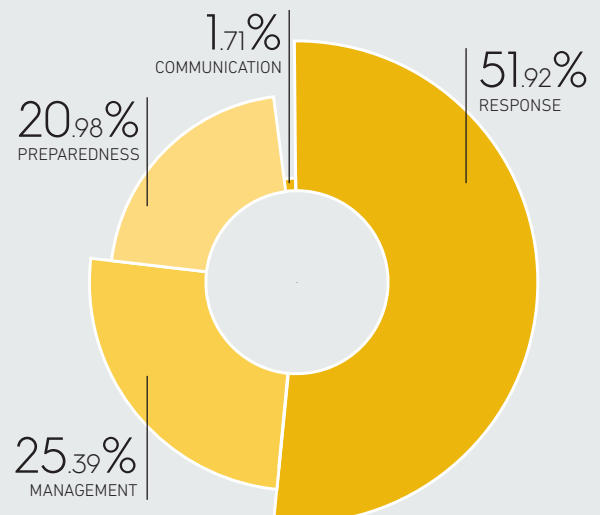
▶ by region



▶ by type of emergency



▶ by type of activity



## CHAPTER 1

## INTRODUCTION

## 1.1/

## CULTURE IN EMERGENCIES: CHALLENGES AND OPPORTUNITIES

Cultural heritage and diversity are increasingly affected by disasters and conflicts throughout the world, due to a variety of factors, including natural hazards, climate change and political instability, which often reinforce each other.

In the post-disaster and or post-conflict phase, the rehabilitation of heritage may contribute to strengthening the resilience of a community, helping people to recover a sense of dignity and empowerment. The appreciation of heritage, and hence its restoration, 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 a fundamental development imperative and security issue.

Within this context, many countries are unaware of the risks affecting their heritage or unprepared to address them. Furthermore, the capacity to respond quickly is often lacking and this in turn results in lost opportunities to control and reduce the extent of the damage.

UNESCO Member States have identified the need to protect culture and promote cultural pluralism in emergencies related to conflicts and disasters caused by natural or human-made hazards, with the overall purpose to strengthen peace, security and resilience, as a strategic priority for UNESCO.

In this framework, UNESCO has been asked to support Member States' efforts to improve their preparedness and response capacity to prevent, mitigate and recover the loss of cultural heritage and diversity as a result of conflicts and disasters.

## 1.2/

## THE HERITAGE EMERGENCY FUND: A TOOL TO PROTECT AND PROMOTE CULTURE IN CRISES

In order to address these issues and to harness the potential of heritage for resilience and social stability, the **Heritage Emergency Fund (HEF)**, a multidonor fund for the protection of culture in emergency situations, was established in 2015. The Fund is a pooled, non-earmarked funding mechanism, conceived as a flexible means of enabling the Organization to respond more 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 twofold objective is to assist Member States in protecting culture from disasters and conflicts by more effectively preparing for and responding to emergency situations, and to highlight the strategic role of culture in building social cohesion, stability and peace. The programme's activities are structured around two key stages of the disaster management cycle: preparedness and response. The programme also involves initiatives for outreach, communication and the mobilization of resources. The **Culture and Emergencies entity** coordinates such programme and its **Emergency Preparedness and Response (EPR) Unit** serves as the Secretariat of the HEF.

**The Fund's mandate** is to address, through short-term and first-aid activities, the critical needs that arise between the occurrence of an emergency and the implementation of long-term and large-scale recovery projects. It thus fills a strategic gap, as it supports critical interventions that rely upon funding immediately available and in standby, and that in consequence cannot be sustained under traditional financing mechanisms, which are based upon



planning processes that take time. By filling this gap, the HEF plays a role as a catalyst of further funding, as those interventions provide the necessary baseline information for the development of recovery projects.

The HEF finances activities that address **emergencies concerning culture**, defined as follows: situations of imminent threat to heritage, resulting from natural or human-made hazards, including armed conflict, in which a Member State finds itself unable to overcome the severe consequences of the situation on the protection, promotion and transmission of heritage or on efforts to foster creativity and protect the diversity of cultural expressions, and where immediate action is required.

The HEF is a key mechanism 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 related **Addendum concerning emergencies associated with disasters caused by natural and human-induced hazards**, adopted by the UNESCO General Conference in 2015 and 2017 respectively, and the **Action Plan** for their implementation, adopted by the Executive Board in 2017 and covering the time span 2015–2021. The Strategy orients the work of the Organization along two key objectives: on one hand, strengthening the ability of Member States to prevent, mitigate, and recover from 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.

For the first time, the regular programme and budget of UNESCO for 2018–2021 (39 C/5) includes an **Expected Result (ER5) dedicated to culture in emergency situations**: *'Culture protected and cultural pluralism promoted in emergencies through better preparedness and response, in particular through the effective implementation of UNESCO's cultural standard setting instruments'*. The inclusion of emergency

preparedness and response in the 39 C/5 ensures the alignment and coherence of the HEF with the priorities of UNESCO as set by its Member States, thus strengthening its legitimacy and relevance as the main financial instrument of the Organization in this critical area of work.

A **Results Framework** for the HEF has been developed for the 2020–2021 biennium, building on ER5 and on the objectives of the Strategy.

The Heritage Emergency Fund finances activities falling within the domains of the **six UNESCO Culture Conventions**, and associated programmes, thus supporting their implementation.

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

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

A **Donors' Advisory Group**, co-chaired by the Assistant Director-General for Culture and a representative of a donor country, currently H.E. Mr Khalifa Jassim Al-Kuwari, Director General of the Qatar Fund for Development, meets once a year to share information and best practices on the implementation of the activities supported by the HEF, and to offer advice related to the HEF's strategy, fundraising, reporting, branding and communication approaches.

1. The activities implemented should prioritize 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

# PREPAREDNESS

## 2.1/ TECHNICAL ASSISTANCE

### 2.1.1 Development of an emergency preparedness plan for the World Heritage property of 'Petra' (Jordan)

#### KEY ACHIEVEMENTS

- ▶ Vulnerability to floods of the World Heritage property of 'Petra' (Jordan) reduced through the development of an integrated hydrologic-hydraulic model of the Wadi Musa watershed, as well as preliminary designs and a roadmap for the implementation of flash-flood risk mitigation measures



▲ TOPOGRAPHIC SURVEY IN FRONT OF THE ROMAN THEATRE OF PETRA (JORDAN) © UNESCO

As reported in the HEF 2019 Annual Progress Report, the HEF funded the development of an integrated hydrologic-hydraulic model of the Wadi Musa watershed, located in the World Heritage property of 'Petra' (Jordan). The model, which was based on a thorough hydrological and hydraulic study of the area and the collection of available baseline data, was elaborated in response to a request by the Petra Development and Tourism Region Authority (PDTRA) following a series of flash-flood events in 2018. Urgent risk mitigation measures for the flash floods needed to be identified in order to reduce the overall level of disaster risk at the property before the next rainy season.

Following the completion, in 2019, of the data collection process and model development phase, the activity concluded in 2020 with the provision to the PDTRA of a set of preliminary designs and a roadmap for the implementation of structural flash-flood risk mitigation interventions at the property. The model, preliminary designs, and roadmap provide the PDTRA with a set of dynamic tools to conduct simulations and assessments of different disaster scenarios and solutions, while facilitating an efficient planning for the implementation of necessary risk mitigation interventions.

This activity represented the first ever comprehensive assessment of the information available at PDTRA in relation to meteorological, topographic and climatic data, leading to the elaboration of key baseline data, with the overarching purpose of protecting the World Heritage property of Petra against future disasters.

### 2.1.2 Disaster Risk Management planning for historic cities in Peru

#### KEY ACHIEVEMENTS

- ▶ Disaster risk management (DRM) of seven historic cities in Peru strengthened through the development of a DRM self-assessment tool (including action plans for DRM interventions) and a methodological guide
- ▶ Additional funds mobilized for the translation of the methodological guide into English and French, which will allow for the replication of the exercise in historic cities in other parts of the world



Peru is a country with a high seismicity. Over the past 400 years, at least 30 major earthquakes have hit the country, with the four most recent being near the coast of Lima (1940), Nazca (1996), Arequipa (2001), and Pisco (2007). Peru is also exposed to recurring risks from tsunamis, notably in coastal regions, volcanic eruption from the country's 15 active volcanoes, and landslides in valleys and mountainous areas. In the northern coast, the country is especially vulnerable to El Niño oscillations, which are typically characterized by prolonged torrential rains mainly in the Regions of Tumbes, Piura, and Lambayeque, while southern Peru is prone to droughts, frosts, severe cold snaps, and other hydro-meteorological events.

Given the fact that almost 80% of the country's population lives in cities, unplanned urban development has intensified Peru's vulnerability to disaster risks. In a context in which the wide range of urban cultural heritage and creative activities constitute a central component of the daily lives and means of living of the population of Peru's major cities, such vulnerability is further exacerbated.

Against this background, the HEF supported an activity aimed at enhancing the preparedness and resilience of Peru's urban heritage and creative activities in the face of seismic and climate change-induced disasters by developing the municipal governments' resilience, capacity for risk reduction, policy design, and delivery. This was achieved through the design and implementation of a self-assessment tool developed through a multidimensional and participatory exercise with the national and local authorities of ten historic Peruvian cities, namely Lima, Rímac, Piura, Cajamarca, Arequipa, Cusco, Ayacucho, Trujillo, Chachapoyas, and Lambayeque.

▲ **SCREENSHOT OF PARTICIPANTS ATTENDING THE FIRST ONLINE WORKSHOP ON DESIGNING THE SELF-ASSESSMENT TOOL AIMED AT ENHANCING THE PREPAREDNESS AND RESILIENCE OF PERU'S URBAN HERITAGE IN THE FACE OF DISASTERS © UNESCO**

Despite the challenges posed by the COVID-19 pandemic, four workshops, which gathered 419 participants (including 180 women) were organized during the course of 2020, and resulted in the successful self-evaluation, validation, and creation of six action plans for seven cities (Arequipa, Chachapoyas, Cajamarca, Cusco, Lima/Rímac and Piura) to implement DRM actions for the protection of urban historic monuments and centres. At the time of the conclusion of the activity, the remaining three cities (Cajamarca, Trujillo and Lambayeque) were in the process of finalizing the development of their action plans in close consultation with UNESCO.

The DRM self-assessment tool was developed in partnership with the United Nations Office for Disaster Risk Reduction (UNDRR) and an international infrastructure firm, AECOM, under the "Making Cities Resilient Campaign: My City is getting ready!" which supports the implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030. In addition to the tool, a methodological guide was elaborated based on the pilot exercise and experience in Peru, with the view to implement the tool in other historic urban centres across the Latin America and Caribbean region and elsewhere. The guide will be published in Spanish by May 2021 and will be translated into English and French with the support of UNDRR (US\$ 30,000).

On 10 November 2020, an event to present the key achievements of this activity was organized, and HEF partners were invited to attend.

# 2.2/

## TRAINING ACTIVITIES

### 2.2.1 Capacity-building in Disaster Risk Management and emergency preparedness for World Heritage properties in the Lao People's Democratic Republic

#### KEY ACHIEVEMENTS

- ▶ Capacities of representatives of governmental entities, cultural institutions, museums, and World Heritage properties in the Lao People's Democratic Republic strengthened in Disaster Risk Management and emergency preparedness for World Heritage properties, through the implementation of two training workshops
- ▶ Vulnerability to risks of the World Heritage property 'Megalithic Jar Sites in Xiengkhuang – Plain of Jars' reduced through the elaboration of disaster risk maps, the definition and testing of mitigation measures and emergency response protocols, and the development of a mobile application to record the vulnerability, hazards and baseline condition of the conditions of the jars

In July 2019, the 'Megalithic Jar Sites in Xiengkhuang – Plain of Jars' were inscribed on the World Heritage List with a recommendation to the State Party of



▲ WORKSHOP PARTICIPANTS MAPPING DISASTER RISKS DURING A FIELD VISIT AT THE WORLD HERITAGE PROPERTY 'MEGALITHIC JAR SITES IN XIENGHUANG – PLAIN OF JARS' (LAO PEOPLE'S DEMOCRATIC REPUBLIC)  
© UNESCO

the Lao People's Democratic Republic (Lao PDR) to develop and implement disaster risk management (DRM) strategies for the property, including capacity-building activities. Similar concerns were raised by the International Council on Monuments and Sites (ICOMOS) in relation to the property's ability to manage disaster risks, as witnessed by the major floods and storms which affected the property during the course of 2018.

In this context, the HEF financed in 2020 a number of activities aimed at strengthening the overall approach to, and application of, DRM at the property, including the implementation of two training workshops; a mapping of disaster risks at the property, and the design and testing of mitigation measures and emergency response protocols; and consultations and advocacy towards the integration of DRM into the overall management system and practices.

As a result of the support from the HEF, a first workshop was organized from 17 to 21 February 2020, in collaboration with the Department of Heritage and Plain of Jars Management Office, for 39 (including 12 women) national, provincial, district and local-level stakeholders, including representatives of the National Heritage Department, Departments of Information, Culture and Tourism at the provincial and district levels, the three World Heritage properties in the country, and DRM focal points from the Ministry of Labor and Social Welfare. The workshop provided an overview of DRM for heritage sites, the methods applied for the mapping of disaster risks and included field visits of the Plain of Jars for a demonstration on how to conduct disaster risk mapping exercises.

Following the workshop, the first ever comprehensive mapping of disaster risks concerning heritage sites in Lao PDR was undertaken at the Plain of Jars by a risk mapping team composed of heritage personnel, Geographic Information Systems (GIS) experts and local communities and authorities through field surveys and desk-based research.

In addition, a mobile application was developed specifically for the Plain of Jars to ensure accuracy in data collection and to encourage the participation of local heritage personnel and stakeholders in the recording of vulnerability, hazards and baseline condition of the conditions of the jars.

Disaster risk maps were successfully developed for the property's 11 jar sites, and were presented to, and endorsed by, the Department of Heritage and Plain of Jars Management Office in the framework of a second workshop organized from 21 to 26 December 2020 and attended by 42 stakeholders (including 13 women) at the national, provincial and local levels.

The workshop also resulted in the improvement and field testing of draft mitigation measures and Standard Operating Procedures (SOP) on emergency response for the Plain of Jars. These will now be finalized and socialized at the different jar sites.

Due to the COVID-19 pandemic, the activity faced a number of delays in implementing the third training workshop, finalizing the mitigation measures and SOP, and integrating the DRM outputs of this activity into the overall management system and practices for the property. As a result, implementation will continue into 2021 in order to enable the completion of the foreseen activities.

The final outputs of the activity will be reported in the HEF Annual Progress Report for 2021.

## 2.3/ PARTNERSHIP COORDINATION AND ADVOCACY

### 2.3.1 International Alliance for the Protection of Heritage in Conflict Areas (ALIPH)

#### KEY ACHIEVEMENTS

- ▶ Cooperation between UNESCO and ALIPH on the protection of culture in situations of armed conflict and pandemics strengthened

In 2020, cooperation was strengthened between UNESCO and the International Alliance for the Protection of Heritage in Conflict Areas (ALIPH)<sup>2</sup>. The HEF notably supported, through the recruitment of an Associate Coordination Officer, the development and the approval process of the project 'Reconstruction

2. The HEF is a UNESCO multi-donor programme and does not have a separate legal identity of its own. As such, it cannot enter into agreements with third parties, as partnership agreements at UNESCO are established at the Organization's level rather than at programme's level. On the other hand, HEF resources are used as co-financing to reinforce related programmes and strengthen the impact of UNESCO's action to protect heritage under threat. In this case, the HEF's support to the partnership refers to staff costs, as it is the funding source of the salary of the Associate Coordination Officer who backstopped it in 2020.

and rehabilitation of the built heritage of Bandiagara' (US\$ 1 million). The scope of the three-year project, which will be implemented between 2021 and 2023, includes the reconstruction or rehabilitation of the destroyed built heritage of the World Heritage property of the 'Cliff of Bandiagara (Land of the Dogons)' in Mali, notably housing, granaries, places of traditional cultural practices and cultural centres, as well as the replacement and the resumption of the production of cultural objects, and the safeguarding of unusable ceremonial objects in a memorial collection.

In addition, four projects (US\$ 60,000) were developed and approved in the framework of the ALIPH COVID-19 Action Plan, which aims at strengthening the overall resilience of the culture sectors of Benin, the Democratic Republic of Congo (DRC), Ethiopia, and Mali in the context of the COVID-19 pandemic.

Together, these projects contribute to reinforcing the partnership between UNESCO and ALIPH on the protection of culture in situations of armed conflict and pandemics, resulting in an increased global operational and financial support to UNESCO's action.

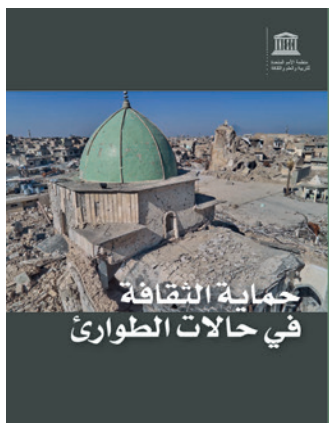
## 2.4/ AWARENESS- RAISING MATERIALS

### 2.4.1 Brochure 'Protecting Culture in Emergencies'

#### KEY ACHIEVEMENTS

- ▶ Awareness of the importance to protect culture in emergencies strengthened, through the development of the Arabic version of the brochure 'Protecting Culture in Emergencies' and its printing and dissemination in four languages

The brochure 'Protecting Culture in Emergencies' is an awareness-raising tool showcasing the different aspects of UNESCO's action for the protection of culture in crises. It highlights how, 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 strengthening the resilience of communities.



▲ **THE ARABIC VERSION OF THE BROCHURE 'PROTECTING CULTURE IN EMERGENCIES' © UNESCO**

Following the release of the brochure in English, French and Spanish in 2018-2019, an Arabic version was produced in 2020, shared with UNESCO networks in Arab countries and made available on the webpage 'Culture in Emergencies', where it was downloaded more than 1,000 times.

Additionally, the four language versions were printed. The development of the brochure resulted in strengthening UNESCO's overall advocacy for the importance to protect Culture in Emergencies, which will be further reinforced through the distribution of its printed version at key events, as soon as the health situation allows.

## 2.4.2 Webpage 'Culture in Emergencies'

### KEY ACHIEVEMENTS

- ▶ Awareness of Member States on the importance of protecting cultural heritage in emergency situations raised through the ongoing updating of the Culture in Emergencies webpage

The UNESCO webpage on 'Culture in Emergencies' presents information on the Sector's work in the areas of preparedness and response to emergencies related to conflicts and disasters. It showcases activities implemented by the Secretariats of the six Culture Conventions, the Emergency Preparedness and Response Unit and Field Offices.

The webpage was regularly updated throughout the year with new text, additional materials and web articles in English and French, which reached 7,863 viewers.

# 2.5/ MEETINGS AND EVENTS

## 2.5.1 Online panel in the context of the Abu Dhabi Culture Summit

### KEY ACHIEVEMENTS

- ▶ Awareness raised among the general public of the critical situation of the culture sector following the COVID-19 pandemic and visibility of UNESCO's efforts to respond increased

An online panel entitled 'Alone together: Culture and Resilience' was organized, in the context of the Abu Dhabi Culture Summit, by the Department of Culture and Tourism of Abu Dhabi on 9 April 2020. Due to the outbreak of the COVID-19 pandemic, the panel replaced the fourth edition of the Summit, originally scheduled to take place from 5 to 9 April 2020.

Launched in 2017, the purpose of the Summit is to advocate for a central and strategic role for culture in the contemporary world, by convening leaders in arts, heritage, media, museums and public cultural policy. Partners of the Summit, which is organized on a yearly basis, include The Economist, the Royal Academy of Arts, Google, the Solomon R. Guggenheim Foundation, the British Council, Louvre Abu Dhabi and the United Nations Conference on Trade and Development (UNCTAD).

The panel focused on the impact of the unprecedented crisis caused by COVID-19 on the cultural sector, and notably on the challenges faced by cultural organizations to endure extended periods of shutdown, and priorities to support institutions and artists, as well as lessons learnt and new frameworks for the cultural sector.

UNESCO was represented by the Assistant Director-General for Culture, who highlighted the role of culture as a source of comfort, inspiration and hope, and illustrated the diverse aspects of UNESCO's response to the crisis. The panel, which was attended by hundreds of people worldwide, resulted in strengthened attention to the critical situation of the culture sector and increased visibility of UNESCO's efforts in facing challenges of COVID-19 pandemic.

## CHAPTER 3

**RESPONSE****3.1/  
ASSESSMENT AND  
ADVISORY MISSIONS****3.1.1 Setting up and operation of the Rapid Response Mechanism for Culture in Emergencies****KEY ACHIEVEMENTS**

- ▶ UNESCO's capacity to respond swiftly and effectively to emergencies affecting culture strengthened by finalizing the establishment of a 'Rapid Response Mechanism for Culture in Emergencies', notably through the development in French of two online training modules for Roster members, the setting up of an online platform to host the modules and the training of 50 Roster members (including 20 women) on UNESCO and its mandate in the area of culture, as well as on Culture in Emergencies
- ▶ 2 emergency response operations supported remotely thanks to the Rapid Response Mechanism for Culture in Emergencies

The HEF has been supporting the setting up and operation of the UNESCO Rapid Response Mechanism (RRM) for Culture in Emergencies since its endorsement by the 201st session of the Executive Board in 2017.

In 2019, the UNESCO Roster for Culture in Emergencies and the development of two online training modules for Roster members in English (the first one on UNESCO and its mandate in the area of culture and the second one on Culture in Emergencies) had been co-supported by the HEF and the Instrument for Stability and Peace of the European Union. In 2020, the Fund supported the translation into French of the modules, their concordance check with English version, and their production in an e-learning format by the company which had developed their English version.

Subsequently, a provider of learning management system was recruited, through a competitive process, to host both versions of the modules (for an initial

time of two years) and create the appropriate registration, access and certification systems. This was required as, for security reasons, access to UNESCO's learning management system cannot be given to external users (such as Roster members).

Finally, Roster members took both online courses, which contributed to strengthen Roster members' preparedness and effectiveness in the event of deployments.

In 2020, while Roster members could not be deployed due to the travel restrictions caused by the COVID-19 pandemic, they provided remote support to national and local authorities in Croatia, following the April 2020 earthquake, as well as in Lebanon, following the blasts in Beirut in August 2020.

**3.1.2 Culture Chapter of the Post-Disaster Needs Assessment (PDNA)****KEY ACHIEVEMENTS**

- ▶ Capacities of national and local authorities in the Post-Disaster Needs Assessment (PDNA) for the Culture Sector reinforced

In 2020, the HEF funded the Arabic and Spanish translation of the culture chapter of the Post-Disaster Needs Assessment (PDNA).

The PDNA is a methodology that was created in 2008 by the United Nations, the European Union, and the World Bank in order to assist governments in their post-disaster assessments at the national level, and, on the basis of these assessments, to produce a sustainable recovery strategy.

The culture chapter of the PDNA was developed and published by UNESCO in 2014. For the culture sector, this implies that a single methodology was defined to assess a disaster's social, economic and government-related consequences specific to the culture sector. Since 2015, PDNAs which have included a culture chapter have been implemented by a number of Member States across all regions of the world, with the support of UNESCO. These include, for example,

Ecuador (2016), Lao People's Democratic Republic (2018), Mozambique (2019), and Albania (January 2020). More recently, in 2020, the PDNA methodology has been adapted in order to assess the impacts of the COVID-19 pandemic on the culture sector in both Ecuador and El Salvador.

The culture chapter of the PDNA in Arabic and Spanish was disseminated among national authorities and relevant stakeholder networks in the Arab and Latin American regions, thus strengthening national and local capacities in disaster preparedness for the culture sector.

### 3.1.3 Damage assessment of the World Heritage property 'Historic Town of Grand-Bassam' (Côte d'Ivoire)

#### KEY ACHIEVEMENTS

- ▶ In 2020, the production and dissemination of the report of the 2019 damage assessment mission at the World Heritage property of the 'Historic Town of Grand-Bassam' resulted in framing the future recovery strategy for the property

#### ▼ LOCAL INHABITANTS CIRCULATING BY BOAT WITHIN THE WORLD HERITAGE PROPERTY OF THE 'HISTORIC TOWN OF GRAND-BASSAM' (CÔTE D'IVOIRE) FOLLOWING THE FLOODS OF OCTOBER 2019 © UNESCO

As reported in the Annual Progress Report of the HEF in 2019, a damage assessment at the World Heritage property of the 'Historic Town of Grand-Bassam' in Côte d'Ivoire was conducted following the heavy rains and floods of October 2019.

The mission, which took place from 25 to 30 November 2019, was conducted in close cooperation with national and local authorities, with the support of the UNESCO Office in Abidjan, and involved seven experts (all men) with expertise in the fields of hydrology, architecture, structures, heritage, town planning and landscapes. The mission, which visited 10 affected sites and met representatives of different stakeholder institutions, resulted in the elaboration of a report whose scope included: 1) the identification of emergency response measures to be implemented in the short, medium and long term (including a budget and a detailed work schedule); and 2) the formulation of recommendations for the integration of a disaster risk reduction (DRR) strategy in the overall management plan for the property, including the identification of related training needs for its implementation.

In 2020, the HEF supported the production and dissemination of the mission report to national authorities and local stakeholders, including the Vice President and Minister of Culture of Côte d'Ivoire, which resulted in framing the future recovery strategy for the property, while raising awareness of the need to upscale emergency preparedness and response plans for cultural sites in the country.





### 3.1.4 Emergency assessments at cultural heritage sites and cultural repositories in Cameroon

#### KEY ACHIEVEMENTS

- ▶ Emergency assessments covering 7 sites and museums across three regions in Cameroon completed
- ▶ 27 local stakeholders (including 13 women) trained in conducting technical assessments for heritage at risk

Over the last few years, Cameroon has been facing a number of complex crises: the Far North region has been critically affected by the Boko Haram crisis in the Lake Chad Basin; in the East region, the arrival of refugees from the Central African Republic has increased humanitarian and basic needs by over 30% during the course of 2019; and the North-West and South-West regions are being weakened by the so-called “Anglophone” crisis. These crises are further aggravated by structural and chronic vulnerabilities deepening the impact on communities’ socio-economic resilience.

In particular, the security situation in the Far North continues to be volatile, with a steadily growing number of internally displaced persons (IDPs) as a result of the attacks from Boko Haram. These attacks include looting, destruction of dwellings, killings, kidnapping for ransom or forced recruitment as well as the burning of villages and necessities. In this context, community traditional systems, built heritage and collections – most often represented by community museums – are at serious risk, their vulnerability exacerbated by the fact their collections are not systematically documented and secured.

In this context, the HEF supported in March and December 2020 two emergency assessment missions for cultural heritage sites, museums and collections at risk in the North-West, South-West and Far North regions of Cameroon, with the aim of identifying needs on the most critical interventions required to strengthen their security and to avoid further loss of heritage. Assessments were successfully carried out across the three regions covering a total of seven sites and museums, including the Fondoms of Bafut, Babungo, Mankon, and the community museums of Lifafa (in the North-West and South-West regions), as well as the areas of Yaboua, Mokolo and Goulfrey (in the Far North region).

The assessments found visible damage to the built heritage, including cracks on walls, shattered windows, and vandalized shrines, such as those in Bafut. Some sites, such as grass house shrines, have



▲ ASSESSMENT AT A MUSEUM IN CAMEROON  
© UNESCO/Jean-Roland Onana

been burned, while others, such as stone shrines, have been pulled down. The buildings of the museums have leakages, with some collections destroyed as a result of both human action and natural disasters. Finally, the assessment concluded that a number of cultural expressions have been disrupted due to the ongoing “Anglophone” and Boko Haram crises which have resulted in the displacement of several communities who are no longer able to gather to practice and celebrate their intangible heritage. This has also had an overall impact on income-generating activities in the region which rely on cultural tourism. Finally, looting at a number of sites was also recorded, which is increasing the risk of loss of heritage values in the region, including antiquities dating back from the 17th and 18th centuries.

The assessments were carried out in collaboration with the Cameroonian Ministry of Arts and Culture (MINAC), the National Museum of Yaoundé, Association EYASU, the Universities of Buea, Bamenda, and Maroua, and traditional leaders across the three target regions. For the assessment in the Far North region, UNESCO collaborated with the UN Office for the Coordination of Humanitarian Affairs (OCHA) in order to enhance the assessment teams’ ability to collect the required information on the ground in areas of difficult access. For the North-West and South-West regions, where the crises are ongoing and on-site access was limited due to the security situation, the assessments were implemented directly by 27 managers of the targeted sites and museums as well as local stakeholders (including 13 women) who received a dedicated training by UNESCO on how to conduct technical assessments for heritage at risk, including the different data and information to record for an effective rapid assessment.

At the end of January 2021, the results of the assessments were being discussed with the Ministry of Defense of Cameroon, with the aim of elaborating a cooperation document with UNESCO and national and local authorities in charge of culture in Cameroon on the protection of cultural heritage in the event of armed conflict.

In 2021, building on the results of the assessment, urgent rehabilitation interventions and the securing of the sites at risk will be implemented. In addition, further training activities targeting communities, staff from government institutions, and partner organization within the affected areas will also be conducted on assessment, documentation and monitoring for heritage. Such training activities aim to empower local professionals in first aid and prevention, while contributing to directly preparing local communities in adopting and operationalizing security plans.

The final outputs of the activity will be reported in the HEF Annual Progress Report for 2021.

### 3.1.5 Post-flood damage assessment at archaeological sites in Sudan

#### KEY ACHIEVEMENTS

- ▶ Assessment of archaeological sites, museums and cultural repositories completed and urgent safeguarding measures identified



▲ MISSION ASSESSING THE WORLD HERITAGE PROPERTY OF THE 'ARCHAEOLOGICAL SITES OF THE ISLAND OF MEROE' (SUDAN) © UNESCO

In the fall of 2020, Sudan was hit by its worst flooding in decades. Weeks of torrential downpours, and the resulting rise in level of the river Nile, caused deaths, displacement, and the widespread destruction of key infrastructure and livelihoods across the country. Over 120 people lost their lives and another 860,000 people were critically affected, according to the Sudan Government's Humanitarian Aid Commission.

Numerous archeological sites throughout the country have been impacted by the disastrous floods, as ancient Sudanese civilizations were mostly located near the Nile. Heavy water infiltrations have been recorded, among others, at two sites inscribed on the World Heritage List: the 'Archaeological Sites of the Island of Meroe', at the heartland of the Kingdom of Kush, a major power from the 8th century B.C. to the 4th century A.D, and 'Gebel Barkal and the Sites of the Napatan Region', which are outstanding testimonies to the Napatan (900 to 270 B.C.) and Meroitic (270 B.C. to 350 A.D.) cultures.

Following a request of support from the Sudanese authorities, UNESCO, through its Heritage Emergency Fund, organized an emergency assessment mission to the affected sites from 2 to 17 November 2020. The mission, composed of four experts in geology, hydrology and archaeology and restoration, as well as a representative of the UNESCO Office in Khartoum, visited sites and museums in the River Nile State, the Northern State and the Khartoum State, where meetings with national and local stakeholders were also organized.

The main findings contained in the report released on 8 December 2020 included that water infiltration at a number of sites loosened their sandstone foundation and may in the future result in collapse if not addressed; furthermore, stagnant water (up to a height of 38 cm) led to loss of colour in the painted surfaces of buildings and statues. Issues related to the overall management framework were also identified.

The mission provided a comprehensive set of costed recommendations, ranging from the setting up of flood protection and drainage systems, to sand removal interventions, fencing, surface cleaning, surveying and documentation. Priorities were set in terms of the development of a Master plan for the Royal City at Meroe and protection measures to counter the rising ground water level at the pyramids in Nuri.

In the immediate aftermath of the mission, a research team focusing on water impact on archeological sites and an operational team for the implementation of urgent safeguarding measures were set up by national authorities.

### 3.1.6 Impact assessment of COVID-19 on the culture sector of Ecuador using the PDNA methodology

#### KEY ACHIEVEMENTS

- ▶ Capacities of Ecuadorian national authorities in the CRNA methodology and its application to the culture sector strengthened
- ▶ In-depth analysis of the pandemic's impacts and effects on ICH in Ecuador conducted
- ▶ Further resources mobilized for the recovery of the culture sector

Ecuador was one of the first countries in the Latin America and Caribbean region to declare an emergency situation due to the COVID-19 pandemic. The National Committee of Emergency Operations was activated in March 2020 and, with a resolution adopted in May 2020, Ecuador became the first country to launch a national Post-Disaster Needs Assessment (PDNA) to assess the social and economic impacts of the COVID-19 pandemic. In this regard, the Government of Ecuador requested the assistance of the United Nations (UN) and the World Bank to support the implementation of the PDNA, which called for the revision of its methodology – which is specifically designed for contexts of disasters – in order to be applicable to the context of the pandemic. In order to reflect this distinction, the national assessment is referred to as the 'COVID-19 Recovery Needs Assessment' (CRNA).

At the request of the Ministry of Culture and Heritage of Ecuador, the HEF supported the inclusion of the culture sector in the CRNA through the provision of three experts (including a woman) to the Ministry of Culture and Heritage and the National Institute for Cultural Heritage. Through the technical expertise provided, an assessment of the culture sector of Ecuador, prior to the pandemic, was conducted in order to elaborate a detailed comparative analysis of the pandemic's effects and impacts on the culture sector during the period of March to June 2020.

Among the key findings of the CRNA, the estimation of losses incurred across the culture sector amounted to a total of almost US\$ 80 million. The cultural and creative industries represented the most affected sub-sector, representing 70% of the total losses, while severe socio-economic impacts and losses were also observed in the sub-sector comprising tangible cultural heritage and social memory repositories (e.g. museums, libraries,

and archives), which is contributing to increasing existing vulnerabilities and risks such as interruption in important conservation research programmes, looting and illegal land appropriation within archaeological sites, and the reduction of tourism-related income-generation activities in historic city centres. Similarly, ICH-related economic losses were identified, primarily as a result of the lack of opportunity to commercialize handicraft products and to organize cultural events and festivals. The COVID-19 pandemic also posed health threats to ICH bearers themselves, which presented risks to traditional forms of intergenerational transmission.

To complete the ICH analysis stemming from the CRNA, an in-depth analysis on the pandemic's impacts and effects on ICH in Ecuador was conducted, and revealed that various ICH elements and transmission spaces that had lost their relevance in the past decades (such as traditional knowledge and know-how related to medicine and agriculture) had, in fact, regained visibility.

As part of the CRNA, short and medium-term recovery strategies were prioritized through 8 workshops organized with the Ministry and the National Institute, and inter-sectoral collaborations between the culture sector and other key sectors (e.g. tourism, trade, and production) were identified and recommended in the framework of 3 multi-sectoral workshops involving representatives from the different ministries and led by the Presidency of the Republic.

The findings and recommendations stemming from the CRNA were endorsed by the Ecuadorian authorities, and are now at the heart of the funding priorities of the Ministry of Culture and Heritage, with a specific project focusing on the recovery of handicraft products currently being prepared with the support of the Presidency of the Republic.

Following the CRNA, an estimated US\$ 249,000 of additional funding have been mobilized by the Ministry of Culture and Heritage through open calls for projects in support of the recovery of the culture sector of Ecuador.

The final outputs of the activity – which include an in-depth analysis of the differentiated impacts of the COVID-19 pandemic on gender, race, and ethnicity, with a specific focus on indigenous and afro-descent women working in the culture sector – will be reported in the HEF Annual Progress Report for 2021.

### 3.1.7 Post-Disaster Needs Assessment for Culture in Albania

#### KEY ACHIEVEMENTS

- ▶ Technical assistance to national authorities in Albania in coordinating the PDNA provided, resulting in the elaboration of the culture chapter of the PDNA report
- ▶ Capacities of Albanian national authorities in the PDNA methodology and its application to the culture sector strengthened
- ▶ Prioritization of cultural heritage sites for future interventions conducted
- ▶ Further resources mobilized for the recovery of the culture sector

On 26 November 2019, a 6.4 magnitude earthquake struck Albania, 34 kilometres northwest of the capital Tirana. According to the national authorities, 51 people lost their lives, hundreds were severely injured, and an estimated 13,000 inhabitants were displaced. In addition to the loss of lives, the earthquake resulted in the destruction of thousands of buildings, including cultural heritage monuments and sites, with the ten municipalities worst affected being Durrës, Vore, Shijak, Kruje, Lezha, Mirdites, Kurbin, Kavaja, Kamza and Tirana.

#### ▼ AERIAL IMAGE BY DRONE CAPTURING THE DAMAGE AT THE CASTLE OF DURRËS (ALBANIA) FOLLOWING THE EARTHQUAKE © UNESCO



On 4 December 2019, the Government of Albania requested a Post-Disaster Needs Assessment (PDNA) in order to assess the effects (damage and losses), impacts (macro-economic and human development), and recovery needs arising from the earthquake. In this context, UNESCO supported the Albanian Ministry of Culture in the coordination and implementation of the PDNA for the culture sector (PDNA-Culture).

In the framework of the PDNA, the HEF supported the organization of an online training on the PDNA methodology for two national experts (both women) appointed by the Ministry of Culture, as well as their participation in field assessments at key disaster-affected areas in Albania in order to elaborate the PDNA report for the culture sector.

The report comprised an assessment of 111 cultural heritage assets across 11 municipalities in the counties of Durrës, Tirana and Lezha. Of the 111 assets, considerable damage was recorded for 53 monuments, out of which 23 are classified at high risk of collapse and 30 at medium risk.

Based on consultations with the Ministry of Culture and the Institute for Monuments of Culture, six priority sites were identified as requiring immediate intervention to safeguard them from future potential collapse and damage. These included the Castle of Kruja, the Castle of Durrës, the Castle of Preza, the Castle of Bashtova (inscribed on the World Heritage Tentative List of Albania), Tekke of Dollma in Krujë, and the Ethnographic Museum – House of Aleksandër Moisiu in Durrës.

The PDNA report was presented at the International Donors' Conference 'Together for Albania' organized by the European Commission in Brussels on 17 February 2020, which resulted in the EU and international donors pledging a total of EUR 1.15 billion for the country's post-earthquake reconstruction and recovery (out of which the culture sector received EUR 50 M from the EU and EUR 70,000 from the Swiss Government).

## 3.2/ URGENT INTERVENTIONS ON THE GROUND

### 3.2.1 Safeguarding of museum collections in Burkina Faso

#### KEY ACHIEVEMENTS

- ▶ Collection of the Kaya Museum evacuated, inventoried, digitalized and documented for the first time and collection of the Pobe museum inventoried and secured
- ▶ Heritage professionals in Burkina Faso trained for the first time in emergency interventions related to movable heritage (rapid inventory, emergency conservation and evacuation of heritage collections, as well as digitization and valorization of museum collections), which in turn strengthened their capacity to deal with the deteriorating security in the Sahel
- ▶ A digitization and information management system (SYGEM) developed and ready to be applied to future collections

Following the deterioration of the security situation in the northern and eastern regions of Burkina Faso in 2018, resulting from attacks by armed groups interethnic strife, and the related significant risk of destruction, looting, illicit trafficking and sale of cultural objects, the HEF had supported in 2019 an activity aimed at securing the collections of three museums considered particularly at risk: the Museum of the archaeological site of Oursi, the community museum of Pobé-Mengao (Sahel) and the State museum of Kaya situated in an area of heavy influx of displaced population.

The activity was structured around four complementary components. The first one was the organization of



▲ EMERGENCY EVACUATION OF THE COLLECTIONS OF THE KAYA MUSEUM (BURKINA FASO) © UNESCO/DGPC

a training workshop on emergency inventorying, packaging and evacuation of museum collections, targeting 25 museum staff (out of which three women), which was conducted in December 2019 at the National Museum of Burkina Faso.

The second component consisted on the actual efforts to evacuate the collections. Several mission lead by security forces were organised, succeeding on the partial inventorying and packaging of the collection of Pobé-Mengao and Oursi and the full emergency evacuation of the museum of Kaya. Between 11 and 13 March 2020, 333 objects from the museum of Kaya were inventoried, packaged and moved to a safe location. The collections of the two museums in the Sahel region could not in the end be evacuated, due to the deterioration of the security situation.

The third component consisted in the securing, organization and internal installation of the cultural objects in a safe location, and was fully completed for the artefacts of the Kaya Museum. This required securing the building, purchasing packaging and storage materials, as well as materials and products for maintenance, inventory and documentation.

The last component concerned the digitalization of the collections evacuated. A training workshop was conducted in October 2020, where 22 heritage professionals (out of which four women) were trained for the first time on the digitization and valorization of museum collections. Because the Burkinabe Museum department lacked an information system for digitizing museum collections, a tailored made platform – SYGEM – was developed, catering for the needs and resources of the museum community in Burkina Faso. Professional photos and videos were taken and incorporated in the information

management system (SYGEM). The results were so satisfactory that this approach is going to be applied to other collections in the country.

### 3.2.2 Post-fire emergency assistance for the World Heritage property ‘Tombs of the Buganda Kings at Kasubi’ (Uganda)

#### KEY ACHIEVEMENTS

- ▶ 26 representatives of national and site management authorities (including 8 women) trained on disaster risk management and fire emergency preparedness and response
- ▶ A draft disaster risk management plan for the World Heritage property developed and expected to be finalized in 2021
- ▶ Additional funds mobilized for the procurement of the firefighting equipment

In response to the need for enhanced fire risk management at the World Heritage property ‘Tombs of the Buganda Kings at Kasubi’ (Uganda) and in an effort to remove the site from the List of World Heritage in Danger (on which it has been inscribed



▲ PARTICIPANTS AT THE ON-SITE TRAINING WORKSHOP ON “FIRE EMERGENCY PREPAREDNESS AND RESPONSE” LEARNING TO OPERATE THE HOSES DIRECTLY FROM THE FIRE ENGINES © Kigongo Remigius

since 2010), UNESCO has been implementing, since 2013, a project funded by the Government of Japan’s Funds in Trust (J-FIT) aimed at supporting the rehabilitation of the property’s main mausoleum, Muzibu Azaala Mpanga, which housed the royal tombs and was destroyed by the 2020 fire. While the project foresaw the procurement and installation of a firefighting system for the property, the budget available for the equipment was insufficient.

In 2020, the HEF supported the financing of the firefighting equipment required for the entire property and the implementation of related capacity-building activities to operate the system, the organization of training workshops in firefighting and the elaboration of a disaster risk management (DRM) plan for the property.

The procurement and installation of the firefighting system and equipment is expected to be finalized in early 2021. To date, 15 fire extinguishers have been successfully procured and installed by UNESCO, along with other minor equipment. In addition, in 2021, the UNESCO World Heritage Fund provided additional funds (USD 75,000) for the procurement of the equipment.

In relation to the capacity-building component, an online training workshop was organized by UNESCO on 17 November 2020 for the site manager and the advisor to the Commission of Monuments and Sites and was followed by four mentoring workshops aimed at raising their capacities in DRM.

On 7 December 2020, UNESCO, in collaboration with the Department of Museums and Monuments, organized an on-site training workshop on “Fire Emergency Preparedness and Response”, led by the Uganda Fire Department and attended by 24 participants (including 8 women) from the local community and site management authorities. The workshop provided an overview of the use of the fire extinguishers and other short-term equipment needs provided by UNESCO and guidance on how to use them, as well as a demonstration on connecting hoses to water sources and operating hoses directly from the fire engines. Furthermore, a vulnerability assessment of the property was conducted in order to raise awareness of the areas, which require enhanced monitoring and protection, and instructions on how to reduce risks at the property (e.g. cooking, monitoring) were provided.

In relation to the elaboration of the DRM plan for the property, after the workshop of 17 November, the site management authorities met on the occasion of six online consultations with an international expert to review drafts of the DRM plan, which will be

finalized in 2021. The DRM plan takes into account the overall vision and guidance of the Master Plan for the World Heritage property, which was developed with support from the Advisory Bodies to the World Heritage Convention in 2018 and 2019. The same site management team is preparing the DRM plan and hence is ensuring synergies between the two plans.

The final results of the activity will be reported in the HEF Annual Progress Report for 2021.

### 3.2.3 Post-conflict rehabilitation of the National Museum (Somalia)

#### KEY ACHIEVEMENTS

- ▶ Capacities and awareness of international standards in museums and collections management increased among 20 museum stakeholders in Somalia
- ▶ Administration of the National Museum strengthened through the elaboration of a mission statement, vision, goals, organizational structure and job descriptions for the Museum Director and key staff in accordance with international standards

In the framework of the Memorandum of Understanding (MoU) between UNESCO and the Federal Republic of Somalia to strengthen post-conflict cooperation in the fields of culture and education, UNESCO has been working closely with the Somali Ministry of Education, Culture and Higher Education (MOECHE), the Somali National Commission for UNESCO, and the Permanent Delegation of the Federal Republic of Somalia to UNESCO to develop a National Strategy for Culture as well as a capacity-building programme to support the revival of the National Museum in Mogadishu, which houses a number of important historical artefacts from old coins, bartering tools, traditional artwork, ancient weaponry and pottery items.

The National Museum, which was originally opened in 1933, remained closed during independence and only re-opened its doors in 1985 as part of the Mogadishu Cultural Centre, which housed the National Theatre, the National Library and the National Museum. These cultural institutions ran until 1991 but were once again closed down at the start of the civil war during which time their infrastructure incurred significant damage, the entire collections of the National Museum were pillaged, and former staff lost their lives or were dispersed during the thirty years of conflict that followed.

In 2019, the restoration of the National Museum began and the building was inaugurated by the President of the Federal Republic of Somalia on the



▲ **OFFICIAL REOPENING OF THE NATIONAL MUSEUM (SOMALIA) ON 1 JULY 2020** © Media and Communication Department at Villa Somalia.

occasion of the 60<sup>th</sup> Anniversary of the Independence Day on 1 July 2020. While the building structure was fully restored, the National Museum remained vacant and without any collections or staff.

In an effort to integrate the protection of culture into peacebuilding processes through the revival of the National Museum – which represents a symbol of the country's post-conflict recovery, resilience, and national identity – the HEF supported the MOECHE through the provision of advisory services to establish the administrative and management structure of the newly re-opened Museum in close collaboration with the Somalia Academy of Sciences and Arts (SOMASA). This included the provision of guidance and support by two international experts (including one woman) in the drafting of the museum's mission statement, vision and goals; the development of terms of reference for the Director of the Museum and other essential staff; and the creation of an organigram of the departments to be established within the museum structure.

In October 2020, a Director of the National Museum was appointed by MOECHE and in November 2020, 24 civil servants (including 8 women) were reassigned to work as staff of the museum. The team of international experts hired through this project worked with the Museum Director and SOMASA to prepare the administrative and management documents for the National Museum, which are now available in both English and Somali. The job descriptions developed for the Somali National Museum adhere to international museum standards, and will guide the capacity-building efforts for the current museum staff in the years ahead as well as improve the recruitment standards for future staff to be hired.

In this regard, the experts organized a dedicated capacity-building workshop on 25 November 2020 for 20 national stakeholders (including four women). The aim of the workshop was to raise awareness of international standards in museums and collections management and to share examples and best practices of how museums are filling their roles for conservation, education and lifelong learning, intercultural dialogue and exchange through exhibitions, outreach and activities linked to gender, youth, climate change, health and other cross-cutting issues.

### 3.2.4 Support to the revival of musical life in Mosul (Iraq)

#### KEY ACHIEVEMENTS

- ▶ Mapping and recording of musical practices and traditions in Sinjar, Dhouk, Hamadniah, Rabi'a, Zommar and Chorkat, Tal'afar, Ba'ashiqua and Mosul conducted
- ▶ One seminar and one workshop on traditional and folk music in the Nineveh Governorate organized and contributed to enhancing the proficiency of 13 young Iraqi musicians (including 1 woman) in performing different types of traditional and popular music

As reported in the HEF 2019 Annual Progress Report, the first phase of the activity Wassla ('connection'), whose aim was to contribute to the revival of the cultural life of Mosul, was implemented in

▼ **CONCERT ORGANIZED ON 28 NOVEMBER 2020 AT KHAN HAMMOU EL KADDOU IN MOSUL (IRAQ) AND ATTENDED BY 110 PEOPLE** © Action for Hope / Maan Alhasbane

collaboration with the NGO Action for Hope and resulted in the successful identification of short- and long-term needs related to the cultural revival of Mosul; the selection of cultural actors in order to support the mapping of musical practices and traditions; and the preliminary mapping of 10 musical practices and traditions.

In 2020, the second phase of the activity 'Listening to Iraq' was implemented despite ongoing security and political challenges, and health restrictions related to the COVID-19 pandemic. From January to February, a mapping and recording of musical practices and traditions was conducted by a research team of 3 experts (including 1 woman) in Sinjar, Dhouk, Hamadniah, Rabi'a, Zommar and Chorkat, Tal'afar, Ba'ashiqua and Mosul. The scope of the mapping included the documentation of 60 music pieces and songs and 4 hours and 38 minutes of recordings; surveys of 11 different types of music; and interviews with 13 music groups and 48 individual musicians (including 3 women). The mapping and recordings served not only the purpose of providing important documentation and archive but also supported the identification of master musicians and to further develop musical training programmes in future follow-up activities.

In addition, a seminar was organized from 25 to 28 November 2020 in Erbil, Iraq, with eight musicians specializing in different types of music – from Assyrian Christian music, Oriental music, and Mosuli music to name a few – and who were tasked with preparing the content and format for a workshop on traditional and folk music in the Nineveh Governorate. Building on the results of the HEF-funded activity, including the mapping exercise, it was agreed





that four key types of music would be taught in the framework of the workshop, namely music stemming from the Assyrian Christian, Mosuli, rural, and Turkmani heritage through memorization and reading of musical notes. The seminar concluded with a music concert at Khan Hammou El Kaddou, a traditional performance space in the old city of Mosul and was attended by 110 people.

The workshop ensued and was also organized in Erbil from 30 November to 7 December 2020. The workshop was attended by 13 young musicians (including a woman) from the Nineveh Governorate who contributed musical performances. As a result of the workshop, the participants were able to strengthen their understanding of various instruments used in traditional and folk music, including Rababa, Mejwez and Buzuq, and to gain further proficiency in playing and performing songs and pieces from different types of traditional and popular music. The workshop concluded with a concert on 8 December 2020 at Khan el Gomrok in Mosul and was attended by over 200 people.

Finally, to mark the International Day for Cultural Diversity for Dialogue and Development on 21 May 2021, a documentary "Long Live the Music!" was produced. The documentary features parts of the mapping exercise conducted by Action for Hope and serves as an important documentation and archive of the diversity of Iraqi music and as an awareness-raising tool to promote the cultural diversity and to help communities in Mosul to take pride in their music.

As a result of this activity, it is expected that further music-related activities will be implemented, including within the scope of UNESCO's 'Revive the Spirit of Mosul' initiative, with the view to upscale training in music as well as across other cultural industries in Iraq, such as the film industry.

### 3.2.5 Emergency rehabilitation of built heritage at the World Heritage property 'Old City of Sana'a' (Yemen)

#### KEY ACHIEVEMENTS

- ▶ 22 historic houses in the Al-Qasimi historical complex stabilized

As reported in the Annual Progress Report of the HEF for 2019, the conflict in Yemen has affected cultural heritage and urban infrastructure through collateral damage, looting and deterioration from neglect.



▲ UNESCO MISSION IN OLD SANAA (YEMEN), SEEN HERE FROM THE ROOFTOP OF SAMSARA AL-NAHAS IN THE HEART OF THE HISTORIC CITY © UNESCO/EU

Within the World Heritage property of the 'Old City of Sana'a', the Al-Qasimi historical complex, near the famous urban garden 'Bustan al-Qasimi', was greatly affected. In this context, the HEF supported an assessment, conducted in partnership with the Social Fund for Development (SFD), of the damages to buildings and infrastructure in the Al-Qasimi historical complex. A total of 28 historic houses were identified as requiring urgent interventions. In 2019, following the assessment, special materials for rehabilitation were identified and removal of debris and cleaning around the sites was implemented by local authorities, thus allowing for the urgent stabilization works for the affected houses to be launched and continued in 2020 by UNESCO and SFD. A total of 22 historic houses were stabilized through, for example, the urgent repair of ceilings and the protection of roofs against rain infiltration, and the filling or replacing of stone masonry and other constructive materials in order to secure the damaged walls.

The urgent stabilization works aimed at rehabilitating the affected houses in order to preserve the integrity of the historic neighbourhood of Al-Qasimi, as well as to provide immediate relief for displaced inhabitants in a context of high pressure for housing. The works were implemented through a 'cash for work scheme', thus allowing a total of 153 local youth (including 9 women) to be involved in the implementation of the works and to receive immediate benefits. The urgent interventions were reinforced by a larger Sites Rehabilitation Plan developed by UNESCO and SFD as part of the EU-funded project 'Cash for Work: Improving livelihoods opportunities for urban youth in Yemen'.

### 3.2.6 Post-flood emergency interventions at the World Heritage property 'Historic Town of Zabid' (Yemen)

#### KEY ACHIEVEMENTS

- ▶ Urgent stabilization works for two traditional houses in Zabid completed
- ▶ Funding for the urgent stabilization of an additional five houses mobilized

As reported in the Annual Progress Report of the HEF in 2019, torrential rains and flooding in Yemen in August 2019 caused damage to outstanding domestic architecture in the World Heritage property of the 'Historic Town of Zabid', such as Hawaiji and Raba'i houses. As a merchant house renowned for its complex brick structure, sophisticated plaster works, carpentry details and painted ceilings, Hawaiji House, which suffered structural damages as a result of the disaster, is one of the most remarkable examples of traditional Zabidi architecture. Another significant house with structural damage is House Raba'i, a unique historic building with three floors.

In response to the disaster, and with the support of the HEF, UNESCO and its local counterparts in Yemen launched, in 2019, urgent technical documentation and feasibility studies in order to raise awareness among local stakeholders about the importance of protecting the buildings, as well as urgent stabilization works for the Hawaiji and Raba'i houses.

The activity, which was implemented in complement to the EU-funded project 'Cash for Work: Improving livelihood opportunities for urban youth in Yemen' in coordination with the SFD and the General Organization for the Preservation of Historic Cities (GOPHCY) in Yemen, was finalized in 2020 with the completion of the urgent stabilization works on the two houses, undertaken by 78 low-income youth (including 2 women) remunerated for their work.

The urgent stabilization works included the repairing, replacing and extension of brick structures within foundations, walls and pillars in order to strengthen the overall structure of the houses. In addition, the ceilings and roofs, which had been damaged by the torrential rain, were rehabilitated including through plastering in order to protect the structures from rain infiltration and further deterioration in the future.

The stabilization of the two houses contributed to the overall preservation of the unique urban culture of Zabid and laid the ground for further rehabilitation interventions to be undertaken for an additional 22 houses in the historic neighbourhood. In fact, the workers that had been engaged in the rehabilitation of the Hawaiji and Raba'i houses had acquired skills which proved useful for other interventions. By end 2020, UNESCO mobilized from the EU an amount of US\$ 60,595, for an additional five houses in Zabid and expanded its network of low-income youth workers in the historic city to 105 (97 men and 8 women).

### 3.2.7 Post-flood emergency interventions at the World Heritage property 'Old City of Sana'a' (Yemen)

#### KEY ACHIEVEMENTS

- ▶ Technical support to Yemeni government agencies to mitigate and recover the loss of cultural heritage provided
- ▶ 18 historical houses stabilized
- ▶ Livelihoods of 87 workers and 161 household members improved



▲ **EMERGENCY INTERVENTIONS TO SAFEGUARD THE STRUCTURAL INTEGRITY OF ONE OF THE OLDEST SURVIVING HOUSES IN THE OLD CITY OF ZABID (YEMEN). THE URGENT WORKS HAVE CREATED A SIGNIFICANT NUMBER OF EMPLOYMENT OPPORTUNITIES FOR YOUTH IN THE OLD CITY, SUPPORTING THE LIVELIHOOD CONDITIONS FOR MANY HOUSEHOLDS © UNESCO/SFD Yemen**



- ▶ Innovative physical preventive barriers to mitigate future floods designed
- ▶ Additional funds mobilized for the elaboration of a comprehensive study to inform the planning and emergency response capacities of local stakeholders to mitigate the loss of cultural heritage

Heavy seasonal rains hit Yemen hard in April 2020 and exceeded the level of floods of the last thirty years. The extreme weather conditions further deteriorated the endangered state of conservation of the World Heritage property of Sana'a and aggravated the living conditions of the local communities. The floods resulted in extensive damage to a number of historical houses around Mahadi Mosque, in residential areas located on the west bank of Wadi Al-Sailah, which were already vulnerable and risking collapse.

With the support of the HEF, UNESCO conducted rapid damage assessments in partnership with the Public Works Project (PWP), a quasi-governmental Yemeni organisation established in 1996 by the World Bank and Government of Yemen, and the GOPHCY. The studies allowed for the implementation of emergency works to stabilize 18 historical houses, which are significant examples of outstanding mud civil architecture. The emergency works focused on the stabilization of roofs, walls and foundations made of organic materials. Complementary interventions consisted of raising supporting stone walls along Al-Sailah, as well as the paving and construction of decks in order to further protect the entrances and walls of vulnerable buildings. As the ground floors of the buildings are used as storage and commercial

**▲ EMERGENCY INTERVENTIONS TO SAFEGUARD THE STRUCTURAL INTEGRITY OF THE RESIDENTIAL HOUSES ON THE BANKS OF WADI AL-SAILAH IN THE OLD CITY OF SANA'A (YEMEN) © UNESCO-PWP**

spaces, the emergency works thus contributed to maintaining income generation activities while mitigating future risks of deterioration.

All the emergency works were implemented through a cash for work scheme, an innovative approach used by UNESCO in Yemen, which mobilized 87 young workers (including 3 women) over a period of 56 days. The stabilization of the houses benefitted 161 households' members (including 87 women). The interventions also contributed to building capacities through the transfer of skills to the newly recruited workers.

In 2021, the emergency works will continue, with the view to consolidate main roads and infrastructures that are vital for the preservation of the Old City. Innovative designs were prepared for the set-up of preventive physical barriers (movable floodgates) that will protect against future floods and improve the water dischagement system.

The present intervention attracted additional funding (USD 5,000) and technical support through the UNESCO-EU project "Cash for Work: Promoting Livelihood Opportunities in Yemen", currently implemented by UNESCO in four historical cities in Yemen. This project will take over the elaboration of a comprehensive study to improve the existing knowledge on the water and sewage infrastructures, inform the elaboration of a management plan that

will increase the planning and emergency response capacities of local stakeholders to mitigate the loss of cultural heritage. The final outputs of the activity will be reported in the HEF Annual Progress Report for 2021.

### 3.2.8 Urgent securing of historic buildings in Beirut (Lebanon)

#### KEY ACHIEVEMENTS

- ▶ Two at-risk historical buildings located in the historic areas of Gemmayzeh and Mar Mikhail stabilized
- ▶ Additional funds mobilized for the securing and stabilization of a further twelve damaged heritage buildings

On 4 August 2020, two explosions occurred at the port of Beirut in Lebanon, causing unprecedented widespread destruction to homes, businesses, and infrastructure, as well as the loss of lives and livelihoods.

The explosions had a significant impact on the historic neighbourhoods of Beirut which are home to a high concentration of both heritage assets as well as cultural and creative industry businesses. According to an assessment conducted in August 2020 by the Directorate General of Antiquities (DGA) of Lebanon, 40 of the 330 historical buildings that were damaged in the explosions were in a state of complete deterioration, while another 40 buildings required urgent securing and stabilization interventions.

In line with the DGA's assessment of the damage to built heritage, there was an urgent need to prop and shelter a number of historical buildings, including with tarpaulins, whose roofs were blown away by the explosions, in order to prevent the risk of infiltration and water damage linked to the rainy season in the country.

In this context, the HEF funded the urgent securing and stabilization works for two at-risk historical buildings located in the historic areas of Gemmayzeh and Mar Mikhail. This support included the urgent procurement of the required propping and sheltering materials as well as fees for a local expert to oversee and coordinate the urgent interventions in close consultation with the DGA.

The activity was implemented in the framework of the 'LiBeirut' initiative, launched by UNESCO's Director-General, Ms Audrey Azoulay, with the purpose to place culture and education at the core of Beirut's recovery and future development processes.

Overall, the activity contributed to the protection of Beirut's traditional built heritage through the rapid and efficient implementation of the stabilization works of the buildings' unstable structures and of the assembling of temporary structures in preparation for the final restoration phase.

Following the urgent action by UNESCO on these two initial historical buildings, additional funds generously provided by the Government of Germany (EUR 500,000) were successfully mobilized to secure and stabilize a further twelve damaged heritage buildings, thus confirming the catalytic role of the HEF and further strengthening the preservation of cultural heritage.



▲ **PITCHED ROOF CLEANING AND CONSOLIDATION WORKS UNDERWAY IN BEIRUT (LEBANON) IN ORDER TO SECURE THE BUILDING BEFORE PROCEEDING WITH WOOD RESHAPING © UNESCO**

### 3.2.9 Post-flood emergency response for intangible cultural heritage and DRR for natural heritage in Kerala (India)

#### KEY ACHIEVEMENTS

- ▶ Two-day consultation workshop to raise awareness on disaster risk prevention in Kerala implemented
- ▶ Natural disaster preparedness and mitigation techniques used by local indigenous communities mapped

In 2018, the HEF supported a mission to the State of Kerala, India, to coordinate the Post-Disaster Needs Assessment (PDNA) for the cultural heritage sector



▲ RESTORED TRADITIONAL COSTUMES OF KOODIYATTAM  
© Nepathya

in order to assess the damage, losses, and recovery needs following the worst floods to struck the State since 1924.

The PDNA found that various intangible cultural heritage (ICH) elements of Kerala were severely affected. In particular, costumes, props, accessories, and musical instruments related to the practice of *Koodiyattam*, a 2,000-year-old Sanskrit theatre tradition included on UNESCO's Representative List of the Intangible Cultural Heritage of Humanity, were severely destroyed in the floods. In addition, the traditional performance spaces, known as *Koothampalams*, and the equipment for sound and light were also damaged. In relation to natural heritage, the PDNA also identified that the floods had affected three of seven clusters of the World Heritage property of the 'Western Ghats', and revealed that there is limited data regarding the indigenous knowledge systems on disaster preparedness by local communities in Kerala.

Responding to the findings of the PDNA, the HEF launched, in 2019, the post-flood emergency response for ICH and natural heritage in Kerala, which began with the replacement of the Koodiyattam materials that had been damaged by the floods and the restoration of one traditional performance space, as well as the organization of consultative meetings with key stakeholders in the Western Ghats in order to assess indigenous knowledge related to disaster preparedness.

In 2020, the activity supported the implementation of a two-day consultation workshop on 28 to 29 January 2020, organized in collaboration with the Department

of Culture of the Government of Kerala, on disaster risk prevention for ICH in Kerala with a specific focus on Koodiyattam. The objective of the workshop, which was attended by 24 participants (including 9 women), was to provide a platform for local partners and concerned communities to elaborate a disaster risk prevention strategy for Koodiyattam with the aim of mitigating the overall impact of future disaster events on the local theatre tradition.

For the Western Ghats, the support from the HEF enabled the development of a partnership with the Government of Kerala's 'Rebuild Kerala' initiative and with the local NGO, Care Trust, to develop a study targeting four local indigenous communities living within Anamalai and Nilgiri Sub Clusters of World Heritage property in order to map the practices applied in relation to predicting, mitigating, and coping with different types of natural disasters. The study revealed ten individual natural disaster preparedness and mitigation techniques, including (1) traditional technologies, including land use; (2) early warning systems through monitoring of local indicators, signs, or warnings such as animal behaviours; (3) anticipating time thresholds; (4) establishment of escape routes and safe places; (5) traditional methods for the management of water and land; (6) infrastructural safety arrangements; (7) oral and written communications; (8) economic practices including savings; (9) social practices such as community sharing; and (10) cultural and religious practices.

The results of the study have provided a sample of indigenous knowledge that can be used directly by policy-makers as part of the 'Rebuild Kerala' initiative for integrated planning at the district level for natural resource management and disaster risk reduction (DRR).

## 3.3/ DOCUMENTATION AND MONITORING ACTIVITIES

### 3.3.1 Technical Documentation of the Historic Areas of Beirut (Lebanon)

#### KEY ACHIEVEMENTS

- ▶ Technical documentation for the historic areas of Gemmayzeh, Mar Mikhail, and Karantina in Beirut, Lebanon, affected by the explosions of 4 August 2020 launched

▼ DRONE FLYOVER OF GOURAUD STREET IN BEIRUT,  
LEBANON © DGA/Iconem

Following the explosions of August 2021 at the port of Beirut, one of the key priorities identified by national authorities was the completion of a detailed documentation of the historic areas of the city affected by the explosions, in order to inform the response, recovery and reconstruction process for Beirut's cultural heritage and cultural life. In this framework, and with the support of the HEF, UNESCO launched in December 2020 the technical documentation of the affected historic areas of Gemmayzeh, Mar Mikhail, and Karantina in collaboration with the DGA and Iconem, an organization specializing in the digitisation of endangered cultural heritage sites in 3D.

The activity was implemented in the framework of the 'LiBeirut' initiative, launched by UNESCO's Director-General, Ms Audrey Azoulay, with the purpose to place culture and education at the core of Beirut's recovery and future development processes.

The documentation work will conclude in 2021, with the provision of an urban and topographic survey; a higher-resolution survey of selected historic monuments and buildings; a multiscale 3D model; supporting architectural documentation; a training workshop on documentation and data management for local technicians and stakeholders; a community-based survey on local communities' perceptions of the recovery process of the historic areas; and communication outputs to raise visibility around the implementation and outcomes of the technical survey. The final outputs of the activity will be reported in the HEF Annual Progress Report for 2021.



### 3.3.2 Documentation of the church of Milot, part of the World Heritage property 'National History Park – Citadel, Sans Souci, Ramiers' (Haiti)

#### KEY ACHIEVEMENTS

- ▶ Pre-fire architectural documentation of the Milot Church produced and made available to national authorities

On 13 April 2020, a fire broke out and ravaged the roof of the Milot Church, which is located within the World Heritage property of the National Historic Park – Citadel, Sans Souci, Ramiers, in Haiti. The Milot Church served as the royal chapel of the Sans-Souci site during the reign of Henri Christophe at the beginning of the 19th century, and represents one of the first buildings constructed when the Haitian Republic proclaimed its independence.

In the framework of the response to the disaster, and at the request of the General Management of the Institute for the Protection of the National Heritage (ISPAN) of Haiti, the Heritage Emergency Fund financed the production of key architectural documentation of the Milot Church prior to the fire. The documentation, which includes more than 350 raw pictures and 3D model screenshots dating from 2014, represents essential pre-disaster baseline data.

The architectural documentation was made available to national authorities in order to analyze the extent of the damage caused by the fire and, subsequently, to inform and guide the rehabilitation process.

### 3.3.3 Assessment of the impact of COVID-19 on cultural and creative industries: a joint initiative of MERCOSUR, UNESCO, IDB, SEGIB and OEI

#### KEY ACHIEVEMENTS

- ▶ Regional assessment concerning countries in the Latin American region on the impact of the COVID-19 pandemic on their cultural and creative industries implemented
- ▶ An online survey, resulting in over 6,600 responses on the perceived effects of the pandemic on artists and cultural professionals in the Latin American and Caribbean region implemented



▲ 3D MODEL SCREENSHOT OF THE MILOT CHURCH (HAITI) IN 2014 © UNESCO

- ▶ Regional capacities in the analysis of the economy and culture and the development of cultural indicators for cultural and creative industries strengthened through the implementation of eight virtual training sessions

The impact of the COVID-19 pandemic resulted not only in a health emergency but an economic and social crisis with short, medium, and long-term effects. Emerging markets and low-income countries across the Latin American region are particularly at risk with their exposure to ongoing demand and supply shocks and drastic tightening in financial conditions.

As most of the countries in the region have reverted to social distancing and quarantine as key measures to prevent the spread of the pandemic, the economic impact on the culture sector has been significant with a large number of cultural institutions having had to close their doors and major cultural events having been cancelled.

In this context, the HEF funded in 2020 a regional assessment targeting States Parties and Associated States of the Southern Common Market (MERCOSUR), as well as Costa Rica and Mexico, on the impact of the COVID-19 pandemic on their cultural and creative industries (CCI), in order to support decision-makers in identifying relevant policy and structural measures to strengthen CCI recovery and resilience. The assessment represents the first regional assessment to be conducted on the CCI sector.

The assessment was implemented in an unprecedented partnership with the Inter-American Development Bank (IDB), the Ibero-American General

Secretariat (SEGIB), the Organization of Ibero-American States (OEI), and the Cultural Information System of the Southern Common Market (SICSUR/MERCOSUR) and led by a team of 8 consultants (including 3 women), 10 experts from participating countries (including 5 women), and 20 staff from partner institutions (including 14 women). The assessment resulted in the mapping of 218 policies, the organization of 28 meetings with focal points of each country, and 67 representatives (including 28 women) of the CCI sector were interviewed.

For the impact assessment, actions implemented in the context of the pandemic and the priority agendas at the regional level were analyzed. The strategy for gathering and processing quantitative data was based on the collection of information from official sources – monetary and non-monetary indicators – specific to the CCI sector and macroeconomic context. This was accompanied by the collection of qualitative data through (i) the analysis of the information provided by countries regarding public policies developed in response to the effects of COVID-19 on CCI and (ii) the implementation of a participatory consultation process with key actors and sectoral benchmarks.

The assessment found that 83% of the activities programmed in the culture sector during the month of June were cancelled, thus registering a drop of 13.75% in the creation of economic value in the sector in the second half of 2020 compared to the same period of the previous year. It also identified that CCI represent between 2 and 4% of Gross Domestic Product (GDP) in the economy, employing more than 2.6 million jobs across the ten countries participating in the assessment (Argentina, Brazil, Chile, Colombia, Costa Rica, Ecuador, Mexico, Paraguay, Peru and Uruguay).

To complement the impact assessment, an online survey (disaggregated by gender) on the perceived effects of the pandemic on artists and cultural professionals in the region was conducted, and included components relating to entrepreneurial and working demography, the economic impact of the pandemic, innovation and digitalization, and public policy instruments. With over 6,600 responses from the Latin American and Caribbean region, this survey indicated – among other insights – that 64% of artists and cultural professionals who work independently (“freelancers”) saw their income reduced by more than 80%. These data – which complements information captured by official records – allow decision-makers to evaluate the impact of the pandemic on CCI and, at the same time, to identify the role that culture plays in the development agendas of countries.

The activity also included a capacity-building component through the implementation of eight

virtual workshops targeting 38 civil servants and professionals (including 21 women) from the National Cultural Information Systems of 11 countries in Latin America, including 9 SICSUR/MERCOSUR members (Argentina, Bolivia, Brazil, Chile, Colombia, Costa Rica, Ecuador, Mexico, Paraguay, Peru and Uruguay). The overall aim of the sessions was to strengthen regional capacities in the analysis of the economy and culture and the development of cultural indicators for CCI, including through the framework of the UNESCO “Culture|2030 Indicators”. The workshops provided an overview of how to develop and strengthen cultural information systems, the methodologies available for valuing arts and heritage, including the Post-Disaster Needs Assessment (PDNA) methodology, and stressed the importance of promoting cooperation between countries on cultural information to reinforce emergency preparedness and response capacities at the regional level. The sessions aimed to promote peer-to-peer learning through group exercises and collaborative reflection on case studies.

On 17 December 2020, a high-level event to present the main findings of this activity was organized jointly with implementing partners, and HEF partners were invited to attend.

A publication is being prepared, compiling the main conclusions of the activity with the view to contribute to UNESCO’s initiatives organized in the framework of the International Year for Creative Economy and Sustainable Development 2021. The publication is expected to be launched in May 2021, and will emphasize the importance of multilateral cooperation for the CCI sector at the regional level.

The funding of the HEF was complemented by in-kind contributions from IDB, SEGIB, and OEI.

The final outputs of the activity will be reported in the HEF Annual Report for 2021.

### 3.3.4 Monitoring of the state of cultural heritage via satellite imagery in Vanuatu and Fiji

#### KEY ACHIEVEMENTS

- State of conservation of six sites in Fiji and Vanuatu affected by Tropical Cyclone Harold monitored

On 6 April 2020, Category 5 Tropical Cyclone Harold made landfall in Vanuatu, on the island of Espiritu Santo, before hitting the Solomon Islands, Fiji and Tonga. The cyclone resulted in the loss of lives as



well as the destruction of key infrastructure and homes, leading to the displacement of several communities.

In light of the international travel restrictions related to the COVID-19 pandemic, it was impossible to deploy a UNESCO mission to conduct a regional assessment of the damage and losses caused by the cyclone on the culture sector. In order to circumvent this operational challenge, and in the framework of its partnership with the United Nations Institute for Training and Research's Operational Satellite Applications Programme (UNITAR-UNOSAT), UNESCO provided satellite-derived damage assessments for six cultural sites in Vanuatu and Fiji, which had been identified as being at risk.

The results of the damage assessments – which revealed no visible damage to the cultural sites – were disseminated amongst relevant national and local authorities and institutions, who were themselves facing in-country travel restrictions due to the global health crisis.

This activity was backstopped by an Associate Coordination Officer supported under the HEF.

**▼ SATELLITE-DERIVED ANALYSIS FOR THE WORLD HERITAGE PROPERTY OF 'SIGATOKA SAND DUNES' IN FIJI**

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## 3.4/ TRAINING ACTIVITIES

### 3.4.1 Online capacity-building of museum stakeholders in Croatia

#### KEY ACHIEVEMENTS

- Capacities of Croatian cultural institutions and professionals in the effective management of disasters induced by earthquakes and the COVID-19 pandemic enhanced

On 22 March 2020, two earthquakes of magnitude 5.3 and 5.1 struck Zagreb, making it the largest earthquake to hit the Croatian capital in the last 140 years, a disaster that was further complicated by a lockdown due to the COVID-19 pandemic.

The widespread destruction caused by the earthquake did not spare the city's unique cultural heritage, resulting in the collapse of one of the towers of the Cathedral of Zagreb, damage to a large number of public and residential buildings in the old town of Zagreb, as well as valuable exhibits and collections at a number of the city's iconic museums.

The assessments conducted by the Ministry of Culture of Croatia revealed that the Museum of Arts and Crafts, the Croatian History Museum, and the Croatian

School Museum suffered significant structural damage. A few weeks before the earthquake, the Museum of Arts and Crafts – which represents one of the first institutions of its kind to have been established in Europe in the late 19th century – had celebrated its 140th anniversary on 17 February.

Similarly, the Zagreb Archaeological Museum and the Croatian Museum of Natural History were temporarily inaccessible after the earthquake. The Archaeological Museum – which contains over 450,000 different artefacts – sustained severe damage to its permanent display and objects.

In response to the earthquake, UNESCO – in cooperation with the International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM), the International Council of Museums (ICOM) with its Croatian National Committee and its International Committee for Museum Management (INTERCOM), and the Museum Documentation Centre and Ethnographic Museum in Zagreb – co-organized an online workshop for museum stakeholders in Croatia on 4 and 5 May 2020. Entitled “Learning from Disasters and Pandemics”, the workshop, which was attended by over 80 professionals – namely directors of museums, museologists, cultural heritage experts, engineers, and policy-makers – aimed to enhance the capacities of museum directors in Croatia to effectively manage the parallel disasters induced by the earthquake and the COVID-19 pandemic.

The workshop gave the participants an opportunity to learn and discuss the process for undertaking damage and risk assessments to museums,

collections, and staff after the earthquake while taking into account the additional challenge that COVID-19 poses; the key steps in developing a coordinated plan of action to address recovery needs; and mechanisms for involving concerned actors from the emergency management, cultural heritage, and policy fields, as well as local communities, in the response and recovery process. The critical role of the museums in psycho-social recovery and their contribution to the well-being of communities was also discussed.

This activity was backstopped by an Associate Coordination Officer supported under the HEF.

## 3.5/ COORDINATION MEETINGS

### 3.5.1 Coordination meetings on emergency response for culture in Beirut (Lebanon)

#### KEY ACHIEVEMENTS

- ▶ *International Roadmap for the Recovery of Beirut through Culture, including contributions from sixteen national and international partners, produced under UNESCO's coordination*

Following the 4 August 2020 explosions in Beirut, UNESCO gathered key national and international stakeholders in three coordination meetings organized online on 10 August, 27 August and 22 October 2020, with the purpose to discuss priority actions to safeguard the cultural heritage of Beirut and to revive its cultural life, and to discuss needs to prevent further damage and build resilience.

Organized in the framework of the 'LiBeirut' initiative, which aims to place culture and education at the core of Beirut's recovery and future development processes, the meetings were attended by representatives of international partners such as ALIPH, the Arab League Educational, Cultural and Scientific Organization (ALECSO), the Arab Regional Centre for World Heritage (ARC-WH), the International Committee of the Blue Shield, the International Centre for the Study of the Preservation and Restoration



▲ **DAMAGE CAUSED BY THE EARTHQUAKE TO THE PERMANENT EXHIBITION OF THE ARCHAEOLOGICAL MUSEUM OF ZAGREB (CROATIA)** © AMZ.hr

of Cultural Property (ICCROM), the Islamic World Educational, Scientific and Cultural Organization (ICESCO), the International Council of Museums (ICOM), the International Council on Monuments and Sites (ICOMOS), the International Federation of Library Associations and Institutions (IFLA), and the World Monuments Fund (WMF).

National partners such as the Ministry of Culture, the Directorate General for Antiquities (DGA), the Governorate of Beirut, the Permanent Delegation of Lebanon to UNESCO, the Lebanese Federation of Engineers and Architects of Beirut, the National Council of Museums, the local authorities' technical services, the universities dealing with urban planning, architecture and heritage safeguarding and civil society organizations were also invited to contribute to the discussion.

UNESCO's international partners shared the immediate response actions that they have started to undertake in cooperation with local partners, including damage assessments of historic buildings, museums and libraries, provision of technical expertise, training, and financial assistance. Many participants expressed the need to develop guidelines

for conservation and rehabilitation works in the affected area, establish a database on cultural and creative industries and provide assistance to museums, galleries, artists and artisans, which were already suffering from the effects of COVID-19 and the social and economic crisis. Participants agreed that UNESCO's coordination, both at national and international levels, will be key for the successful implementation of response and recovery actions, which should embrace the overall cultural ecosystem.

As a result of these debates, an 'International Roadmap for the Recovery of Beirut through Culture', including contributions from all partners, was produced under UNESCO's coordination. The Roadmap identifies short-term, medium-term and long-term objectives, supported by related specific actions, and will guide international efforts for the rehabilitation of Beirut's cultural heritage and the revival of its cultural life.

## CHAPTER 4

# OUTREACH AND RESOURCE MOBILIZATION FOR THE HERITAGE EMERGENCY FUND

## 4.1 / REFLECTION ON OUTREACH IN 2020

In 2020, it was decided to upscale the outreach of the Heritage Emergency Fund and to multiply efforts to strengthen the visibility of its partners. The definition of a concrete way forward in this regard had to factor some key recent developments at corporate and sector levels.

The first one was the endorsement by the 40th session of the UNESCO General Conference, in November 2019, of a corporate Communications Strategy, aiming at defining the Organization's intentions, objectives, means, messages and targets. The Strategy was developed as part of the 'strategic transformation' process launched by the Director-General in 2017 and in line with audit recommendations made over

the past several years (Audit of the Internal Oversight Service in 2014 and Report by the Joint Inspection Unit in 2015), which have identified communication and outreach as an area where UNESCO needs to focus its efforts, across Sectors and programmes.

In this context, the development of clearer guidelines on communication practices and rules, and in particular the elaboration of a 'communication manual' for internal users, were announced to be presented to the 41th session of the UNESCO General Conference in November 2021.

The Strategy also advocated for a more structured and centralized approach to communication and defined as one of its cornerstone principles 'Reaffirming UNESCO's unity by stopping piecemeal communication from the sectors' (notably, by reducing or better structuring communication at programme level), 'improving management of the UNESCO brand' (notably, by using the corporate visual identity and social media accounts) and 'strengthening governance' of the communication (notably by reinforcing the communication teams in the Department of Public Information or in the Communication teams of each sector, as opposed to recruiting communication officers within programme teams).

This aspect had naturally an impact on efforts to upscale the HEF outreach, as, while numerous communication activities continued (as reported below), the definition of strategic approaches or organizational changes (which require significant financial resources) had to be kept on standby in order to ensure their full alignment with ongoing transformation processes at corporate level.

The second factor which had to be taken into account is the 'Evaluation of UNESCO's action to protect culture in emergencies', conducted in 2019 and coordinated by the Evaluation Office of UNESCO's Internal Oversight Service, concerning the work implemented by the Organization since 2016 through its Culture Conventions, Field Offices and Emergency



▲ UNESCO'S DIRECTOR-GENERAL, MS AUDREY AZOULAY, ADDRESSING THE EXECUTIVE BOARD ON THE OCCASION OF ITS FIRST-EVER ONLINE SESSION IN 2020 © UNESCO/Christelle Alix



▲ **EVALUATION OF UNESCO'S ACTION TO PROTECT CULTURE IN EMERGENCIES** © UNESCO

Preparedness and Response Unit (including, but not focusing on, the Heritage Emergency Fund).

The Evaluation, which was released in April 2020, identified outreach as an area to be strengthened: *'UNESCO often does not have the information required to effectively communicate meaningful results, in particular to Member States and the public. Human stories from the ground are rarely communicated, which hampers UNESCO's ability to provide evidence to substantiate its advocacy for the role of culture in emergencies'*.

In this regard, the following key recommendation was made: *'Elaborate a communications strategy for culture in emergencies work focused on human stories'*. The Culture and Emergencies entity of the Culture Sector was entrusted with its implementation, which is planned to be completed by December 2021.

This decision implied putting on hold the development of a Communication strategy for the HEF through an external company, in order to avoid duplications and discrepancies with the broader Communication strategy for UNESCO's overall work on culture in

emergencies, which would encompass the HEF, while being broader than its scope.

Lastly, a third important element to be factored was the COVID-19 pandemic, which hampered or delayed the organization of high-level events and meetings.

Taking into account the three factors listed above, efforts to upscale the outreach of the HEF were oriented towards addressing key challenges identified in the 2019 HEF Annual Progress Report and needs expressed in the course of the 2020 HEF Donors' Advisory Group.

The first action aimed at strengthening the quality of audio-visual materials on the activities implemented with the support of the Fund. In the past, a difficulty in obtaining high-quality audio-visual material had been identified, which was caused by the lack of communication officers in UNESCO Field Offices and which had resulted in an overall weakness of the Fund in conveying its impact at country level. To address this issue, four complementary measures were put in place: firstly, a specific budget was allocated (within the overall amount granted for each activity) to recruit photographers and video producers for a number of activities. Secondly, specific guidelines to produce web articles, videos, pictures and social media posts were developed by the HEF secretariat, in cooperation with the Communication Officer of the Culture Sector, translated into French, Spanish and Arabic, and shared with Field Offices, with the request to be forwarded to the recruited photographers and video producers. Thirdly, jackets and hats with the names and logos of UNESCO and the Heritage Emergency Fund were produced and worn by staff implementing

▼ **THE SUPPORT OF THE HEF AND ITS DONORS IS ACKNOWLEDGED IN MATERIALS DEVELOPED IN THE CONTEXT OF HEF-SUPPORTED ACTIVITIES** © UNESCO/Jean-Roland Onana



HEF-supported activities in the field to increase the visibility of UNESCO's presence. Finally, it was ensured that any promotional materials developed in the context of HEF-supported activities refer not only to the Heritage Emergency Fund, but to all its donors. It is expected that, within the next couple of years, these measures will contribute to improving the overall outreach of the HEF.

The second action aimed at gathering a clearer understanding of the expectations and views of HEF partners with regard to visibility, as different perspectives had been expressed in the past. To this purpose, a survey on the communication and visibility approach of the Heritage Emergency Fund was launched in August 2020 among the 10 HEF partners, and had a 90% rate of response (see the outcome document in Annex III). The results of the survey contributed to shed light on a number of issues:

- ▶ The main outreach objectives of the HEF should be information and resource mobilization;
- ▶ Key target audiences should be UNESCO Member States, because that is where financial support is expected to come from, with private companies and a general public occupying a lower position. As a result, key communication channels should be UNESCO institutional communication (meetings of governing bodies, information meetings, statutory documents, etc.), with the press, the social media and the web occupying a lower position;
- ▶ The notion of visibility is mainly interpreted by HEF partners as visibility with other UNESCO Member States and in international fora;
- ▶ The key players to ensure the outreach of the HEF and the visibility of its donors are considered the Director-General and the Assistant Director-General for Culture, as well as the HEF secretariat;
- ▶ Key activities to help ensuring the outreach of the HEF and the visibility of its donors are considered the improvement of HEF processes, for example, by informing Permanent Delegations and local Embassies of any new activity supported by the HEF, as well as the development and implementation of a communication and visibility strategy. In turn, key events to promote the HEF would be side events at UN conferences or meetings (such as the UN General Assembly) or during UNESCO statutory meetings or meetings of Governing Bodies.

Other important remarks included the need to better target Least Developed Countries and Lower-middle

income countries, be more present in TV news and programs, and to engage youth.

This strategic information is being used to frame the HEF's ongoing and future approach to outreach.

The third action concerned the improvement of social media communication of the HEF. Preparatory work was conducted for a social media campaign to be launched in the first half of 2021. It should be noted that the Organization's social media policy does not allow for the creation of dedicated accounts for specific programmes and projects, such as the HEF: *'All organizational units must use UNESCO's official, global social media channels, managed by the Department of Public Information. They are available in the Organization's six official languages, including Facebook, Instagram, Pinterest, Twitter, vKontakte, and Weibo'*. As a result, the HEF campaign will be organised through UNESCO's corporate social media accounts.

Finally, it was decided that the funds currently allocated to the overall outreach of the HEF (2.36% of the overall two-year budget of the Fund) will be brought to 5% in the biennium 2022-2023. However, it should be stressed that the actual budget allocated to outreach is already beyond 2.36%, as funds for the outreach of individual activities (as mentioned above) are included in the budget envelope of each activity.

## 4.2/ PROMOTIONAL AND FUNDRAISING MATERIALS

### 4.2.1 Publications

#### KEY ACHIEVEMENTS

- ▶ Member States' awareness of the scope of the HEF and its activities implemented raised
- ▶ Donors' visibility ensured

The Executive Summary of the 2019 HEF Annual Progress Report, presenting a succinct analysis of its achievements, was produced in English, French,



▲ THE EXECUTIVE SUMMARY OF THE 2019 HEF ANNUAL PROGRESS REPORT © UNESCO

Spanish and Arabic, printed in hard copy and uploaded on the HEF webpage (see section 4.2.2 below).

It was shared with donors, partners and beneficiary countries, and distributed at meetings and events held at UNESCO Headquarters and online, as well as on the occasion of bilateral meetings, becoming one of the Fund's key promotional materials throughout 2020.

## 4.2.2 Web

### KEY ACHIEVEMENTS

- ▶ Member States' awareness of the scope of the HEF and its specific activities raised
- ▶ Donors' visibility ensured

The HEF webpage, which can be accessed from the main Culture Sector portal through the Culture in Emergencies theme, contains information on the Fund and its international assistance mechanism and key documents, as well as content on the activities supported by the Fund, and had 2,614 views.

Information on the Fund is presented through a variety of media and formats, including web articles, photographs, videos, and a map showing the geographic coverage of the Fund since its inception in 2016. Information on donors and information on how to make donations are key elements of the page.

In 2020, the HEF webpage was translated into Arabic and Spanish, with the purpose to

▲ ARABIC VERSION OF THE HEF WEBPAGE © UNESCO

strengthen the outreach of the Fund in the Arab and Latin American regions.

Several web articles on the activities implemented in 2020 were published on the HEF webpage. As mentioned above (see par. 4.1), guidelines to draft web articles were developed and disseminated among UNESCO Field Offices.

## 4.2.3 Social media

### KEY ACHIEVEMENTS

- ▶ Awareness of activities implemented with the support of the HEF was raised

Messages on activities supported by the HEF were posted on Facebook and Twitter, through UNESCO's corporate accounts. As mentioned above (see par. 4.1), guidelines to develop social media content were developed and disseminated among UNESCO Field Offices.

A social media campaign focusing on the HEF is planned for 2021, through UNESCO's accounts, and will allow raising awareness of the mandate and achievements of the Fund.

## 4.2.4 Videos

### KEY ACHIEVEMENTS

- ▶ Awareness of activities implemented with the support of the HEF was raised
- ▶ Donors' visibility was ensured

Promotional videos on the activities supported by the HEF, including feedback from beneficiaries, were produced and disseminated. As mentioned above (see par. 4.1), guidelines to develop videos were developed and shared with UNESCO Field Offices.

## 4.3/ MEETINGS AND EVENTS

### 4.3.1 Statutory meetings

#### KEY ACHIEVEMENTS

- ▶ Member States' awareness of the scope of the HEF and its specific activities was raised
- ▶ Donors' visibility was ensured

The HEF's role and strategic support was mentioned by Member States during sessions of the Executive Board in 2020. On this occasion, the UNESCO's Assistant Director-General for Culture reiterated the relevance of the HEF and the importance of contributing to it.

Assistance received under the HEF was also referred to in working documents for the statutory meetings of the UNESCO Culture Conventions.

### 4.3.2 Other events

#### KEY ACHIEVEMENTS

- ▶ Member States' awareness of the scope of the HEF and its specific activities was raised
- ▶ Donors' visibility was ensured

The COVID-19 pandemic limited significantly the possibility to promote the HEF through dedicated events. The HEF was, however, promoted on the occasion of *ad hoc* meetings, such as an online information meeting, organized on 30 April 2020, which brought together representatives of five Directorates of the European Commission, and an online Information Session on UNESCO's Contribution to Disaster Risk Reduction, organized on 13 October 2020.

Visibility was also given to HEF partners during through closing events of HEF-supported activities. While the actual nature of such activities (emergency operations) is not conducive to the planning of opening and closing events, whenever possible these were organized and HEF partners were invited to

join, such as in the case of the activities 'Building Urban Resilience through Disaster Risk Management of Heritage Cities in Peru' (10 November 2020, see par. 2.1.2 above) and 'Assessment of the impact of COVID-19 on cultural and creative industries: a joint initiative of MERCOSUR, UNESCO, IDB, SEGIB and OEI' (17 December 2020, see par. 3.3.3 above).

## 4.4/ REFLECTION ON RESOURCE MOBILIZATION IN 2020

The analysis of the Statement of Income contained in the financial report as at 31 December 2020 (see Annex IV) shows strengths and weaknesses in the resource mobilization performance of the Fund.

In 2020, two of the three resource mobilization objectives defined for the 2020-2021 biennium (namely developing at least one partnership based on long-term agreements and regular annual contributions and ensuring that at least one covers an amount of US\$ 250,000 or more) were achieved, thanks to the generous contribution of Norway, which granted its support over a two-year period (2020-2021), while the third one (obtaining the support of five donors, of which at least one is from Asia and the Pacific, Latin America and the Caribbean, or Africa) was partially achieved, as 4 HEF partners in addition to Norway (Estonia, Monaco, Serbia and Slovakia) confirmed their contributions, while no new donor from regions other than Europe could be brought onboard.

In addition, 1 out of 3 activities supported by the HEF in 2020 has led to the mobilization of matching in-kind resources (such as working time, venues for meetings and workshops, logistical support, etc.), from governmental or implementing partners.

Finally, 1 out of 3 activities supported by the HEF in 2020 has led to the mobilization of financial resources for future post-crisis response operations, whether on UNESCO accounts or through other modalities, thus demonstrating the HEF's role as catalyst and multiplier of funding. This is a key aspect of HEF's comparative advantage from a resource mobilization perspective. For example, following the



support of 99,983 US\$ granted under the HEF for the urgent securing of two historic buildings in Beirut in the aftermath of the blasts in the centre of Beirut (Lebanon) in August 2020, the German Government provided funding for an amount of 500,000 EUR (as an earmarked separate contribution) for the stabilization of twelve additional buildings in the affected areas.

Nonetheless, the following information requires attention:

- ▶ The overall HEF donor base remains limited, with 10 governmental partners and 1 private partner.
- ▶ The share of contributions between existing donors diverges significantly, with one donor accounting for 94 percent of the overall amount of governmental contributions in 2020 and one donor accounting for 59 percent of the overall amount of governmental contributions in 2015–2020.
- ▶ Most contributions are of a limited amount: out of the 10 countries having supported the HEF to date, only 3 (Qatar, Norway and Canada) have given individual contributions of an amount above US\$ 20,000 (at the same time, as mentioned above, the regularity of contributions is considered as important as their amount).

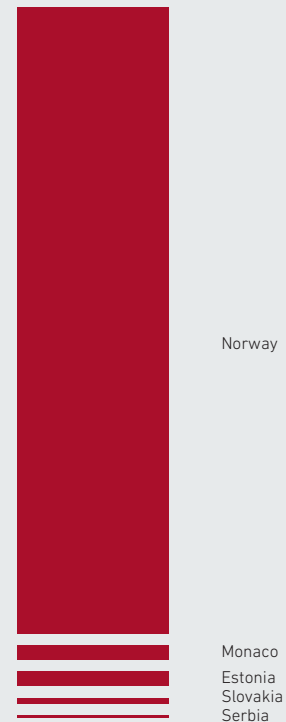
This confirms the need to strengthen the sustainability of funding to the HEF, which is a major shortcoming for the successful implementation of the Culture Sector’s work in the area of emergency preparedness and response and needs to be addressed as a matter of urgency.

Among the causes of the issues flagged above are:

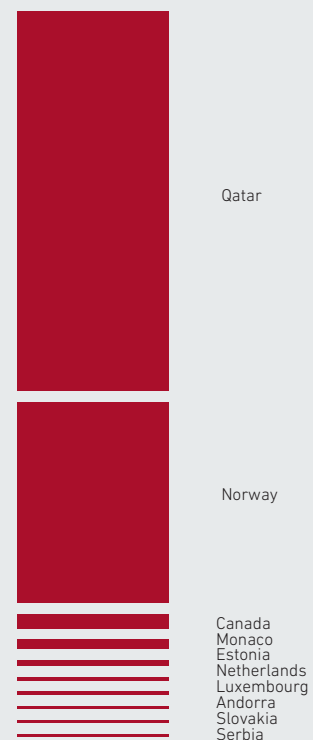
- ▶ The perception that, in emergency contexts, areas of work related to basic needs (food, water, shelter, sanitation, etc.) should be given priority over culture;
- ▶ The increasingly competitive funding panorama for culture in emergencies;
- ▶ The impact that COVID-19 has had on the economies of some donor countries;
- ▶ The preference of some donors for funding modalities which allow earmarking and a dedicated visibility, such as Funds-in-Trust;
- ▶ The intrinsically unpredictable nature of the work supported under the HEF, which does not give potential partners a full overview, at the outset,

## GOVERNMENTAL CONTRIBUTIONS TO THE HEF (US\$)

▶ in 2020



▶ in 2015-2019



of beneficiary countries, specific activities to be implemented, and related expected results;

- ▶ The less visible nature of small-scale and short-term operations supported by the HEF (such as damage assessments, emergency evacuation of museums, stabilization of built heritage, etc.) as opposed to larger-scale and longer-term interventions (such as reconstruction of monuments or cultural repositories, etc.) which are hence preferred by potential partners.

The way forward to improve resource mobilization will require several parallel actions:

- ▶ Increasing advocacy on the strategic role of culture in emergencies and its potential in supporting the recovery of affected communities and societies;
- ▶ Strengthening outreach efforts on the existence, scope and mandate of the HEF, notably insisting on its added value and complementarity in relation to other funding mechanisms;
- ▶ Reinforcing the engagement of existing donors, notably by sharing information, strengthening interaction and involving them more closely, throughout the year, in the implementation of the activities and any initiative to show case the

results of the Fund. When the health situation permits this could include site visits to see the results of HEF interventions;

- ▶ Gathering the support of new donors, notably in regions of the world which have not yet supported the Fund and including in terms of South-South cooperation;
- ▶ Inviting representatives of HEF beneficiary countries to advocate for the importance of the Fund's mandate and action on the occasion of meetings of UNESCO Governing Bodies and statutory organs;
- ▶ Diversifying resource mobilization approaches in order to tap into the still unexplored potential which is offered by innovative models of partnerships, such as public-private ventures, crowd-funding, philanthropy and social corporate responsibility.

## CHAPTER 5

# MANAGEMENT OF THE HERITAGE EMERGENCY FUND

## 5.1 / COORDINATION

### KEY ACHIEVEMENTS

- ▶ The HEF was effectively managed and promoted, and its operations were effectively backstopped and supported

Within the Culture and Emergencies entity of the Culture Sector, the EPR Unit ensured the coordination of the Fund, notably by processing requests for funding, backstopping the implementation of activities supported by the Fund, managing the disbursement of funds and the overall financial monitoring of the HEF, reporting, liaising with current and prospective contributors to the Fund, and coordinating statutory processes and meetings.

The following functions were supported by the Fund in 2020:

- ▶ Overall coordination (management of fund allocation and disbursement processes, backstopping of operations, reporting, liaison with current and prospective contributors to the Fund, and coordination of meetings of the HEF Evaluation Committee and Donors' Advisory Group), ensured by the Fund manager;
- ▶ Grant management, ensured by an Associate Coordination Officer (funded at 20% under the HEF);
- ▶ Administrative support related to funds decentralizations and monitoring (covered at 50% under the HEF).

The HEF Evaluation Committee, chaired by the Director of the Culture and Emergencies entity and gathering representatives of the World Heritage Centre, the Living Heritage entity, the Diversity of Cultural Expressions entity and Field Offices, met ten times in the course of 2020 to assess requests for funding related to emergency preparedness and response and demonstrated to be a very effective tool to ensure that all dimensions of culture are integrated in the HEF action at country level. In 2020, the

Evaluation Committee, considering the multiple needs related to the COVID-19 pandemic, played a key role in defining guidance on specific cases which could receive the support of the HEF, namely activities of a regional scope or part of joint UN assessments.

The systematic notification of the approval and funding of emergency preparedness and response activities to beneficiary countries continued, and led to increased ownership of emergency operations and strengthened awareness of the existence and mandate of the Fund. Beneficiary countries could be invited to be advocates of the importance of its action in emergencies.

## 5.2 / ASSESSMENT OF PROGRESS IN THE IMPLEMENTATION OF THE 2020-2021 RESULTS FRAMEWORK

In 2020, the HEF made important progress in achieving the targets of its Results Framework 2020–2021 (see the diagram hereafter and the detailed assessment in Annex V).

The implementation of activities is in most cases underway or completed, while in some cases specific activities were not requested; the COVID-19 pandemic caused implementation delays in a number of cases, but implementation modalities were adjusted to ensure delivery. In terms of methodology, the emergency nature of the Fund and the fact that it operates upon request (for both preparedness and response activities) resulted in defining targets at activity level building on an estimate based on previous years' work. In this sense, it is intended that the action of the Fund will remain centred on responding to UNESCO Member States' requests of support, as necessary.

**Figure 1.** Assessment of the implementation of the Results Framework 2020-2021 of the

<b>IMPACT</b>	<b>SDG 11.4: Strengthen efforts to protect and safeguard the world's cultural and natural heritage</b>			
	<b>ER5 of the 39C/5:</b> Culture protected and cultural pluralism promoted in emergencies through better preparedness and response, in particular through the effective implementation of UNESCO's cultural standard-setting instruments			
<b>OUTCOMES</b> Likelihood of achievement: High Medium Low	<b>Outcome 1:</b> Member improve their preparedness to prevent, mitigate and recover the loss of cultural heritage and diversity as a result of emergencies States			
<b>OUTPUTS</b> Likelihood of achievement: Exceeded High Medium Low	<b>Output 1:</b> Capacities of national and local authorities reinforced and technical assistance provided to them for the implementation of emergency preparedness and risk mitigation interventions on cultural heritage and diversity		<b>Output 2:</b> Awareness of Member States raised on the importance to protect and promote cultural heritage and diversity in emergencies	
<b>ACTIVITIES</b> Status of implementation: Exceeded Completed Under way Not launched Not requested  <b>Note:</b> Considering the emergency nature of the HEF, the identification of targets at activity level was built on an estimate based on previous years' work. The progress assessment at activity level hence reflects the status of implementation rather than the progress in target achievement.	<b>ACTIVITY</b>	<b>STATUT</b>	<b>ACTIVITY</b>	<b>STATUT</b>
	<b>Activity 1:</b> 4 technical assistance activities for the implementation of emergency preparedness and risk mitigation interventions on cultural heritage and diversity	2/4	<b>Activity 1:</b> 1 awareness-raising material on culture in emergencies	1/1
	<b>Activity 2:</b> 1 capacity-reinforcement material on the implementation of emergency preparedness and risk mitigation interventions on cultural heritage and diversity	0/1	<b>Activity 2:</b> 6 information and statutory meetings, or promotional and fundraising events	1/6
	<b>Activity 3:</b> 3 training workshops in different Regions, including 1 in Africa and 1 for SIDS, on the implementation of emergency preparedness and risk mitigation interventions on cultural heritage and diversity	1/3		
	<b>Activity 4:</b> 1 study on cultural heritage and diversity in emergencies	0/1		
	<b>Activity 5:</b> 2 coordination meetings with potential or current partners	0/2		

An analysis of the expenditure report contained in the financial report as at 31 December 2020 (see Annex IV) allows tracing the features of expenditure by:

► **Region:** 26.79 percent of expenditure supported activities of a global scope. The Arab States were the highest beneficiary region (33.42 percent of expenditure), which reflects the needs caused by the blasts in Beirut in August 2020, followed by Latin America and the Caribbean (18.59 percent), Asia and the Pacific (10.81 percent), Africa (9.64 percent), and Europe and North America (0.75 percent);

► **Type of emergency:** 21.64 percent was spent on conflicts and 78.36 percent on disasters. This is

a reflection of the action supported by the Fund to respond to the Beirut blasts and COVID-19. Expenditure in support to response to the pandemic accounted for almost 8% of the amount spent on disasters;

► **Type of activity:** 51.92 percent of expenditure related to emergency response interventions, 20.98 percent to emergency preparedness activities, 1.71 percent to outreach for resource mobilization<sup>3</sup> and 25.39 percent to the coordination of the Fund. It has to be highlighted how the

3. As indicated above, the figure related to outreach only takes into account the amounts spent on global outreach. It has to be noted that most activities related to emergency preparedness and response include their own outreach budget.

## Heritage Emergency Fund

ACTIVITY		STATUT	ACTIVITY		STATUT
<b>Outcome 2:</b> Member States improve their emergency response capacity to prevent, mitigate and recover the loss of cultural heritage and diversity as a result of emergencies			<b>Outcome 3:</b> Member States engage in the mobilization of resources for the HEF to support the protection of culture and the promotion of cultural pluralism in emergencies		
<b>Output 1:</b> Technical support provided to Member States through rapid interventions, monitoring, coordination and planning for recovery in favour of cultural heritage and diversity			<b>Output 1:</b> Awareness of Member States raised on the existence of the HEF and its programme of activities		
<b>Activity 1:</b> 10 assessment and advisory missions, including Post-Disaster Needs Assessments (PDNAs) and Recovery and Peace-Building Assessments (RPBAs)		3/10	<b>Activity 1:</b> 4 promotional and fund-raising materials related to the HEF		2/4
<b>Activity 2:</b> 10 urgent interventions on the ground		8/10	<b>Activity 2:</b> 2 information meetings, statutory meetings or promotional events		2/2
<b>Activity 3:</b> 2 documentation and monitoring activities		4/2			
<b>Activity 4:</b> 1 Post-conflict or Post-disaster training activity		1/1			
<b>Activity 5:</b> 2 coordination, advocacy or fund-raising meetings		1/2			
<b>Activity 6:</b> 2 temporary staff support to UNESCO Field Offices for emergency response		0/2			

percentage of expenditure on preparedness over the total budget has increased of more than 5 percent from the previous biennium, in line with the orientations expressed by the Donors' Advisory Group and following a proactive approach based on Field Offices' consultations with national authorities in order to map needs related to emergency preparedness in the different cultural domains (tangible, intangible, movable heritage and the diversity of cultural expressions).

With regard to outputs, a similar observation to the one presented for the activities can be made. The assessment of output delivery and related target attainment reflects the extent to which Member

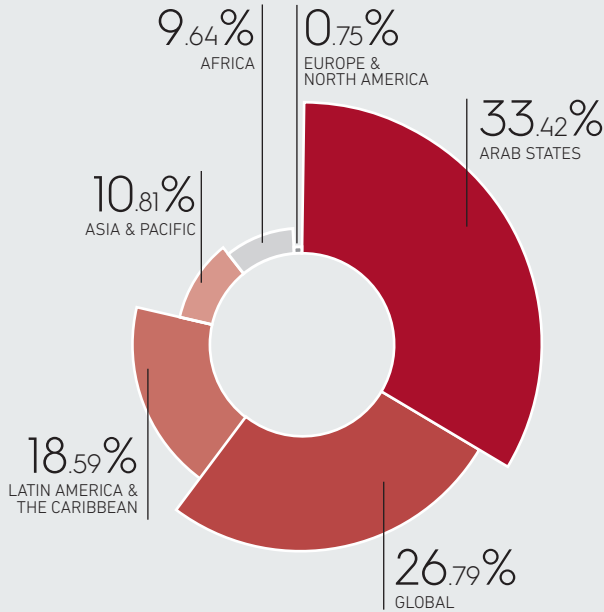
States' requests of support were met as opposed to whether actual needs matched the original estimate. This is the reason why performance indicators have been modified from the Results Framework of the previous biennium to reflect percentages rather than actual numbers. The achievement of outputs related to the provision of support to UNESCO Member States in relation to emergency preparedness and response is fully on track, and the likelihood to attain the related targets is globally high, while efforts will need to be increased in 2021 to achieve the two outputs related to awareness-raising and resource mobilization.

In turn, the likelihood to achieve the outcomes related to the improvement of UNESCO Member States'

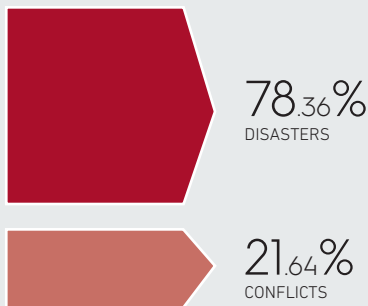
## Statistics

### DISTRIBUTION OF EXPENDITURE

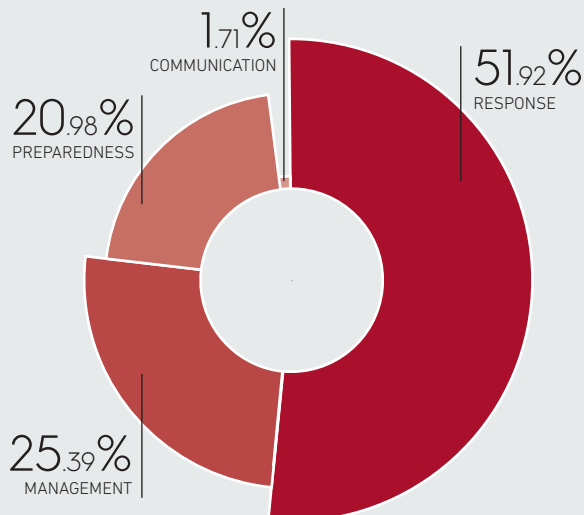
#### by region



#### by type of emergency



#### by type of activity



preparedness and response capacity to prevent, mitigate and recover the loss of cultural heritage and diversity as a result of conflicts and disasters is considered high, while the likelihood to achieve the outcome related outreach and mobilization of resources for the HEF to support the protection and the promotion of cultural heritage and diversity in emergencies is medium.

A gender perspective has been mainstreamed both in the overall approach of the Fund and in the implementation of activities, including in terms of impact on beneficiary communities, as well as involvement in the delivery of preparedness and response interventions, and capacity-building. In Cameroon, for example, out of the 27 site and museum managers who were empowered to conduct the assessments, 13 were women.

Africa remained the first HEF beneficiary region in terms of number of supported countries (21, namely 1 out of 3) since the establishment of the Fund, in line with the African Union Agenda 2063, and notably Aspiration 5, Goal 16, Priority Area 31 (Cultural Heritage, Creative Arts and Businesses). Particular care is given to implementing in this region activities of a strategic and innovative nature, often of a multi-country scope, such as the training of African peace-keepers on cultural property protection (2017), the training on first aid to cultural heritage for Africa (2018) or the emergency evacuation of museum collections in Burkina Faso (2019-2020). A capacity-building programme on emergency preparedness for Africa and SIDS is planned to be launched in 2021.

UNESCO priority groups, such as Small Island Developing States (SIDS), Least Developed Countries (LDCs) and youth, have also significantly benefitted from the Fund. SIDS in Africa, Latin America and the Pacific account for almost 20% of HEF beneficiary countries, in line with the UNESCO SIDS Action Plan 2016-2021 (and notably Priority 4: Tangible/ Intangible cultural heritage and culture for sustainable development) and will benefit from the capacity-building programme mentioned above. LDCs represent 50% of HEF beneficiaries, in line with the HEF Guidelines (which define them as a key target group). Some activities have a specific focus on youth, such as in the case of the emergency rehabilitation of built heritage at the World Heritage property 'Old City of Sana'a' (Yemen), which was implemented through a 'cash for work scheme', allowing a total of 153 local youth (including 9 women) to be involved in the implementation of the works and to receive immediate benefits which substantively improved their livelihood.

Finally, climate change is also at the centre of HEF's action, in line with Priority iii of UNESCO's Strategy on climate change (Promoting cultural diversity and cultural heritage safeguarding for climate change mitigation and adaptation). For emergencies associated with disasters caused by extreme weather events associated with climate change, emergency preparedness and response activities funded under the Heritage Emergency Fund can contribute to climate mitigation and adaptation, including, for example, through the implementation of climate-sensitive safeguarding or rehabilitation measures which account for the rise in the frequency and severity of weather events, as direct or indirect consequences of global climate change. As an example, site monitoring via satellite imagery in countries regularly affected by natural disasters, such as in Vanuatu and Fiji in 2020, can contribute to mitigate the effects of climate change on cultural heritage. Furthermore, a number of capacity-building activities include a component which relates to the effects of climate change.



▲ AN EXPERT PARTICIPATING IN THE EMERGENCY ASSESSMENT OF CULTURAL HERITAGE SITES IN CAMEROON © UNESCO

## 5.3/ REPORTING

### KEY ACHIEVEMENTS

- ▶ Donors informed about the activities implemented with the support of the HEF



▲ THE HEF 2019 ANNUAL PROGRESS REPORT © UNESCO

The 2019 Annual Progress Report of the HEF was produced in English, French and Arabic.

The Report was shared with donors, partners and beneficiary countries, and distributed at meetings and events held at UNESCO Headquarters and online, as well as on the occasion of bilateral meetings.

## 5.4/ DONORS' ADVISORY GROUP

### KEY ACHIEVEMENTS

- ▶ Donors' awareness of the activities supported through the HEF strengthened
- ▶ HEF outreach improved

The HEF Donors' Advisory Group (DAG) was established in January 2018, with the aim to facilitate the sharing of information and best practices on the implementation of activities supported by the HEF, and to offer advice related to the Fund's strategy and its fundraising, reporting, branding and communication approaches. The DAG does not take decisions on the allocation of resources under the HEF.

The annual meeting of the DAG was held, in an online format, on 16 September 2020 and gathered representatives from donor countries. The agenda included the election of the co-chairperson of the DAG for the biennium 2020-2021, which resulted in the re-election of H.E. Mr Khalifa Jassim Al-Kuwari, Director General of the Qatar Fund for Development, alongside

Mr Ernesto Ottone R., UNESCO Assistant Director-General for Culture, co-chair ex officio. The agenda also included the presentation of the programmatic achievements of the Fund in 2019, an overview of the impact of COVID-19 on emergency preparedness and response interventions, the need to strengthen the emergency preparedness component of the Fund, the approval of the HEF workplan for 2020-2021 and the way forward for outreach and resource mobilization.

Suggestions shared by donors during the DAG meeting led to the development of further initiatives, such as the launching of a capacity-building initiative on emergency preparedness for Africa and Small Islands Developing States and a social media campaign, the latter of which to be implemented in 2021.



## CHAPTER 6

## CONCLUSIONS

6.1/  
ACHIEVEMENTS

In 2020, **the HEF continued to expand its geographical scope**, supporting 28 emergency preparedness and response interventions which benefited 28 countries, either through in-country operations or through multi-country activities, bringing the overall amount of beneficiary countries since the beginning of its operations in 2016 to 64, out of which 33 percent are in Africa and almost 20 percent in Small Island Developing States (SIDS). Despite the COVID-19 pandemic, interventions have been launched or continued, and new working modalities have been defined, which can be applied to other activities in the future and have the potential to increase the effectiveness of HEF operations and reduce their costs.

In 2020, Latin America and the Caribbean was the region with the highest number of beneficiary countries supported (12), followed by the Arab States and Africa (5 each), Asia and the Pacific (4) and Europe and North America (2). This results from the implementation of a multi-country activity concerning the assessment of the impact of COVID-19 on cultural and creative industries in Latin America.

If considering the operation of the HEF since its inception, Africa remains the highest beneficiary region (21 countries), followed by Latin America and the Caribbean (18 countries), Asia and the Pacific (13 countries), the Arab States (7 countries) and Europe and North America (5).

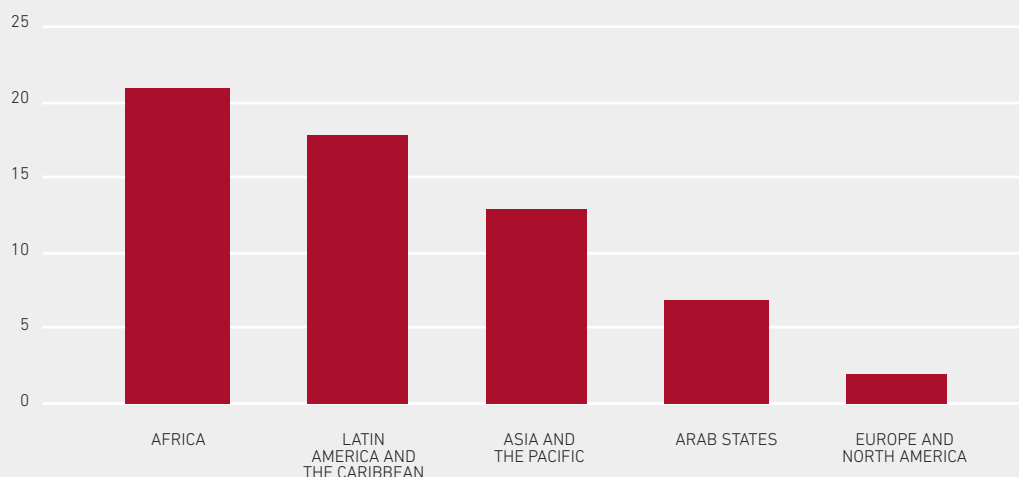
**The HEF continued addressing emergencies resulting from both conflicts and disasters**, and supported activities in response to the COVID-19 pandemic, on the basis of specific guidance defined by the HEF Evaluation Committee (see par. 5.1 above).

Furthermore, **the HEF fulfilled its mandate to support critical interventions that cannot be sustained under earmarked financing mechanisms**.

The Fund notably demonstrated its added value by filling a strategic gap: covering, through short-term and first-aid activities, the critical needs that arise between the occurrence of an emergency and the implementation of long-term and large-scale recovery projects.

With regard to **outreach**, key improvements were made. A set of measures was adopted to strengthen the quality of audio-visual materials on the activities implemented, a survey on the Fund's overall communication and visibility approach allowed gathering a clearer understanding of the

HEF beneficiary regions by number of countries supported (2015-2020)



expectations and views of partners with regard to visibility, and preparatory work was conducted for a social media campaign to be launched in the first quarter of 2021.

In terms of **mobilization of resources, the Fund successfully fulfilled a role of catalyst and multiplier of funding.**

In 2020, two of the three resource mobilization objectives defined for the 2020-2021 biennium (namely developing at least one partnership based on long-term agreements and regular annual contributions and ensuring that at least one covers an amount of US\$ 250,000 or more) were achieved, thanks to the generous contribution of Norway, which granted its support over a two-year period (2020-2021). The third one (obtaining the support of five donors, of which at least one is from Asia and the Pacific, Latin America and the Caribbean, or Africa) was partially achieved, as four HEF partners in addition to Norway (Estonia, Monaco, Serbia and Slovakia) confirmed their contributions, while no new donor from regions other than Europe could be brought onboard.

At the activity level, 1 out of 3 HEF activities were supported by matching financial or in-kind resources from national or local governments, international organizations and NGOs.

In addition, some activities leveraged further funding for the future rehabilitation of the cultural heritage of the countries concerned, whether on UNESCO accounts or through other modalities, thus demonstrating the HEF's strategic role in planning for recovery.

With regard to **management**, the implementation of the Results' Framework of the HEF for 2020-2021 is fully on track and its operation is fully aligned with UNESCO's global priorities, such as Africa and gender equality, as well as the needs of UNESCO priority groups, such as SIDS, LDCs and youth. Climate change is also at the centre of HEF's action, for example through site monitoring via satellite imagery and capacity-building activities.

The success of the HEF is related not only to its programmatic and resource mobilization achievements, but to the **modalities of its operation:**

- ▶ **Rapidity:** Funds were decentralized to UNESCO Field Offices within hours from the request, revealing an unequalled capacity for rapid interventions when compared to other funding modalities and tools currently existing within the Culture Sector and the Organization.

- ▶ **Flexibility:** Thanks to the non-earmarked nature of the Fund, the Organization could intervene when, where and in whichever way was necessary.

- ▶ **Interdisciplinarity:** Not only did the Fund support individual activities in all the domains covered by the six Culture Conventions, it also financed interventions concerning culture as a whole.

A further reason which strategically contributed to the success of the HEF is the **key role played by UNESCO's network of Field Offices**, at different levels:

- ▶ Ensuring that activities reflect priorities and needs of affected communities and are endorsed by national and local authorities.
- ▶ Implementing activities on the ground, with the possibility of identifying evolving circumstances and adapting implementation as needed.
- ▶ Enabling the HEF to play its catalyst effect, by convincing authorities and partners to support the implementation of activities via financial or in-kind contributions.
- ▶ Multiplying HEF outreach efforts thanks to their own communication assets (staff, webpages, press outreach, etc.).

## 6.2/ CHALLENGES

Over the course of 2020, key challenges were identified in relation to programme implementation, outreach and resource mobilization. While some are specific to the HEF (and hence strategies to address them can and will be defined), others are related to the international context or to corporate rules and regulations (hence ways to address them are beyond the control of the HEF secretariat).

**Programmatic challenges** in 2020 concerned:

- ▶ Implementation constraints related to the evolving situation on the ground or to changing security or accessibility conditions;
- ▶ The COVID-19 pandemic, which imposed significant limitations over travel and physical

proximity, delaying the implementation of numerous activities related to capacity-building and emergency operations at country level;

- ▶ The lack of predictability of revenues, which in a number of cases implied granting lower amounts than those requested, thus limiting the scope of activities;
- ▶ Striking a balance between preparedness and response activities, considering that the first ones are earmarkable and hence easier to raise funds for, while rare and valuable unearmarked funds (such as those of the HEF) should be better kept for activities which cannot be planned and are in consequence more difficult to raise funds for;
- ▶ Striking a balance between the numerous and diverse aspects related to the management of the HEF (governance, finance, backstopping of operations, outreach, resource mobilization, etc.) and the willingness to keep staff costs to the minimum.

**Outreach challenges** in 2020 were represented by:

- ▶ Ongoing major transformations at corporate level, among which the adoption of a revised communication strategy, which kept on standby for several months the development of a communication plan for the HEF;
- ▶ The need to largely rely on audio-visual materials, produced at country level, of very diverse standards and often far-from-optimum quality;
- ▶ The COVID-19 pandemic, which hampered or delayed the organization of outreach events.

**Challenges in resource mobilization** in 2020 were related to:

- ▶ The perception that, in emergency contexts, areas of work related to basic needs (food, water, shelter, sanitation, etc.) should be given priority over culture;
- ▶ The increasingly competitive funding panorama for culture in emergencies;
- ▶ The impact that COVID-19 has had on the economies of some donor countries and on the capacity of the HEF secretariat to organize fundraising events;
- ▶ The preference of some donors for funding modalities which allow earmarking and a dedicated visibility, such as Funds-in-Trust;

- ▶ The intrinsically unpredictable nature of the work supported under the HEF, which does not give potential partners a full overview, at the onset, of beneficiary countries, specific activities to be implemented, and related expected results;
- ▶ The less visible nature of small-scale and short-term operations supported by the HEF (such as damage assessments, emergency evacuation of museums, stabilization of built heritage, etc.) as opposed to larger-scale and longer-term interventions (such as reconstruction of monuments or cultural repositories, etc.) which are hence preferred by potential partners.

The above causes a financial situation characterized by a narrow donor base, an unbalanced share of contributions between existing donors, as well as intermittent contributions of a limited amount, which jointly result in an overall lack of sustainability of the Fund, to be addressed as a matter of priority.

Measures to address HEF-specific challenges are proposed in par. 6.3 hereafter, while adjustments will be made to reduce the impact of issues of a more global scope.

## 6.3/ WAY FORWARD

In 2021, the Heritage Emergency Fund will continue to pursue its mandate and broaden its action.

At the **programmatic level**, the Fund will continue to support requests for immediate intervention in the aftermath of conflict and disasters globally, as well as initiatives to improve preparedness, while establishing or strengthening strategic partnerships with international organizations and other key stakeholders. This will have the dual purpose of strengthening the capacity of UNESCO Member States to prepare for and respond to emergencies and to incorporate a concern for cultural heritage in disaster risk reduction, security and peace operations, in line with the UNESCO *Strategy on Culture in Emergencies* and the Fund's Results Framework 2020–2021.

In the short to medium term, it will be important for the HEF to continue supporting preparedness activities. The Secretariat of the Fund will engage systematically with UNESCO Field Offices in Africa, Latin America, the Arab States and Asia and the Pacific to identify needs, define activities to be

funded and backstop their implementation. These may include support to inventories and workshops aimed at assisting national authorities in elaborating disaster risk preparedness plans and protocols for cultural sites and institutions. In the long term, the strategic focus of the HEF could be reassessed by shifting more emphasis onto emergency response, as envisaged by the UNESCO *Strategy on Culture in emergencies*.

With regard to the **operation** of the Fund, a revision of the *Guidelines on the use of HEF resources* will be launched in 2021, with the purpose to make more explicit the inclusion of pandemics (as biological hazards) in its scope, and clarify the conditions for granting support, in line with the recommendations of the 2019 'Evaluation of UNESCO's action to protect culture in emergencies', conducted by the Evaluation Office of UNESCO's Internal Oversight Service.

Additionally, a database of HEF activities (containing information on the country, amount granted, scope and type of emergency addressed, etc.) will be set up in 2021, with the objective to strengthen the knowledge management of the Fund.

In relation to governance, the composition of the HEF Evaluation Committee will be revised, in order to ensure an appropriate rotation of different regions (as representatives of Field Offices sit in the Committee).

**Communication and outreach efforts will be continued and expanded**, with the objective to raise awareness on the existence, the scope and the programme of activities of the Fund.

A social media campaign focused on the HEF will be launched in the first half of 2021 and implemented through UNESCO's corporate social media accounts, as corporate rules and regulations on social media do not allow for the establishment of a dedicated media outlet for the Fund.

Additionally, efforts to improve the quality of audio-visual materials on HEF-supported activities will be continued, through the dissemination of the communication guidelines developed by the secretariat of the Fund.

Whenever possible, Field Offices will be asked to organize opening and/or closing online events, in order to showcase the work of the Fund.

The HEF will also be promoted on the occasion of strategic events, such as the 2021 edition of the Abu Dhabi Culture Summit, the G-20 and the UNESCO General Conference.

Finally, the good practice to inform HEF beneficiary countries about the granting of funds for implementation of activities in their territory will be continued, and their help will be sought in order to organize region-specific HEF presentations during meetings of UNESCO regional groups.

One of the main objectives in 2021 will be to strengthen **donor relations**; communication with donors will be strengthened in order to maximize their engagement both at programmatic level and in resource mobilization. Among the proposed activities: sharing information, on an ongoing basis, on newly approved emergency preparedness and response activities supported under the HEF; inviting donors to opening and closing events related to HEF-supported activities whenever activities allow for them. In this regard, donors will be requested to share contact details of representatives (within the Permanent Delegations to UNESCO, appropriate line Ministries and possibly Embassies at country level) whom the HEF secretariat should be liaising with on the above-mentioned communication.

With regard to **mobilization of resources**, efforts will be made to diversify and enlarge the HEF donor base.

Based on the experience of previous years, existing implementation constraints and the nature of the HEF (whose purpose is not large-scale and long-term interventions, but immediate intervention and first aid), the overall goal would be to ensure the sustainability and predictability of revenues, and more balanced donorship. This would entail attracting new donors, who, insofar as possible, would be willing to enter into a long-term partnership with UNESCO.

The three objectives below were defined for the biennium 2020-2021:

- ▶ Obtain the support of five donors, of which at least one is from Asia and the Pacific, Latin America and the Caribbean, or Africa.
- ▶ Out of those five donors, ensuring that at least one contribute US\$ 250,000 or more.
- ▶ Developing at least one partnership based on long-term agreements and regular annual contributions.

The third one was achieved, thanks to the generous support of Norway. In 2021, efforts will be strengthened to attain the other two, including through requesting the support of HEF beneficiary countries in those regions, and notably by appeals during meetings of UNESCO's Executive Board and General Conference; targeted presentations during

meetings of UNESCO regional groups; organization of promotional events, if the health situation allows (for example, a photo exhibition on the work supported by the HEF during the UNESCO General Conference or a side event during the UN General Assembly or the G-20); and bilateral meetings of the Director-General, the Assistant Director-General for Culture and the Director for Culture and Emergencies.

Finally, the support of current HEF donors will also be sought, beyond financial contributions, on three different levels:

- ▶ public statements on the relevance of the HEF and on the success of its operations, for example during sessions of UNESCO's Executive Board, General Conference and/or statutory meetings of the six Culture Conventions;
- ▶ promoting the HEF among cultural institutions or private sector actors in their countries, which could be interested in partnering for the preservation of cultural heritage in emergency situations, and facilitating negotiations with UNESCO;
- ▶ using the HEF as a beneficiary cause for fundraising events foreseen in their countries.









# ANNEX I

## EMERGENCY PREPAREDNESS AND RESPONSE PROGRAMME SUPPORTED BY THE HEF

### 1. The impacts of disasters and conflicts on heritage and their consequences on sustainable development, peace and security

World Heritage properties 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 underlying factors, including natural hazards, climate change and political instability, which often reinforce each other.

Earthquakes, fires, floods, landslides and typhoons have caused over the past several 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. As culture is often used as a target and a source of financing of conflict, the protection of cultural heritage also has important implications in terms of international security.

Often, heritage is caught in the crossfire of hostilities between belligerent parties, or it is the victim of pillage and looting in times of chaos and political unrest. More troublingly, heritage is at times the target of deliberate destruction, with the intention of obliterating the very identity of individuals and groups, severing their links to the land and breaking the bonds that keep them together as a community. This occurred in 2001 with the Buddha statues of Bamiyan, in Afghanistan, and as we have tragically witnessed, in the northern region of Mali, as well as in Syria and Iraq more recently.

In addition to the loss of the unique records of our past of great historic, aesthetic and scientific value, the destruction of cultural and natural patrimony has a very negative impact on communities, since it affects the ability of heritage to serve as a fundamental resource for their sustainable development. It also impedes its ability to act as an anchor for their spirituality and identity, around which affected communities can rebuild in times of distress.

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, is not only a human right. It also provides a much-needed sense of continuity and supports resilience. In complex emergency situations, culture can moreover be a vehicle to foster tolerance, mutual understanding and reconciliation, mitigating social tensions and preventing renewed escalation into violent conflict. Film, dance and theatre, for example, have been used to build mutual understanding among diverse refugee communities.

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 vulnerable people recover a sense of dignity and empowerment. The acknowledgment 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 to a society's peaceful development.

Heritage, on the other hand, is not just a liability when it comes to disasters. A vast literature has shown that well-maintained heritage sites and structures may reduce disaster risks. They transmit traditional knowledge associated with building techniques and environmental management.

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

### 2. The challenges to be addressed

Within this context, many countries are both unaware of the risks affecting their heritage and unprepared to address them. Typically, heritage site managers are preoccupied with day to day issues, or with raising

funds for ongoing 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.

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 which may lead to catastrophic consequences, unless immediate safeguarding measures are taken. These risks 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 ICOMOS, IUCN, ICCROM and ICOM,<sup>4</sup> has developed a variety of tools over the years to manage risks to heritage from disaster 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>5</sup> and training programmes to response and recovery initiatives in the field.

The unprecedented attacks against culture and heritage, notably in the Middle East, together with the increased occurrence of disasters have, however, called for new and more effective approaches to meet these challenges.

Therefore, at its 38th General Conference in November 2015, UNESCO adopted a *Strategy for the reinforcement of the organization's actions for the protection of culture and the promotion of cultural pluralism in the event of armed conflict*, and, at its 39th General Conference in November 2017, the related *Addendum concerning emergencies associated with disasters caused by natural and human-induced hazards*. In 2017, an Action Plan for their implementation was endorsed by the UNESCO Executive Board at its 201st session.

4. ICOMOS is the International Council of Monuments and Sites; IUCN is the International Union for the Conservation of Nature; ICCROM is the International Centre for the Study and the Protection of Cultural Property; ICOM is the International Council of Museums.

5. 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 (see: <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/>).

The *Strategy* builds on the six culture conventions administered by UNESCO by strengthening their synergy and operational capacity to achieve the dual objectives:

- ▶ To strengthen Member States' ability to prevent, mitigate and recover the loss of cultural heritage and diversity as a result of conflicts and disasters.
- ▶ To incorporate the protection of culture into humanitarian action, security strategies and peace-building processes.

This involves strengthening existing collaboration with traditional partners and establishing new forms of cooperation with actors beyond the field of culture such as the humanitarian and security sectors.

By protecting cultural heritage and promoting cultural pluralism in emergency situations, UNESCO contributes towards protecting human rights, preventing conflicts and building peace, upholding international humanitarian law and enhancing resilience among communities.

### 3. A Programme for Emergency Preparedness and Response

In order to be able to assist the Member States of UNESCO in responding to critical situations and managing disaster and conflict-related risks to their heritage, a **Programme for Emergency Preparedness and Response**, coordinated by the Culture and Emergencies entity within the Culture Sector of the Organization, has been established, in close cooperation with the relevant entities at Headquarters and UNESCO Field Offices.

This programme concerns **emergencies affecting culture**, defined as follows:

a situation of imminent threat to heritage, resulting from natural or human-made hazards, including armed conflict, in which a Member State finds itself unable to overcome the severe consequences of the situation on the protection, promotion and transmission of heritage or on efforts to foster creativity and protect the diversity of cultural expressions, and where immediate action is required.

The programme is supported through the **Heritage Emergency Fund**, whose mandate is to address, through short-term and first-aid activities, the critical needs that arise between the occurrence of an emergency and the implementation of long-term and large-scale recovery projects. It thus fills a strategic gap, as it supports critical interventions

that rely upon funding immediately available and in standby, and that in consequence cannot be sustained under traditional financing mechanisms, which are based upon time-taking planning processes. By filling this gap, the HEF plays an effect of catalyst of further funding, as those interventions provide the necessary baseline information for the development of recovery projects.

The programme supports short-term small-scale **activities** in three main areas:

### 3.1 Preparedness

The effects of a disaster or conflict can be mitigated if appropriate measures are taken to anticipate them. Typical activities include:

- ▶ Provision of technical assistance for the implementation of emergency preparedness and risk mitigation interventions on cultural heritage and diversity
- ▶ Development of capacity-reinforcement materials on the implementation of emergency preparedness and risk mitigation interventions on cultural heritage and diversity
- ▶ Organization of training workshops in different Regions, on the implementation of emergency preparedness and risk mitigation interventions on cultural heritage and diversity, for professionals in cultural heritage as well as disaster risk reduction, crisis response and emergency management, including women
- ▶ Development of studies on cultural heritage and diversity in emergencies
- ▶ Organization of or participation in coordination meetings with potential or current partners
- ▶ Advocacy for the importance to protect and promote cultural heritage and diversity in emergencies at information and statutory meetings, or promotional and fundraising events
- ▶ Development or update and dissemination of awareness-raising materials on culture in emergencies
- ▶ Advocacy for the importance to protect and promote cultural heritage and diversity in emergencies at information and statutory meetings, or promotional and fundraising events.

### 3.2 Response

When disaster strikes, there is no time to waste in identifying exactly what the situation calls for. By sending a small team of experts within hours of a disaster, UNESCO will be able to quickly assess the needs and advise government agencies and international donors on the most critical actions required to avoid the further loss of heritage.

Furthermore, it is within the first few days or two to three weeks that the worst can be avoided in a disaster, if material support can be quickly provided. This could consist of the erection of temporary structures to stabilize weakened buildings, the provision of new equipment to replace damaged ones, or the rapid reconstruction of field stations to ensure that the site management authority can maintain a presence in sensitive areas.

The recovery/rehabilitation stage can be a long process requiring the participation of teams of experts as well as the establishment of multi-stakeholder management group to support national authorities and coordinate the relief effort. Activities in the context of response include:

- ▶ Deployment of rapid assessment and advisory missions, including Post-Disaster Needs Assessments (PDNA) and Recovery and Peace-Building Assessments (RPBA)
- ▶ Implementation of urgent interventions on the ground
- ▶ Documentation and monitoring activities
- ▶ Implementation of Post-Conflict or Post-Disaster training activities targeting professionals in cultural heritage as well as disaster risk management, crisis response and emergency management, including women
- ▶ Organization of or participation in coordination, advocacy or fundraising meetings
- ▶ Temporary staff support to UNESCO Field Offices for emergency response.

### 3.3 Mobilization of resources

In addition to the above components, the programme also involves initiatives for communication and outreach, aiming at mobilizing resources for this strategic area of work. These include:

- ▶ Development or update and dissemination of promotional and fundraising materials related to the Heritage Emergency Fund
- ▶ Presentation of the Heritage Emergency Fund and its programme of activities at information meetings, statutory meetings or promotional events.

#### **4. Implementation, monitoring and evaluation**

The implementation of the programme is coordinated by the Culture and Emergencies entity through its Emergency Preparedness and Response Unit. The Unit supports the planning stages of the interventions and immediate response, in coordination with the responsible Headquarters and Field officers.

Periodic evaluations of the programme are undertaken in accordance with UNESCO's evaluation policy and guidelines.

# ANNEX II

## HEF FINANCIAL REGULATIONS

(adopted by the UNESCO Executive Board at its 196th 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 III

## RESULTS OF THE GLOBAL SURVEY ON ACTIVITIES SUPPORTED BY THE HEF BETWEEN 2016 AND 2019

### BACKGROUND INFORMATION AND OBJECTIVES

The UNESCO Heritage Emergency Fund (HEF) is a multidonor and non-earmarked financial mechanism established to support the protection of culture in emergency situations resulting from conflicts and civil unrest, as well as natural and human-induced disasters. The HEF supports emergency preparedness and response activities concerning all dimensions of culture covered by the six UNESCO Culture Conventions, and implemented through UNESCO's network of Field Offices worldwide. Since the establishment of the Fund in 2015, activities have been implemented in over 50 countries.

In 2019, a Global Survey of HEF-supported activities between 2016 and 2019 was launched to evaluate the impact and the effectiveness of those interventions through the feedback of national partners involved in their conceptualization and implementation.

The results of the Global Survey presented in this document, will inform the Fund's strategy and Results Framework 2020–2021. It will also seek to improve the planning and implementation of activities.

### METHODOLOGY

The Global Survey targeted 30 emergency preparedness and response activities implemented between June 2016 and June 2019 in 25 countries. Multicountry activities, such as training workshops, were excluded, as they were subject to dedicated monitoring exercises.

Monitoring questionnaires were sent to the representatives of the 25 countries concerned, selected on the basis of their involvement in the conceptualization and implementation of the activities.

Replies were received, between September and December 2019, for 25 activities in 21 countries, corresponding to a response rate of 83 percent.

### FINDINGS

The Global Survey aimed to assess the impact of the activities implemented between 2016 and the first half of 2019, measured in terms of their success in:

- A. Addressing priorities**
- B. Involving relevant stakeholders**
- C. Delivering results**
- D. Generating change**
- E. Catalysing financial support**
- F. Raising awareness about the HEF**
- G. Improving future interventions.**

## A. Addressing Priorities

### Helping when needed, where needed, as needed

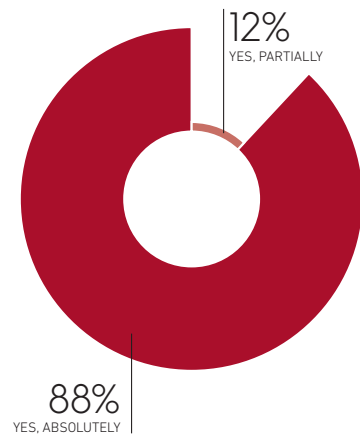
**88%** of respondents confirmed that the activity addressed a clearly recognized need in the culture sector, stating that delays in addressing such need would have led to further loss of heritage, in a context where existing funds were being directed to other areas (food, water, shelter, sanitation).

#### “VOICES FROM THE FIELD

##### **Mexico** – Emergency stabilization of the Monastery Complex of Tochimilco (2018)

*The activity was definitely a priority, as the region where the Monastery is located was the most catastrophically affected by the earthquake. The damage to the Monastery had had a tremendous impact on the local community, as it had altered the continuity of daily life, the exercise of religious practices and the enjoyment of traditional festivities.*”

Did the activity represent a priority at the time for your country?



## B. Involving Relevant Stakeholders

### Collaboration is key

**All** respondents confirmed that national and/or local authorities were involved in some capacity in the activity development and implementation, which most stated was an essential factor in helping meet the activity’s objectives.

**84%** of respondents expressed full satisfaction with the backstopping of UNESCO Field Offices in relation to the activity, in terms of facilitating the funds disbursement procedure, advising on the structure and contents of workshops, helping building capacities, as well as sharing best practices and policy/operational guidelines.

#### “VOICES FROM THE FIELD

##### **Mali** – Damage assessment mission to the World Heritage property of the Tomb of Askia (2017)

*The national authorities concerned were fully consulted and involved in the needs assessment and development of the activity.*

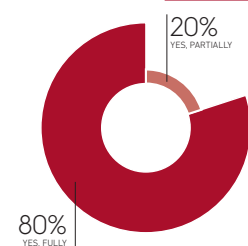
##### **Federated States of Micronesia** – Risk assessment mission to the underwater cultural heritage site of Chuuk Lagoon (2017)

*National, state and local authorities were involved and supportive of the implementation of the activity.*

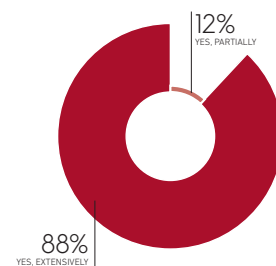
##### **El Salvador** – Evaluation mission and assessment of damage to movable heritage affected by floods (2019)

*The support provided by UNESCO through the Heritage Emergency Fund has been invaluable. The rapidity with which the activity was developed, was implemented and delivered results was remarkable.*”

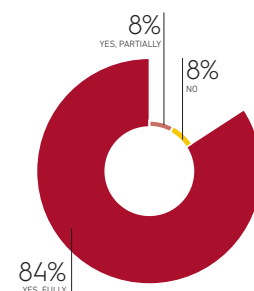
Have the responsible national authorities been consulted on/involved in the identification of the needs and development of the activity?



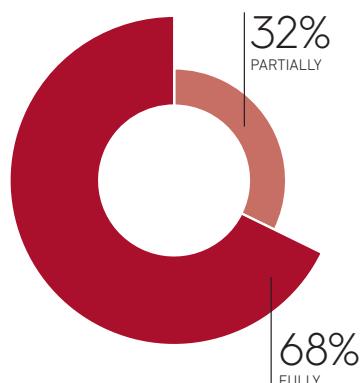
Have the concerned national/local authorities been involved in the implementation of the activity?



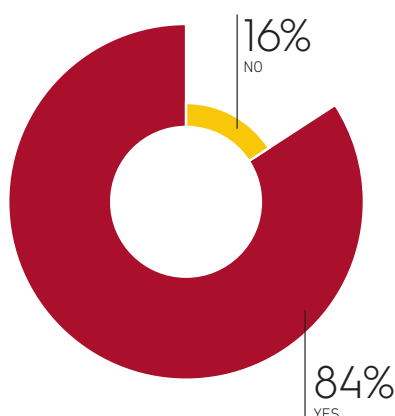
Are you satisfied with the support provided/information shared by the relevant UNESCO Field Office in relation to this activity?



To what extent did the activity achieve its objectives?



Did the activity achieve any additional results?



## C. Delivering Results

### Achievements above and beyond expectations

**68%** of respondents confirmed that the activity funded by the HEF fully met its objectives, while the others stated that the activity's objectives were partially met, due to understandable challenges related to the intrinsic volatility of operating environments in emergencies, such as an evolving security situation, the difficulty to access rare materials, the increased cost of labor or longer delays to establish key partnerships.

**84%** of respondents confirmed that the activity achieved results beyond the originally set ones, such as:

- ▶ The development of guidelines for emergency interventions;
- ▶ The establishment of inter-institutional coordination mechanisms;
- ▶ The compilation of baseline data for future monitoring;
- ▶ The evaluation of needs for heritage emergency preparedness, notably in terms of equipment and staff;
- ▶ Capacity-building;
- ▶ Awareness-raising among local communities and national institutions;
- ▶ Strengthened international cooperation.

### “VOICES FROM THE FIELD

#### **Vanuatu – Participatory needs assessment of intangible cultural heritage practiced by the Ambae community (2018-2019)**

*The activity fully achieved its objectives, producing the safeguarding plan of the intangible cultural heritage of the Ambae community, evacuated and relocated after the eruption of the Manaro Voui volcano.*

#### **Togo – Damage assessment mission to the World Heritage property of “Koutammakou, the Land of the Batammariba” (2018)**

*The activity has achieved its objectives insofar as most of the collapsed Sikians have been restored and rebuilt. Nevertheless, it is noted that the scarcity of local building materials and the high cost of labor have meant that some still need restoration work.*

#### **Lao People’s Democratic Republic – Post-Disaster Needs Assessment for Culture and Tourism (2018)**

*Beyond the expected outputs, the activity involved the interview and assessment of livelihoods and intangible cultural heritage before and after the flood of a particular ethnic group called Oye in Attapeu, with the definition of base-line data for a further full assessment to be undertaken. This was a very important achievement, as it made the ethnic group visible in the PDNA report. Furthermore, the activity brought together working teams from the Department of Heritage and the Department of Tourism, which until then had not had much collaboration, which triggered opportunities for the two sectors to work together and share information, especially in emergency situations and for the long-term.”*



## D. Generating Change

### A seed for change

**74%** of respondents confirmed that the activity led to an overall improvement of national and local policies, procedures and measures in the area of emergency preparedness and response, which represents one of the performance indicators defined in the Results Framework 2018-2019 of the HEF.

**64%** of respondents confirmed that follow-up or additional projects were launched thanks to the HEF-funded activity, thus confirming its catalytic role and further strengthening the preservation of cultural heritage.

### “VOICES FROM THE FIELD

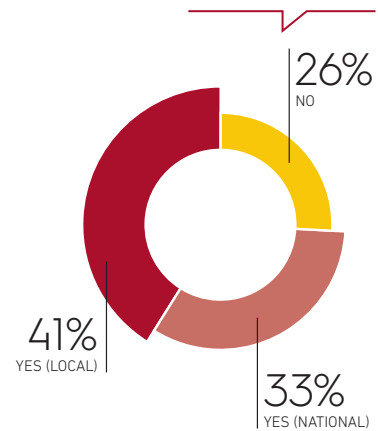
#### **Ecuador** – Emergency conservation of historical archives in the province of Manabí (2016)

*A Manual for contingency procedures in historical archives in the event of natural disasters was published and disseminated nationwide. Furthermore, emergency plans were developed for the repositories of cultural heritage assets throughout the country. Finally, the national Emergency Action Protocol for natural disasters was updated.*

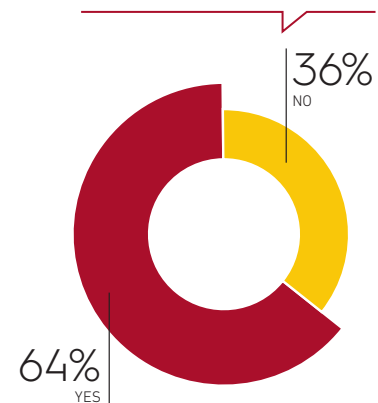
#### **Jordan** – Disaster risk reduction planning for the World Heritage property of Petra (2017)

*The activity was fundamental to feed the risk management component of the Petra Integrated Management Plan, which will be launched in November 2019.*”

Did the activity lead to the adoption of procedures or measures at the national or local level to improve emergency preparedness or response?



Was any intervention/project launched or implemented by your government as a follow-up to this activity?



## E. Catalyzing Financial Support

### A multiplier effect

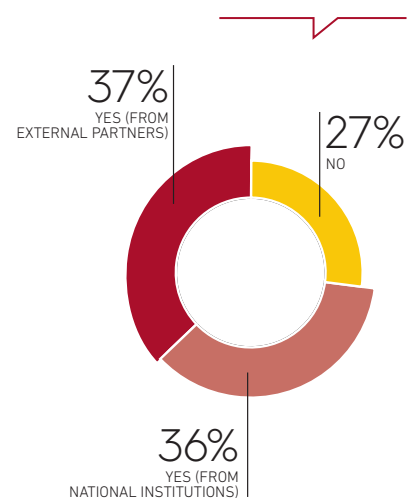
**73%** of respondents stated that HEF support was a catalyst for further resource investment into similar projects from national and/or external partners, witnessing to the impact of HEF-supported activities in raising awareness of the importance to preserve heritage in emergencies among national and international stakeholders.

### “VOICES FROM THE FIELD

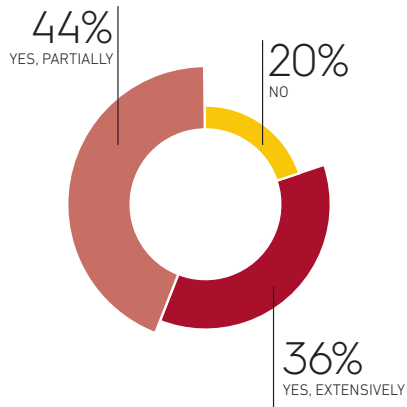
#### **Syrian Arab Republic** – Damage assessment mission to the World Heritage property of the Ancient City of Aleppo (2017)

*The situation in Syria is very difficult since very little money goes to conservation of built heritage. The percentage of the national budget is less than 7% for antiquities and museums. With a limited amount of funding, the Heritage Emergency Fund allowed us raising further resources from the private sector, international institutions such as the United Nations Development Programme and the Aga Khan Trust for Culture, and NGOs.*”

Did the implementation of the activity lead to further resource mobilization from national institutions or external partners?



Are you familiar with the Heritage Emergency Fund, its aims and operation modalities?



## F. Raising Awareness about the HEF

### Still partially unknown

**20%** of respondents stated that they did not feel sufficiently familiar with the HEF, showing a need to increase efforts to raise awareness about its operating mechanism, notably through Field Offices.

### “VOICES FROM THE FIELD

#### **Mozambique** – Post-Disaster Needs Assessment for the culture sector following Tropical Cyclone Idai (2019)

*The UNESCO Field Office provided all necessary information on the Heritage Emergency Fund and its guidelines and procedures.*”

## G. Improving Future Interventions

### Better preparedness for faster response

**100%** of respondents also provided insights on lessons learnt in the conceptualization, implementation or follow-up to activities that should be taken into account in the future, such as:

- ▶ Having heritage inventories and baseline data in place and regularly updated;
- ▶ Taking the time to identify needs for the culture sector as a whole;
- ▶ Establishing inter-institutional coordination mechanisms well before the occurring of an emergency;
- ▶ Building local capacities in very technical emergency-related processes, such as the Post-Disaster Needs Assessment;
- ▶ Anticipating as much as possible dysfunctions at emergency times (including delays in visa delivery processes);
- ▶ Intervening as rapidly as possible after an emergency, even if this implies limiting consultations in the conceptualization of activities.

### “VOICES FROM THE FIELD

#### **Libya** – Evaluation and needs assessment of the collection of manuscripts and books of the University of Benghazi (2018)

*An unstable political situation makes any activity more difficult to organize. This is why coordination mechanisms between agencies and organization involved, and with UNDSS for security, need to be in place before an emergency occurs.*”

## IV / CONCLUSION

The HEF Global Survey has shown that the impact of the HEF at country level is both direct and indirect. Respondents in particular noted that the support helped capacity building within the implementing authorities, encouraged collaboration with local and national governments and bodies, and additionally, acted as a seed for future projects and a catalyst for other types of financial support for future, large-scale initiatives.

The survey has also shown some challenges at activity implementation level, related to the intrinsic volatility of operating environments in emergencies, as well as a need to multiply efforts to build understanding on the HEF and the procedure to access it.

Building on the replies provided by the 25 respondents, UNESCO has identified areas of success and possible improvement, as follows:

Have the activities supported by the HEF between 2016 and 2019 been successful in:	UNESCO assessment	Further action needed by UNESCO in this area
<b>Addressing priorities</b>	Fully satisfactory	
<b>Involving relevant stakeholders</b>	Satisfactory	The consultation process should be broadened to ensure that national authorities are better consulted on or more involved in the identification of the needs and development of activities.
<b>Delivering results</b>	Satisfactory	While efforts should be increased to ensure that any administrative constraints are taken into account to the maximum possible extent in the activity inception stage, a certain amount of unpredictability remains unavoidable in emergency contexts.
<b>Generating change</b>	Satisfactory	The affected countries could be further backstopped to show how the activities could lead to the adoption of new policies, processes and projects at the national or local level.
<b>Catalyzing financial support</b>	Satisfactory	Concept notes and project proposals built on the outcomes of the activities implemented through the HEF could be drafted and disseminated among potential partners.
<b>Raising awareness about the HEF</b>	Satisfactory	Information on the HEF should be systematically shared with authorities before an emergency occurs. In the aftermath of an emergency, a proactive approach aiming at presenting the support to be possibly provided by the HEF should be adopted.
<b>Improving future interventions</b>	Satisfactory	The advice shared by respondents on the activity inception process should be shared internally and taken into account in the phase of development of new activities.

**We thank the authorities of the countries who replied to the HEF Global Survey for their collaboration, and the HEF donors for their invaluable support.**

# APPENDIX A: MONITORING QUESTIONNAIRE

BACKGROUND			
Country:			
Title of the activity:			
Year of implementation:			
QUESTIONS			
1	Have the responsible national authorities been consulted on/involved in the identification of the needs and definition of the activity?	Fully	
		Partially	
		No	
		<i>Comments (250 words max):</i>	
2	Did the activity undertaken represent a priority, at the time, for your country?	Yes, absolutely	
		Yes, partially	
		No	
		<i>If not, or only partially, please explain (250 words max):</i>	
3	To what extent did the activity achieve its objectives?	Fully	
		Partially	
		Not at all	
		<i>Comments (250 words max):</i>	
4	Did the activity achieve any additional results?	Yes	
		No	
		<i>If yes, please explain (250 words max):</i>	
5	Have the concerned national/local authorities been involved in the implementation of the activity?	Yes, extensively	
		Yes, partially	
		No	
		<i>If yes, please explain (250 words max):</i>	
6	Did the activity lead to the adoption of procedures or measures at the national or local level to improve emergency preparedness or response?	Yes (national)	
		Yes (local)	
		No	
		<i>If yes (national or local), please explain (250 words max):</i>	
7	Was any intervention/project launched or implemented by your government as a follow-up to the activity?	Yes	
		No	
		<i>If yes, please explain (250 words max):</i>	
8	Did the implementation of the activity lead to further resource mobilization from national institutions or external partners?	Yes (from national institutions)	
		Yes (from external partners)	
		No	
		<i>If yes, please explain (250 words max):</i>	
9	What were the lessons learnt in the conceptualization, implementation or follow-up to the activity that you consider should be taken into account in the future by those wishing to plan similar activities? (250 words max)		

10	Are you familiar with the UNESCO Heritage Emergency Fund, its aims and operation modalities?	Yes, extensively	
		Yes, partially	
		No	
11	Are you satisfied with the support provided/information shared by the relevant UNESCO Field Office in relation to this activity?	Yes, fully	
		Yes, partially	
		No	
		<i>Comments (250 words max):</i>	
12	Any other consideration that you would like to share? (250 words max)		

#### AUTHORITY ANSWERING THE QUESTIONNAIRE

First and last name:	
Institution (and administrative division):	
Date:	
Signature:	
Stamp:	

## APPENDIX B: LIST OF COUNTRIES THAT PARTICIPATED IN THE SURVEY

- Croatia
- Ecuador
- El Salvador
- Federated States of Micronesia
- Haiti
- Iran (Islamic Republic of)
- Iraq
- Jordan
- Lao People's Democratic Republic
- Libya
- Mali
- Mexico
- Mozambique
- Myanmar
- Nepal
- Peru
- Serbia
- Syrian Arab Republic
- Togo
- Tonga
- Vanuatu

# ANNEX IV

## HEF 2020 FINANCIAL REPORT

(issued by the UNESCO Bureau of Strategic Planning as at 31 December 2020)



### Special Account for the UNESCO Heritage Emergency Fund

#### Financial Status Report as at 31 December 2020

(Expressed in US Dollars)

424GLO4040

#### Income

Voluntary Contributions - Annex 1 column 2020 730,157.68

Interest 34,971.00

**TOTAL INCOME** **765,128.68**

#### Deduct

#### EXPENDITURE

Programme expenditure incurred - Annex 2 1,005,371.59

**TOTAL EXPENDITURE** **1,005,371.59**

**EXCESS OF INCOME OVER EXPENDITURE** **(240,242.91)**

**Fund balance as at 1 January 2020** 2,645,125.55

Savings/(overspending) on prior years' budget 26,095.74

**FUNDS AVAILABLE AS AT 31 DECEMBER 2020** **2,430,978.38**

*Financial Report issued by the Grants Management Section, Bureau of Strategic Planning.  
The total income and expenditure are in accordance with UNESCO's financial records.*

Issued on: 1 March 2021

  
Ebrima SARR

Chief Grants Management Section,  
Bureau of Strategic Planning

## Special Account for the UNESCO Heritage Emergency Fund

## Statement of Income

As at 31 December 2020

(Expressed in US Dollars)

	Prior to 2020	2020	Total
<b><u>Governments</u></b>			
Andorra	31,777.71	-	31,777.71
Canada	151,618.53	-	151,618.53
Estonia	45,632.55	17,626.35	63,258.90
Luxembourg	33,502.64	-	33,502.64
Monaco	74,538.41	19,583.70	94,122.11
Netherlands	37,154.95	-	37,154.95
Norway	1,606,300.53	685,320.12	2,291,620.65
Qatar	3,999,933.00	-	3,999,933.00
Serbia	1,650.17	1,653.81	3,303.98
Slovakia	16,447.35	5,973.70	22,421.05
	<b>5,998,555.84</b>	<b>730,157.68</b>	<b>6,728,713.52</b>
<b><u>Other Donors</u></b>			
Online donations	3,575.08	-	3,575.08
ANA Holdings INC. (Transfer from General Fund 570NFJ9000)	90,000.00	-	90,000.00
Donation	767.95	-	767.95
<b>Sub-total</b>	<b>6,092,898.87</b>	<b>730,157.68</b>	<b>6,823,056.55</b>
Interest	198,527.00	34,971.00	233,498.00
<b>Total Income</b>	<b>6,291,425.87</b>	<b>765,128.68</b>	<b>7,056,554.55</b>

Financial Report issued by the Grants Management Section, Bureau of Strategic Planning.



## Special Account for the UNESCO Heritage Emergency Fund

Annex 2

Expenditure Report by Activity  
for the period 1 January 2020 to 31 December 2020

(Expressed in US Dollars)

	2020-2021 Budget	2020 Disbursements	Unliquidated Obligations	Total Expenditure	% Exp. Vs Budget
<b>1. PREPAREDNESS</b>					
1.1. Technical assistance	210,000.00				
1.1.1. Global					
1.1.2. Africa					
1.1.3. Arab States					
1.1.4. Asia and the Pacific		86,530.00	10,610.00	97,140.00	
1.1.5. Latin America and the Caribbean		99,986.35	13.60	99,999.95	
1.1.6. Europe and North America					
1.2. Capacity-building materials and resources	60,000.00				
1.2.1. Global					
1.2.2. Africa					
1.2.3. Arab States					
1.2.4. Asia and the Pacific					
1.2.5. Latin America and the Caribbean					
1.2.6. Europe and North America					
1.3. Training activities	60,000.00				
1.3.1. Global					
1.3.2. Africa					
1.3.3. Arab States					
1.3.4. Asia and the Pacific					
1.3.5. Latin America and the Caribbean					
1.3.6. Europe and North America					
1.4. Studies and research for policy and tool development	70,000.00				
1.4.1. Global					
1.4.2. Africa					
1.4.3. Arab States					
1.4.4. Asia and the Pacific					
1.4.5. Latin America and the Caribbean					
1.4.6. Europe and North America					
1.5. Coordination, advocacy and fund-raising meetings with key partners	60,000.00				
1.5.1. Global					
1.5.2. Africa					
1.5.3. Arab States					
1.5.4. Asia and the Pacific					
1.5.5. Latin America and the Caribbean					
1.5.6. Europe and North America					
1.6. Awareness-raising and educational activities	60,000.00				
1.6.1. Global					
1.6.2. Africa					
1.6.3. Arab States					
1.6.4. Asia and the Pacific					
1.6.5. Latin America and the Caribbean					
1.6.6. Europe and North America					
<b>Sub-total</b>	<b>520,000.00</b>	<b>186,516.35</b>	<b>10,623.60</b>	<b>197,139.95</b>	<b>37.91%</b>
<b>2. RESPONSE</b>					
2.1. Assessment and advisory missions, including Post Disaster Needs Assessments & Recovery and Peace-Building Assessments	380,000.00				
2.1.1. Global		5,867.08	1,578.00	7,445.08	
2.1.2. Africa		44,587.04	11,198.00	55,785.04	
2.1.3. Arab States		25,167.30		25,167.30	
2.1.4. Asia and the Pacific					
2.1.5. Latin America and the Caribbean		33,562.65	1,100.00	34,662.65	



	2020-2021 Budget	2020 Disbursements	Unliquidated Obligations	Total Expenditure	% Exp. Vs Budget
2.1.6. Europe and North America		7,071.14		7,071.14	
2.2. Urgent interventions on the ground and planning for recovery	210,000.00				
2.2.1. Africa		29,470.00	5,360.00	34,830.00	
2.2.2. Arab States		187,765.24	6,748.44	194,513.68	
2.2.3. Asia and the Pacific		4,415.10		4,415.10	
2.2.4. Latin America and the Caribbean					
2.2.5. Europe and North America					
2.3. Assessment, documentation and monitoring activities	50,000.00				
2.3.1. Africa					
2.3.2. Arab States		28,495.00	61,205.00	89,700.00	
2.3.3. Asia and the Pacific					
2.3.4. Latin America and the Caribbean		28,644.99	5,596.99	34,241.98	
2.3.5. Europe and North America					
2.4. Post-Conflict and Post-Disaster training activities	50,000.00				
2.4.1. Africa					
2.4.2. Arab States					
2.4.3. Asia and the Pacific					
2.4.4. Latin America and the Caribbean					
2.4.5. Europe and North America					
2.5. Coordination, advocacy and fund-raising meetings with key partners	50,000.00				
2.5.1. Africa					
2.5.2. Arab States					
2.5.3. Asia and the Pacific					
2.5.4. Latin America and the Caribbean					
2.5.5. Europe and North America					
2.6. Temporary staff support for emergency response	260,000.00				
2.6.1. Global					
2.6.2. Africa					
2.6.3. Arab States					
2.6.4. Asia and the Pacific					
2.6.5. Latin America and the Caribbean					
2.6.6. Europe and North America					
<b>Sub-Total</b>	<b>1,000,000.00</b>	<b>395,045.54</b>	<b>92,786.43</b>	<b>487,831.97</b>	<b>48.78%</b>
<b>3. MOBILIZATION OF RESOURCES FOR THE HERITAGE EMERGENCY FUND</b>					
3.1. Promotional and fund-raising materials and resources	54,700.00	15,780.57		15,780.57	
3.2. Information meetings and promotional events	300.00	270.00		270.00	
<b>Sub-Total</b>	<b>55,000.00</b>	<b>16,050.57</b>	<b>0.00</b>	<b>16,050.57</b>	<b>29.18%</b>
<b>4. MANAGEMENT FOR THE HERITAGE EMERGENCY FUND</b>					
4.1. Coordination	465,000.00	176,603.49		176,603.49	
4.2. Monitoring and evaluation					
4.3. Reporting	30,000.00	60,453.24	1,520.40	61,973.64	
4.4. Donors' Advisory Group	5,000.00				
<b>Sub-Total</b>	<b>500,000.00</b>	<b>237,056.73</b>	<b>1,520.40</b>	<b>238,577.13</b>	<b>47.72%</b>
<b>Total</b>	<b>2,075,000.00</b>	<b>834,669.19</b>	<b>104,930.43</b>	<b>939,599.62</b>	<b>45.28%</b>
Management Costs	145,250.00	58,426.85	7,345.12	65,771.97	45.28%
<b>Grand Total</b>	<b>2,220,250.00</b>	<b>893,096.04</b>	<b>112,275.55</b>	<b>1,005,371.59</b>	<b>45.28%</b>

Financial Report issued by the Grants Management Section, Bureau of Strategic Planning.

# ANNEX V

## ASSESSMENT OF PROGRESS IN THE IMPLEMENTATION OF THE HEF 2020-2021 RESULTS FRAMEWORK

**Impact:** Culture protected and cultural pluralism promoted in emergencies related to conflicts and disasters caused by natural or human-made hazards to strengthen peace, security and resilience (ER5 of 39 C/5)

**Outcome N° 1:** Member States improve their preparedness to prevent, mitigate and recover the loss of cultural heritage and diversity as a result of emergencies

Quantitative and/or qualitative performance indicator (PI):	Baseline (B):	Source and means of verification (M):
PI 1. Percentage of Member States supported in 2016–2019 who have undertaken steps to adopt procedures and measures to improve their preparedness	71 percent	Survey

**Output N°1:** Capacities of national and local authorities reinforced and technical assistance provided to them for the implementation of emergency preparedness and risk mitigation interventions on cultural heritage and diversity

Quantitative and/or qualitative performance indicator (PI):	Baseline (B):	Source and means of verification (M):
PI 1. Percentage of Member States whose requests of capacity reinforcement or technical assistance have been met	100 percent	Letters of response to requests/ information to beneficiary countries
PI 2. Percentage of emergency preparedness and risk mitigation interventions on culture, supported by the HEF, including a capacity-reinforcement component	60 percent	Activity reports

### Activities

1. Provision of technical assistance (four (4) activities) for the implementation of emergency preparedness and risk mitigation interventions on cultural heritage and diversity
2. Development of one (1) capacity-reinforcement material on the implementation of emergency preparedness and risk mitigation interventions on cultural heritage and diversity
3. Organization of three (3) training workshops in different regions, including one for Small Island Developing States (SIDS), on the implementation of emergency preparedness and risk mitigation interventions on cultural heritage and diversity, for professionals in cultural heritage as well as disaster risk reduction, crisis response and emergency management, including women
4. Development of one (1) study on cultural heritage and diversity in emergencies
5. Organization of or participation in two (2) coordination meetings with potential or current partners

**Note:** Considering the emergency nature of the HEF, which operates upon request for both preparedness and response activities, the identification of targets at activity level was not always possible, or was based on an estimate.

Therefore, the assessment of output delivery and related target attainment reflects the extent to which Member States' requests of support were met as opposed to whether actual needs matched the original estimate.

Target (T):		Assessment of progress against target	
		31/12/2020	Likelihood that target will be attained
80 percent		N/A The survey will be launched at the end of the ongoing biennium	High
		<b>Assessment of output delivery</b>	Partially delivered
Target (T):		Assessment of progress against target	
		31/12/2020	Likelihood that target will be attained
100 percent		100 percent 3 out of 3	High
90 percent		67 percent 2 out of 3	Medium
		<b>Status</b>	
		2 Technical assistance was provided for: - The development of an emergency preparedness plan for the World Heritage property of 'Petra' (Jordan) - Building Urban Resilience through Disaster Risk Management of Heritage Cities in Peru	
		0	
		1 A training workshop on Disaster Risk Management and Emergency Preparedness at the World Heritage property 'Megalithic Jar Sites in Xiengkhuang – Plain of Jars' (Lao People's Democratic Republic) was organized	
		0	
		0	

**Output N°2:** Awareness of Member States raised on the importance to protect and promote cultural heritage and diversity in emergencies

Quantitative and/or qualitative performance indicator (PI):	Baseline (B):	Source and means of verification (M):
PI 1. Percentage of Member States who have been reached by the awareness-raising material on culture in emergencies developed or updated with the support of the HEF	70 percent	Transmission letters/ distribution lists
PI 2. Percentage of Member States who have been invited to information and statutory meetings, or promotional and fundraising events, where the importance to protect and promote cultural heritage and diversity in emergencies was advocated for	10 percent	Invitation letters/ lists of invitees

**Activities**

1. Development or update and dissemination of one (1) awareness-raising material on culture in emergencies
2. Advocacy for the importance to protect and promote cultural heritage and diversity in emergencies at six (6) information and statutory meetings, or promotional and fundraising events

**Outcome N° 2:** Member States improve their emergency response capacity to prevent, mitigate and recover the loss of cultural heritage and diversity as a result of emergencies

Quantitative and/or qualitative performance indicator (PI):	Baseline (B):	Source and means of verification (M):
PI 1. Percentage of supported Member States whose loss of cultural heritage and diversity during an emergency has been prevented, mitigated and recovered	100 percent	Activity reports

**Output N°1:** Technical support provided to Member States through rapid interventions, monitoring, coordination and planning for recovery in favour of cultural heritage and diversity

Quantitative and/or qualitative performance indicator (PI):	Baseline (B):	Source and means of verification (M):
PI 1. Percentage of Member States whose requests of support have been met	100 percent	Letters of response to requests
PI 2. Percentage of emergency response interventions on culture including a capacity-reinforcement component	60 percent	Reports

**Activities**

1. Deployment of ten (10) assessment and advisory missions, including Post-Disaster Needs Assessments (PDNA) and Recovery and Peace-Building Assessments (RPBA)

		<b>Assessment of output delivery</b>	Partially delivered
	<b>Target (T):</b>	<b>Assessment of progress against target</b>	
		<b>31/12/2020</b>	<b>Likelihood that target will be attained</b>
	100 percent	70 percent	Medium
	20 percent	10 percent	Medium
		<b>Status</b>	
		1 A second edition of the brochure 'Protecting Culture in Emergencies' was produced in Arabic and printed in English, French, Spanish and Arabic. The webpage 'Culture in Emergencies' was regularly updated throughout 2020.	
		1 Advocacy for culture in emergencies was made on the occasion of an online panel in the context of the Abu Dhabi Culture Summit.	
	<b>Target (T):</b>	<b>Assessment of progress against target</b>	
		<b>31/12/2020</b>	<b>Likelihood that target will be attained</b>
	100 percent	100 percent	High
		<b>Assessment of output delivery</b>	Partially delivered
	<b>Target (T):</b>	<b>Assessment of progress against target</b>	
		<b>31/12/2020</b>	<b>Likelihood that target will be attained</b>
	100 percent	100 percent 17 out of 17	High
	90 percent	65 percent 11 out of 17	High
		<b>Status</b>	
		3 (1 PDNA) Assessment and advisory missions were conducted to: - Cameroon (2020), to assess cultural heritage sites and cultural repositories threatened by civil unrest; - Sudan (2020), to assess the damage caused by floods to archaeological sites, museums and cultural repositories. - A Post-Disaster Needs Assessment for Culture was conducted in Albania in 2020.	

2. Implementation of ten (10) urgent interventions on the ground

3. Two (2) documentation and monitoring activities

4. Implementation of one (1) Post-Conflict or Post-Disaster training activity targeting professionals in cultural heritage as well as disaster risk management, crisis response and emergency management, including women

5. Organization of or participation in two (2) coordination, advocacy or fundraising meetings

6. Temporary staff support (two (2) staff) to UNESCO Field Offices for emergency response

**Outcome N° 3:** Member States engage in outreach and mobilization of resources for the HEF to support the protection and the promotion of cultural heritage and diversity in emergencies

Quantitative and/or qualitative performance indicator (PI):	Baseline (B):	Source and means of verification (M):
PI 1. Percentage of Member States authorities who have referred to the HEF in their public statements at UNESCO and outside	3 percent	Records and press files
PI 2. Percentage of Member States who have supported the HEF through the provision of human, financial or in-kind resources	5 percent	Financial and administrative records

**Output N°1:** Awareness of Member States raised on the existence of the HEF and its programme of activities

Quantitative and/or qualitative performance indicator (PI):	Baseline (B):	Source and means of verification (M):
PI 1. Percentage of Member States who have been reached by the HEF promotional materials	70 percent	Transmission letters/ distribution lists
PI 2. Percentage of Member States who have been invited to information meetings/ promotional events where the HEF was presented	8 percent	Invitation letters/ lists of invitees

	8 Emergency safeguarding interventions were conducted at: - Museums in Burkina Faso in 2020; - the Tombs of the Buganda Kings at Kasubi (Uganda) in 2020; - the National Museum of Somalia in 2020; - The Old City of Sana'a (Yemen); - The 'Historic Town of Zabid' (Yemen) in 2020; - Historic buildings in Beirut (Lebanon) in 2020. Furthermore, support was provided to the revival of music life in Mosul (Iraq) and to natural and intangible cultural heritage in Kerala (India) in 2020.
	4 - Technical documentation of the Historic Areas of Beirut (Lebanon) affected by the blasts was launched in 2020. - Documentation of the church of Milot (Haiti) was completed in 2020. - An assessment of the impact of COVID-19 on the cultural and creative industries of 11 Latin American countries was carried out in 2020. - Monitoring via satellite imagery of cultural heritage sites in Vanuatu and Fiji was conducted in 2020, in cooperation with UNOSAT-UNITAR.
	1 An online training workshop for Croatian museum directors on managing the parallel disasters induced by the earthquake and the COVID-19 pandemic was organized in 2020.
	1 A series of coordination meetings on emergency response for culture in Beirut was organized in 2020.
	0 No request of support in this area was received.

	Target (T):	Assessment of progress against target	
		31/12/2020	Likelihood that target will be attained
	20 percent (including 50 percent of donors and beneficiaries)	1 percent 2 during the 2020 sessions of the Executive Board	Low
	10 percent	4 percent 5 having provided financial support to the HEF in 2020 1 having provided human resources (Switzerland) 1 having provided in-kind support (Belgium)	Medium
		<b>Assessment of output delivery</b>	Partially delivered
	Target (T):	Assessment of progress against target	
		31/12/2020	Likelihood that target will be attained
	100 percent	13 percent (10 donor countries and 16 beneficiary countries)	Low
	20 percent	4 percent (7 participants in the 2020 meeting of the HEF Donors' Advisory Group)	Medium

**Activities**

1. Development or update and dissemination of four (4) promotional and fundraising materials related to the HEF

2. Presentation of the HEF and its programme of activities at two (2) information meetings, statutory meetings or promotional events

ANNEX I

ANNEX II

ANNEX III

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ANNEX V



	Status
	<p>2</p> <ul style="list-style-type: none"> <li>- The Executive Summary of the 2019 HEF Progress Report was produced in English, French, Spanish and Arabic.</li> <li>- The webpage on the Heritage Emergency Fund was developed in Arabic and Spanish and updated (in all languages) throughout 2020.</li> <li>- Constant social media communication was ensured in 2020.</li> </ul>
	<p>2</p> <ul style="list-style-type: none"> <li>- An information meeting on the HEF was organized for staff of the European Commission in April 2020.</li> <li>- The annual HEF Donors' Advisory Group meeting was organized in 2020.</li> </ul>

ANNEX I

ANNEX II

ANNEX III

ANNEX IV

ANNEX V





## CONTACT:

**Lazare ELOUNDOU ASSOMO**

*Director for Culture  
and Emergencies*

+33 (0)1 45 68 18 40

[l.eloundou-assomo@unesco.org](mailto:l.eloundou-assomo@unesco.org)

**Kaori KAWAKAMI**

*Head of the Emergency  
Preparedness and Response Unit*

+33 (0)1 45 68 02 80

[k.kawakami@unesco.org](mailto:k.kawakami@unesco.org)

**Alessandra BORCHI**

*Manager of the Heritage  
Emergency Fund*

+33 (0)1 45 68 14 00

[a.borchi@unesco.org](mailto:a.borchi@unesco.org)

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**Culture and Emergencies**

**UNESCO Culture Sector**

7, place de Fontenoy

F-75352 Paris 07 SP

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