Culture is infused in nearly every aspect of our lives, from the monuments of our collective memory, to the rituals we celebrate, and the music we listen to.

It shapes our identities and forges social cohesion whilst also reflecting the story of humanity in all its astounding diversity. It embodies universal values whilst also driving creativity and innovation.

That is why the recent increase in the destruction of culture is so disturbing. Deliberate attacks, collateral damage and looting harm individuals and communities, violating their cultural rights.

In the wake of conflicts or disasters, culture can serve as a true catalyst for reconciliation and recovery. There can be no prospect of lasting peace without respect for cultural diversity and artistic freedom.

UNESCO is in a unique position to take rapid and effective action to protect culture in emergencies.

The mausoleums of Mali, the Buddhist prayer halls of Nepal and the Old Bridge of Mostar are all testimony to the healing power of UNESCO’s restoration efforts.

Our “Revive the Spirit of Mosul” initiative aims to restore the pride of the Iraqi people in their once vibrant, multicultural, enlightened city, through culture and education.

Culture is a wellspring of hope for the future. As custodians of our cultural heritage and living traditions, we must respond together to protect it.

Audrey Azoulay
Director-General of UNESCO

(1) The World Heritage property of the Old Bridge of Mostar, Bosnia and Herzegovina. © UNESCO/Elke Selter
(2) View of the World Heritage property of the Old City of Sana’a, Yemen. © UNESCO/Maria Gropa
(3) An archivist is trained in emergency documentary heritage safeguarding following the 7.8 earthquake on 16 April 2016, which affected the provinces of Manabí and Esmeraldas, Ecuador. © UNESCO
(4) Rescuing of debris of the ceramic collection of the Palu Museum, Indonesia, following the September 2018 earthquake that hit Central Sulawesi Province. © UNESCO/Sakamoto TRCC
(5) A weaving woman in North Kivu, Democratic Republic of the Congo. © UNESCO/R. Matsipa
(6) View of the World Heritage property of Koutammakou, the Land of the Batammariba, Togo. © UNESCO/Banlemot Kombate
(7) Designated UNESCO Creative City in 2014, the Haitian city of Jacmel hosts a carnival to promote renewal through culture after the earthquake on 12 January 2010. © UNESCO/Anna Giolitto

Cover image: View of al-Nuri Mosque of Mosul, Iraq, in February 2018. © UNESCO
CURRENT CHALLENGES

Cultural heritage and pluralism have increasingly become the direct targets of systematic and deliberate attacks in numerous conflicts around the world. Culture is particularly vulnerable to collateral damage, looting and intentional destruction, which are often paired with the persecution of individuals based on their cultural, ethnic or religious affiliation and the denial of other communities’ identities.

More broadly, the evolving nature of contemporary conflicts, from inter to intra-state, poses a significant challenge to the current world order built on international treaties and decision-making. Armed non-state actors are increasingly challenging domestic governance and often do not consider themselves bound by decisions taken at the international level. These conflicts increasingly affect culture and challenge the way in which organizations like UNESCO, whose programmes are built around international conventions signed by States, can respond.

Conflicts, sometimes compounded with disasters, create complex humanitarian emergencies. Populations may remain displaced and dependent on humanitarian assistance for some time. The absence of clearly distinguishable post-conflict phases and the high number of protracted conflicts that can escalate at any given time require a prolonged engagement on the part of the international community in regards to both the delivery of basic humanitarian assistance and protection responsibilities, including the safeguarding of cultural rights.

Cultural heritage resources are also increasingly affected by disasters around the world as a result of a variety of underlying factors, such as natural and human-made hazards and climate change. The vulnerability and exposure of cultural heritage are on the rise due to a wave of profound social environmental changes brought on by the adverse effects of global climate change. Climate change, including the changes in the intensity and frequency of natural phenomena, is expected to affect cultural heritage worldwide, both tangible and intangible heritage alike. Floods, fires, strong winds and the long-term impact of adverse climate conditions have the potential to significantly damage cultural and natural heritage sites, which were designed for specific local climates. Moreover, the rise in sea levels threatens numerous coastal sites, while the migration of pests can also have an adverse impact on the conservation of heritage sites.

In addition to the direct impact of disasters and conflicts, that often reinforce each other, on physical assets, their effects include the disruption of the culture sector’s governance and of intangible cultural heritage transmission, the loss of traditional knowledge and practices, and of the economic opportunities associated to cultural industries, including tourism, and in general, limitations to the ability of the affected populations to access and benefit from their cultural resources and practices.
THE IMPORTANCE OF CULTURE IN EMERGENCY SITUATIONS

Culture, as expression of peoples’ identity, repository of memory and traditional knowledge, is an essential component of a community’s cohesion and social capital. Promoting respect for cultural diversity is fundamental to preventing violent extremism, generating positive dialogue and inclusion, and fostering lasting peace.

The significance of culture in the lives of communities and individuals makes its continuity a powerful tool for building resilience, serving as a basis for sustainable recovery. Likewise, the rehabilitation of heritage can contribute towards healing the scars of war and disasters by allowing communities to recover a sense of hope, dignity and empowerment. As a visible expression of common ground between communities, culture can be a powerful tool for reconciliation and a building block for social cohesion.

Artists and cultural institutions are key in ensuring freedom of expression, promoting cultural diversity and fostering inclusive dialogue. Cultural expressions also offer appropriate ways to deal with psycho-social distress and so reconcile communities.

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.

(1) Pieces from a destroyed panel at the Mizran Mosque in Tripoli, Libya. © UNESCO
(2) The colonnade at the World Heritage property of Palmyra, Syrian Arab Republic, in April 2016. © UNESCO
(3) Conservation work on an archival document, Ecuador. © UNESCO
(4) The flooded World Heritage property of the Historic Town of Grand-Bassam, Côte d’Ivoire, following heavy rainfalls in October 2019 that caused the Comoé River to overflow. © UNESCO
UNESCO IN ACTION

UNESCO has long led international efforts to protect or rehabilitate cultural heritage affected by conflicts or disasters around the world. Unprecedented attacks against culture and heritage in recent years, notably in the Middle East, together with the increased occurrence of disasters require new and more effective responses.

An innovative Strategy

In 2015, the General Conference of UNESCO adopted a *Strategy for the reinforcement of [the Organization's] action for the protection of culture and the promotion of cultural pluralism in the event of armed conflict*. In 2017, the General Conference approved an *Addendum* to the *Strategy*, concerning emergencies associated with disasters, both natural and human-induced. The *Strategy* and *Addendum* build on UNESCO's six culture conventions by strengthening their synergy and operational capacity to achieve two objectives:

• to strengthen Member States’ ability to prevent, mitigate and recover the loss of cultural heritage and diversity as a result of conflict and disaster caused by natural and human-induced hazards; and

• to incorporate the protection of culture into humanitarian action, security strategies and peace-building processes, as well as the Disaster Risk Reduction sector.

In addition, an *Action Plan 2015-2021* for the *Strategy*’s implementation, covering both disasters and armed conflicts, was approved by UNESCO’s Executive Board in 2017, to define the Organization’s activities in this area of work.

How UNESCO responds to emergencies

UNESCO’s activities for protecting cultural heritage and promoting cultural pluralism in crisis situations revolve around three main types of activities:

• Advocacy and awareness-raising;

• Documentation and monitoring;

• Capacity-building and technical assistance.

The *Strategy* also provides a framework for actors from different professional fields to strengthen and join efforts in the protection of cultural heritage.

This involves reinforcing our cooperation with traditional partners and establishing new forms of cooperation with actors beyond the field of culture, such as the humanitarian and security sectors.

Building on its 70 years of experience, through its *Strategy* and thanks to new partnerships, UNESCO is working to achieve its primary mission, as per its Constitution: “building the defenses of peace in the minds of men and women” through culture, and thus demonstrate the extraordinary potential of culture to contribute to peace and security.


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

Convention on the Protection of the Underwater Cultural Heritage (2001)


(1) In response to the armed conflict in Northern Mali, UNESCO, in collaboration with the National Directorate of Cultural Heritage in Mali and the International Centre for Earthen Architecture (CRAterre), produced a “Heritage Passport” (“Passeport pour le patrimoine”). It provides detailed information on the location and the importance of cultural sites and was developed to raise awareness among the armed forces, non-governmental organizations (NGOs), the international community and local communities about the importance of safeguarding these heritage sites. © UNESCO

(2) Risk assessment of the Chuuk Lagoon, Federated States of Micronesia, rich in shipwrecks and aircrafts affected by corrosion and aggressive dynamite fishing, which can lead to serious fuel leaks, especially when these sites are disturbed by extreme weather events. Some of the shipwrecks contain Unexploded Ordnance (UXO) from World War II, further endangering the safety and health of the local community and visitors, as well as the environment. © UNESCO

(3) UNESCO emergency activities implemented in Bamiyan, Afghanistan, for the recovery and rehabilitation of the cliff and niches after the destruction of the two Buddha statues in 2001. © Claudio Margottini
THE RIGHT TO CULTURE

Enshrined in the Universal Declaration of Human Rights, respect for cultural rights, including the safeguarding of culture, must be integrated within the humanitarian response to crisis situations. Beyond the physical destruction of cultural heritage, there is also the tremendous impact of human rights violations, including the right to enjoy, develop, and have access to cultural life and identity, the right to education, the right to assemble and freedom of expression.

Millions of people are forcibly displaced as a result of conflict or disaster, with many suffering from the direct targeting of their cultural references and often from diminished access to culture that deny them the enjoyment of their cultural rights. Refugees and displaced people tend to draw from their intangible cultural heritage as a resource for social and psychological resilience in the face of intense difficulties. Yet displacement also puts living heritage at risk, not least due to the disruption of communities and families. Their ability to access and enjoy culture and cultural rights must be guaranteed in these circumstances as it helps them cope with the psychological distress of forced displacement, and ensures their well-being in adapting and settling into the new context of a host country. Indeed, the UNESCO 2003 Convention for the Safeguarding of the Intangible Cultural Heritage requires States Parties to “take the necessary measures to ensure the safeguarding of the intangible cultural heritage present in its territory”.

Artists in particular can play an important role in ensuring the enjoyment of cultural life by all, as they are among the most vibrant, engaged and outspoken members of society. Supporting the rights of artists to freedom of expression enhances their role as catalysts of social change, helping them to fight exclusion and inequality, imagining a new future that restores hope. Therefore, advocating for the rights of artists must form a key part of any strategy confronting the challenges of forced displacement.
Since 2003, UNESCO has been working to safeguard several components of the World Heritage site of the Cultural Landscape and Archaeological Remains of the Bamiyan Valley in Afghanistan. The site is testimony to the Taliban’s destruction of the two standing Buddha statues, which shocked the world in March 2001. UNESCO’s planned construction of the Bamiyan Cultural Center will promote cross-cultural understanding and cultural diversity. It will serve as a public space for civil society and the general public in Bamiyan to enjoy handicraft training and shops, thereby creating jobs and generating income. With the restoration of historic sites in Bamiyan, the communities are once again able to enjoy their cultural rights, develop them further and build on the Cultural Center’s support of artistic and cultural processes, with the institution serving as a platform to connect the public with Afghan cultural traditions and practices. As a city recovering from the disastrous effects of conflict, Bamiyan thrives on its cultural resources: it is a member of the UNESCO Creative Cities Network and organizes annual cultural festivals such as Silk Road, Buzkahshi and Food Festival. It also attracts the highest number of national tourists in Afghanistan. Here, the Islamic-era citadel of Shahr-e-Gholghola is being restored with the support of Italy. © UNESCO/Mujtabah Mirzai

Syrian displaced youth who have found refuge in Lebanon are taught traditional Syrian music, in recognition of the power of music as a tool for self-expression, knowledge and healing, in the framework of the project “Emergency Safeguarding of the Syrian Cultural Heritage”, supported by the European Union, the Government of Flanders and Austria. In this context, a group of Syrian students celebrated their graduation from the Action for Hope Music School in Lebanon and performed before a large audience at al-Madina Theatre in Beirut on 22 September 2017. Students were grouped into several ensembles, sang traditional Syrian songs and played diverse instruments such as the oud, buzuq, ney, saxophone, table, riqq and accordion. The pioneering initiative built on the technical capacities of Syrian experts and was implemented in cooperation with the NGO Action for Hope. © UNESCO
CULTURE FOR CONFLICT PREVENTION AND PEACE-BUILDING

Culture has a unique capacity to bring together people in inclusive dialogue. UNESCO has promoted a number of programmes and initiatives that make use of cultural expressions, arts and heritage to open up dialogue and to connect communities and peoples. Cultural heritage, identity and cultural life provide legitimacy for collective and participatory local governance, and lie at the heart of sustainable peace and inclusive societies. Distinctive cultures, as well as traditional institutions and authorities, should therefore be seen as a resource for conflict prevention or peace-building processes, knowledge, legitimacy, participation and enhanced effectiveness.

In complex emergency situations, culture can 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.

Respect for cultural diversity and dialogue are prerequisites for building respect and tolerance. They are a positive force in promoting tolerance and they counter restrictive visions of cultural identity that can threaten stability. A more inclusive heritage dialogue that goes beyond stereotypes and includes marginalized communities in the overall discussion is crucial in peace-building processes.

(1) People dancing at a cultural diversity festival in Wau, Western Bahr El-Ghazal state, South Sudan, in 2012. © Elke Selter
(2) At the Khwaja Sabz Push Shrine in Bamiyan, Afghanistan, after its restoration with the support of Switzerland. © UNESCO/Bert Praxenthaler
A living symbol of Iraq’s cultural diversity, Mosul has for centuries stood at the crossroads of the Middle East, linking the Sumerian cities to Babylon and the walls of Nineveh to the Silk Road. Yet during its occupation by extremists from 2014 to 2017, the city’s cultural heritage was deliberately targeted, leaving historical landmarks such as al-Nuri Mosque and its iconic leaning al-Hadba Minaret, the archaeological site of Nimrud, the Museum of Mosul, the Nabi Younis Shrine, among others, in ruins. Following the city’s liberation, UNESCO launched a flagship initiative in February 2018 to “Revive the Spirit of Mosul”, leading international efforts to rehabilitate the city through culture and education. Conceived in partnership with the Iraqi Government and drawing on the efforts of the Iraqi people, the initiative is the Organization’s most ambitious rehabilitation and recovery campaign in recent years, with the revitalising of the city’s cultural life as one of the key forces for unity, reconciliation and sustainable peace. The picture shows al-Saa’a Church, also known as Church of the Clock, which is being restored with the support of the United Arab Emirates. © UNESCO

Implemented by the Fundación Universidad del Norte, a UNESCO project aims to utilize intangible cultural heritage as a basis for resilience, reconciliation and reintegration in Colombia’s Guajira Department, Conejo village, home to a temporary shelter for ex-combatants and their families during their transition to civilian life. The project responds to the third point of the Peace Agreement between the Colombian government and the FARC-EP (the Revolutionary Armed Forces of Colombia—People’s Army) of 2016, which aims to generate the conditions to help former combatants build life projects in civilian life following a sixty-year armed conflict. © ETCR Amaury Rodriguez Communication Office, 2018

In Timbuktu, Mali, UNESCO collaborated with local masonry associations to complete the reconstruction of 14 of the 16 mausoleums inscribed on the World Heritage List, which were deliberately destroyed by violent extremist groups in 2012. A consecration ceremony was held in February 2016 to celebrate the revival of the city’s invaluable heritage. The rehabilitation of Timbuktu’s destroyed heritage served to ensure the continuity of the city’s ancient cultural traditions as well as to commemorate and overcome, as a community, the traumatic experience of its loss. © UNESCO/Modibo Bagayoko
CULTURE, INTERNATIONAL HUMANITARIAN LAW AND SECURITY

In situations of armed conflict, cultural property enjoys protection under customary international humanitarian law (IHL). According to Art. 8 (2)(e)(iv) of the Rome Statute of the International Criminal Court, it is a war crime to “intentionally [direct] attacks against buildings dedicated to religion, education, art, science or charitable purposes, historic monuments [...] provided they are not military objectives”. The 1954 Hague Convention for the Protection of Cultural Property in the Event of Armed Conflict and its two protocols (1954 and 1999) are also a key part of IHL.

Following the international community’s recognition of the fact that illicit trafficking in cultural property may contribute to financing terrorism in Iraq and the Syrian Arab Republic, UNESCO mobilized its partners to take action in this regard by successfully advocating for a worldwide moratorium on trade in Iraqi and Syrian cultural property, as set forth in UN Security Council Resolution 2199 adopted on 12 February 2015 under Chapter VII of the UN Charter. It was followed by the historic Resolution 2347 adopted by the UN Security Council in March 2017, the first to focus exclusively on the protection of cultural heritage in armed conflict. Resolution 2347 recognizes the importance of cultural heritage for peace and security, as well as the central role of UNESCO in related international efforts.

As attacks on culture are used as a weapon of war and a source of financing terrorism, the protection of cultural heritage has important implications in terms of security.

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1. Mine action, including the clearing of land from Improvised Explosive Devices (IEDs), Explosive Remnants of War (ERW) and other Unexploded Ordnance (UXO), is key to creating an enabling environment for recovery activities, such as the reconstruction of key cultural heritage landmarks, as well as for ensuring communities’ access to culture. © UNESCO/Andrew Miller

2. The looting and illicit trafficking of cultural objects deprive people of their cultural heritage and finances terrorism and criminal networks. As a member of the United Nations Counter-Terrorism Implementation Task Force (CTITF) Working Group on Countering the Financing of Terrorism, and in close coordination with partners such as INTERPOL, the World Customs Organization (WCO) and the United Nations Office on Drugs and Crime (UNODC), UNESCO works to curb illicit trafficking by training law enforcement and customs officers, identifying illegal trade patterns and seizing looted objects with a view to their restitution. © UNESCO

3. On 27 September 2016, the International Criminal Court (ICC) announced the verdict in the trial of Ahmed Al-Faqi Al-Mahdi, who was found guilty of participating in the destruction of several mausoleums in the World Heritage property of Timbuktu, Mali. He had pleaded guilty to the war crime of intentional destruction of historic monuments and buildings, and was sentenced to 9 years in prison. In addition to expertise UNESCO provided in the context of the Al-Mahdi case, cooperation with the ICC has also taken place at the non-operational level, for example through participation in the ICC Office of the Prosecutor’s policy initiative on cultural heritage. The cooperation between the two Organizations was formalized in a Letter of Intent signed on 6 November 2017. © UNESCO
There is a growing appreciation of the dual role of culture in disasters – on the one hand as a key consideration in risk prevention, and on the other hand as a contributing factor in enhancing resilience and recovery processes. In the latter respect, in particular, it has been increasingly recognized that both tangible and intangible cultural heritage are not merely passive resources liable to be affected and damaged by disasters, but rather have a proactive role to play in building the resilience of communities and saving lives and property from disasters. This is exemplified through local knowledge systems and practices embodied in planning, construction, management and ecology, which not only may prevent or mitigate the impact of disasters but also provide sufficient coping mechanisms to deal with post-disaster situations. Similarly, cultural properties can serve as a refuge, both physical and psychological, for surrounding communities for their temporary relocation during emergencies.

UNESCO’s advocacy efforts led to the development of a specific chapter on culture in the interagency Post-Disaster Needs Assessment (PDNA), a government-led process supported by the United Nations system in cooperation with the World Bank and the European Union.

Furthermore, in 2015, the United Nations General Assembly endorsed the Sendai Framework for Disaster Risk Reduction 2015-2030 (SFDRR), which recognizes the essential relationship between different aspects of culture, disaster risk and resilience.
The UNESCO Heritage Emergency Fund is a multi-donor, non-earmarked financial mechanism for the protection of culture in emergency situations. It was created by UNESCO as a rapid and flexible intervention tool to finance activities and projects that enable the Organization to respond more effectively to crises.

The Fund is managed in the framework of the Emergency Preparedness and Response Programme, 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.

Since 2016, the Heritage Emergency Fund has addressed global emergencies in over 50 countries, including the conflicts in Iraq, Mali, the Syrian Arab Republic and Yemen, the earthquakes in Ecuador and Myanmar, Hurricane Matthew in Haiti, the floods resulting from El Niño in Peru, threats to intangible heritage in the Democratic Republic of Congo and the fire at the National Museum of Brazil.

For more information: http://www.unesco.org/culture/en/hef

UNESCO Roster for Culture in Emergencies

As a result of the increasing number of emergencies affecting culture and resulting from conflicts, as well as natural and human-induced disasters, UNESCO saw the need for a mechanism and operational modalities for the rapid mobilization of experts in support of the protection of culture in emergency situations.

In 2017, the Executive Board of UNESCO endorsed the Rapid Response Mechanism for Culture in Emergencies. It is based on a “UNESCO Roster for Culture in Emergencies” established and managed by the UNESCO Culture Sector. The Roster contains pre-selected experts in 13 disciplines linked to the protection of culture, ready to be deployed at short notice to undertake emergency interventions.

Support the Heritage Emergency Fund by donating online at www.unesco.org/donate/hef

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