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UNESCO'S PROGRAMME FOR EMERGENCY PREPAREDNESS AND RESPONSE

Summer School on Post-Conflict Recovery

ICCROM and Fondazione Santagata

Talk 5

9 June 2023

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UNESCO's definition of an « Emergency » affecting culture

“ *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*

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UNESCO'S PROGRAMME FOR EMERGENCY PREPAREDNESS AND RESPONSE

POLICY:

- Strategy on Culture in Emergencies
- Addendum to the Strategy
- Action Plan
- Operational principles for safeguarding ICH

COORDINATION & COOPERATION:

- Emergency Preparedness and Response Unit within the Culture & Emergencies entity
- Danger Lists for both WH and ICH
- Partnerships: ICCROM, ALIPH, ICOM, ICOMOS, etc.
- United Nations Country Teams
- Post-Disaster Needs Assessments & Recovery and Peace-building Assessments

FUNDING:

- Heritage Emergency Fund
- World Heritage and Intangible Cultural Heritage Funds



In **2015**, the UNESCO General Conference adopted a *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*.

In **2017**, the same body approved an *Addendum to the Strategy*, concerning emergencies associated with disasters.

The Strategy and the Addendum build on the **six UNESCO culture conventions** by strengthening their synergy and operational capacity to achieve **two main objectives**:

- 1) 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
- 2) Incorporate the protection of culture into humanitarian action, security strategies and peacebuilding processes.

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 Organisation's activities in this area of work.

In order to maximize the impact of its action, UNESCO seeks to establish synergies with actors beyond the field of culture, such as the humanitarian and peacebuilding sectors.



[The World Heritage Committee inscribed the Historic Centre of Odesa \(Ukraine\) on the World Heritage List, as well as on the List of World Heritage in Danger \(25 January 2023\)](#)

The recognition of the critical role of communities in safeguarding ICH in emergencies resulted in the adoption of the *Operational principles and modalities for safeguarding intangible cultural heritage in emergencies* by the 14th session of the Intergovernmental Committee for the Safeguarding of the Intangible Cultural Heritage (Bogotá, Colombia, December 2019).

Key principles:

- Strong community-based needs identification perspective
- Dual nature of ICH: emergencies can directly affect and threaten the transmission and viability of ICH; communities can draw on their ICH as a powerful tool for resilience, reconciliation and recovery



[“Culture of Ukrainian borscht cooking” inscribed on the Representative List of ICH in Need of Urgent Safeguarding \(1 July, 2022\)](#)

Movable Heritage and Museums Team

Secretariat of the 1970 Convention and responsible for the implementation of the 2015 Recommendation concerning the Protection and Promotion of Museums and Collections

Cultural Heritage Protection Treaties Team

Secretariat of the 1954 Convention and its two Protocols (1954 and 1999)

Underwater Cultural Heritage Team

Secretariat of the 2001 Convention

Emergency Preparedness and Response Unit

Secretariat of the Heritage Emergency Fund and responsible for the coordination of UNESCO's Programme for Emergency Preparedness and Response, including the Rapid Response Mechanism

“ *UNESCO will be committed to making effective and essential contributions to UN post-crisis coordination mechanisms, joint needs assessments, [...] and inter-agency coordination bodies at global and UN Country Team levels.* ”

UNESCO Medium-Term Strategy 2014-2021

“

In a context in which emerging security challenges and refugee crises are expected to escalate as a result of increasingly complex armed conflicts, the Culture Sector will strengthen its work [...] in the field of preparedness and response to emergencies to **enhance Member States' preparedness and capacity to intervene immediately in the aftermath of conflicts and disasters.**

In this regard, **policy advice, capacity building and technical support** will be delivered building on the Organization's body of **normative and policy instruments.**

In addition, the **Heritage Emergency Fund** and the **Rapid Response Mechanism** will be put at the service of Member States, while **strategic partnerships with actors outside the sector will be strengthened to enable the integration of culture within humanitarian action, security strategies and peace-building processes.**

UNCTs: COOPERATION & COORDINATION

*The assessments of crisis' impact and estimations of recovery priorities within broader response mechanisms often **fall short of including culture** among their mandate areas.*

Such a limit is more easily overcome in countries where UNESCO is a resident agency and/or is involved in joint crisis responses mechanisms, including through participation in UN Country Teams (UNCTs), thereby contributing to setting priorities in all its fields of competence for medium to longer-term reconstruction and recovery action.



UNCTs: COOPERATION & COORDINATION

For the implementation of its activities in crisis-affected countries, UNESCO can rely on:

- **52 Field Offices** across the world, that are well placed to work in synergy with other organisations and actors operating at **country and regional level**.
- **United Nations Country Teams (UNCT)**, existing in 132 Member States, including all the UN entities working on sustainable development, emergency, recovery and transition in programme countries, ensuring interagency coordination and decision-making at the **country level**. The UNCT is led by the UN Resident Coordinator, who is the representative of the UN Secretary-General in a given country.



South-East Europe and part of Mediterranean

UNESCO Regional Bureau for Science and Culture in Europe

📍 Italy

Available in: English



Ramallah

National Office to Palestine

📍 Palestine

Available in: English العربية



Kabul

UNESCO National Office to Afghanistan

📍 Afghanistan

Available in: English



New York

UNESCO Liaison Office in New York

📍 United States of America

Available in: English



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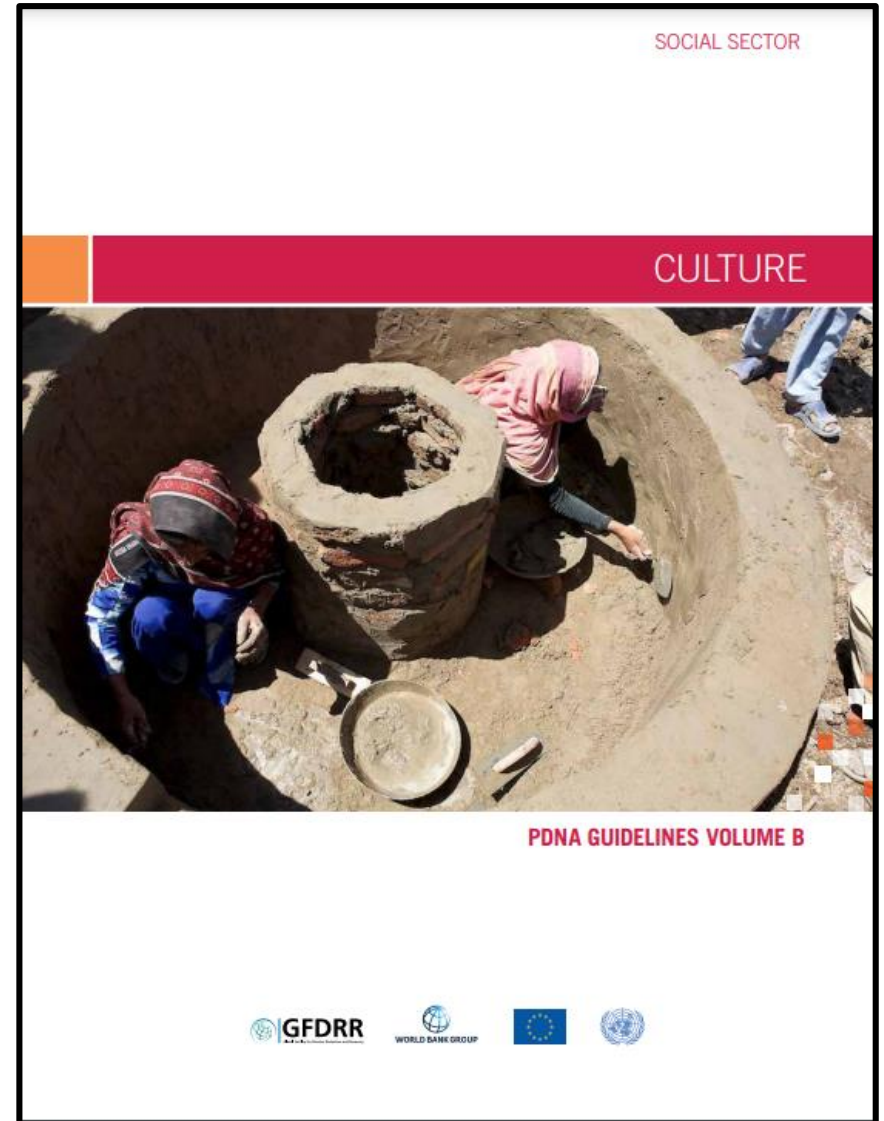
UNESCO'S RAPID RESPONSE MECHANISM FOR CULTURE IN EMERGENCIES

- Roster of experts belonging to 13 generic profiles
- 2 e-learning modules for Roster members
- Protocols for rapid deployment



POST-DISASTER NEEDS ASSESSMENT (PDNA)

- Methodology developed by the **UN**, the **World Bank**, and the **EU** in 2008
- Applied in the **aftermath of a disaster** (first weeks) under the leadership of the government, with the assistance of the UN and other partners
- Generates a **report**, used by the government and international community as a basis for **recovery and reconstruction programmes** through a comprehensive assessment of the consequences of the disaster across each sector
- Feeds into discussions on **international development assistance**
- Specific chapter on the culture and creative sector



To assess the consequences of a disaster, and to measure the economic and social value of these, to serve as a basis for the development of a recovery strategy and plan (key outcome)

→ The PDNA for the Culture Sector will assess the disaster's specific consequences on the culture sector and will develop a sectoral recovery strategy and plan

5 CULTURE COMPONENTS (Flexible)



**Built Heritage,
Sites,
Monuments**



**Moveable
Heritage,
Repositories
and
Institutions**



**Intangible
Cultural
Heritage**

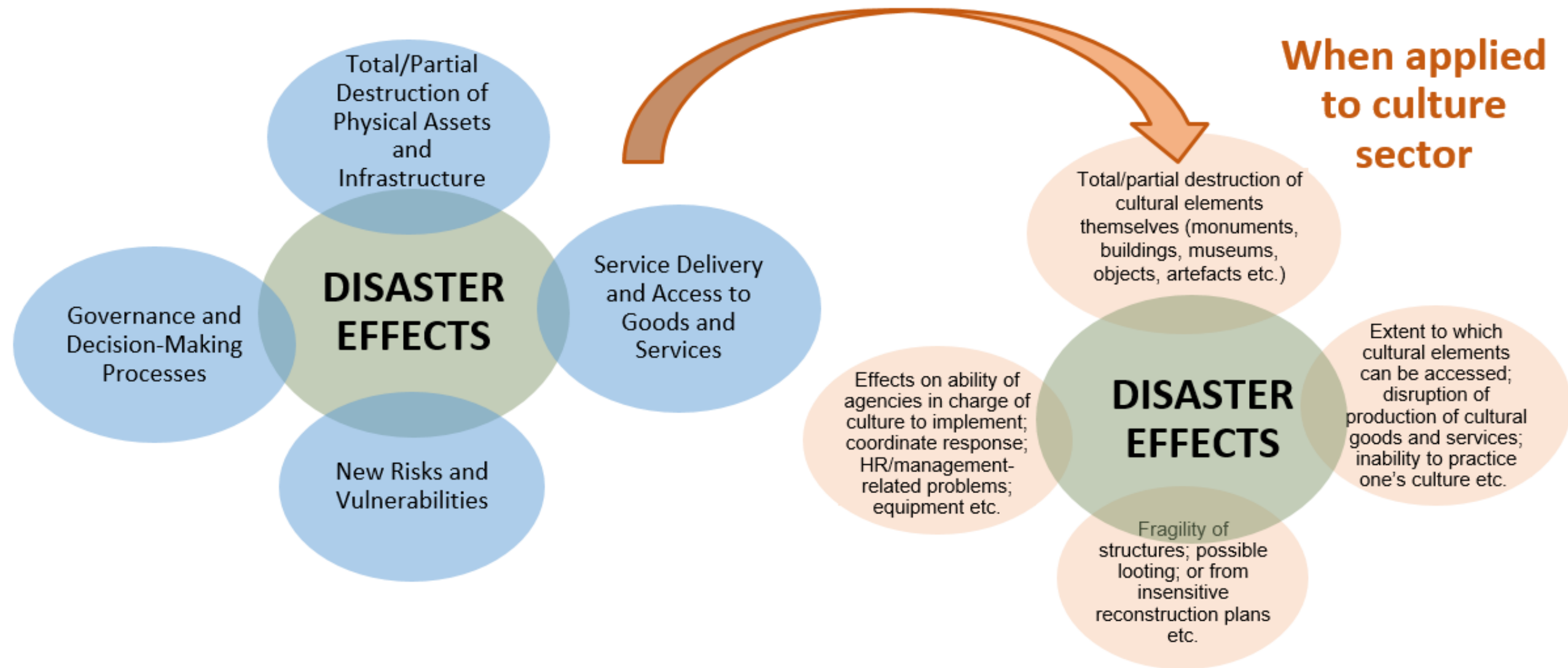


**Cultural and
Creative
Industries**



**Culture
Administration**

DISASTER EFFECTS: 4 PDNA DIMENSIONS (Fixed)



- First aid measures
- Restoration/rehabilitation of assets and infrastructure
- Restore essential cultural services
- Safeguard and ensure transmission of ICH
- Resume production of cultural goods
- Restore basic revenues for affected people employed in culture sector
- Restore administrative functionality of sector
- Strengthen DRR of affected cultural resource



Examples of PDNAs that included a Culture Sector Assessment

2015

2016

2017

2018

2019

2020

Nepal –
Earthquake

Ecuador –
Earthquake

Fiji – Cyclone
Winston

Haiti – Hurricane
Matthew

Antigua and
Barbuda –
Hurricane
Irma

Dominica –
Hurricane
Maria

India (Kerala) –
Floods

Lao PDR – Floods

Iran – Floods

Mozambique –
Cyclone Idai

India (Odisha) –
Cyclone Fani

Albania –
Earthquake

Ecuador –
Covid-19

El Salvador –
Covid-19



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Recent example: Türkiye Earthquakes Response and Recovery Assessment (or TERRA)

- The Strategy and Budget Office of Türkiye, the World Bank, UNDP (in close coordination with the UNCT, including UNESCO) and the EU undertook a joint study, relying on the global standard PDNA methodology
- TERRA is a preliminary and forward-looking PDNA, customized to the specifics of Türkiye.
- The report outlines the loss of life and damages and losses caused by the earthquakes, including, among others, to the culture and creative sectors.



Recent example: Türkiye Earthquakes Response and Recovery Assessment (or TERRA)

- The TERRA report assesses that the **total burden of the disaster** caused by the earthquakes on the national economy is **103.6 billion dollars** (approx. 9% of the estimated national income for 2023).
- The TERRA report incorporates a recovery vision prepared **in collaboration and input from the UN, World Bank and the EU**.
- **International support** will reinforce the determination of Türkiye to base recovery and reconstruction efforts on the principle of **Build Back Better** (smarter, safer and greener) and **Leave No One Behind**.



Recent example: Türkiye Earthquakes Response and Recovery Assessment (or TERRA)

International Donors' Conference hosted by the EU Commission and Swedish Presidency of the Council of the EU (20 March 2023)

TERRA will set a good reference point for the international community in continuing its support to Türkiye throughout the course of recovery and reconstruction of the affected regions.

The collaboration between the Turkish Government and the tripartite partners (UNDP/UNCT-WB-EU) will continue in the coming months for supporting Türkiye in devising its Recovery Strategy.



Address by Ursula von der Leyen
President of the European Commission

RECOVERY AND PEACEBUILDING ASSESSMENTS (RPBAs)

- Methodology developed by the **UN**, the **World Bank**, and the **EU** in 2008
- Joint, structured approach to assess and address **recovery and peacebuilding requirements** in a country experiencing conflict or in transition from a conflict-related crisis aiming to gain a deep understanding of needs and priorities.
- As PDNAs, RPBAs are conducted under the leadership of the government, with the assistance of the UN and other partners
- RPBAs provide an evidence-based assessment of recovery and peacebuilding requirements; a platform for consensus-building and prioritization; and, a mechanism for identifying the implementation and financing arrangements required to deliver on these priorities.
 - RPBAs lack a specific sectoral assessment on Culture



OPPORTUNITIES TO BE EXPLORED: ENVISAGING AN *RPBA CULTURE*

Culture and conflict sensitivity shall be considered as transversal, underlying considerations throughout the RPBA, to be applied: to the overarching narrative; at a strategic level, in relation to the overall approach to recovery and PB; through specific PB interventions; and throughout all aspects of the assessment intervention planning and implementation, across all sectors and cross-cutting issues.

- An *RPBA Culture* could be conceived as a sectoral assessment and as an analysis that helps seize the opportunities offered by culture as a tool for reconciliation and PB.
- UNESCO's role as a un operational agency shall be fostered by strengthening the positioning of its Field Offices within existing frameworks at country-level, and adapting its operational mechanisms to meet the needs of the other crisis response and recovery actors in terms of expertise, project management and financial support for culture-related actions (e.g. *RPBA Culture*).



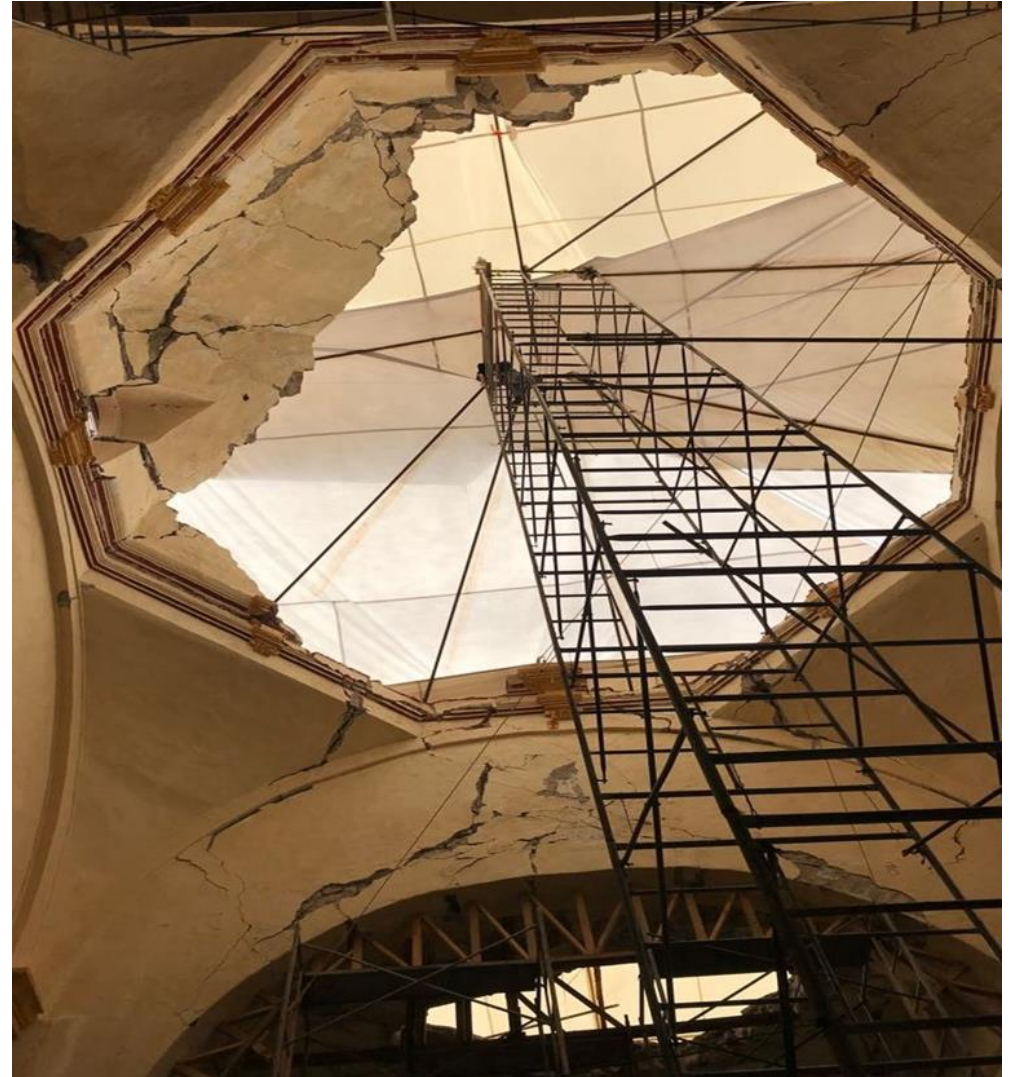
WHY a Heritage Emergency Fund?

To satisfy 3 needs:

- **Rapidity (short-term)**
 - **Flexibility**
- **Cross-cutting work**

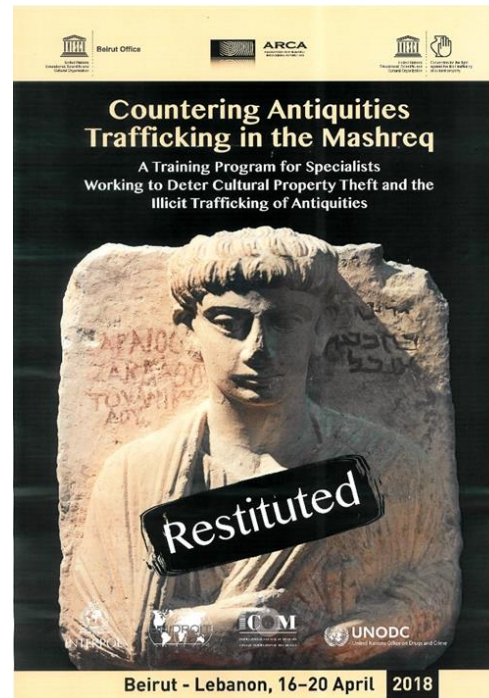


A **pooled & unearmarked** funding mechanism, whose purpose is **to support a better PREPAREDNESS and more effective RESPONSE to crises**



PREPAREDNESS

- Advocacy
- Capacity-building
- Research and studies
- Development of emergency plans
- Advisory missions
- Awareness-raising

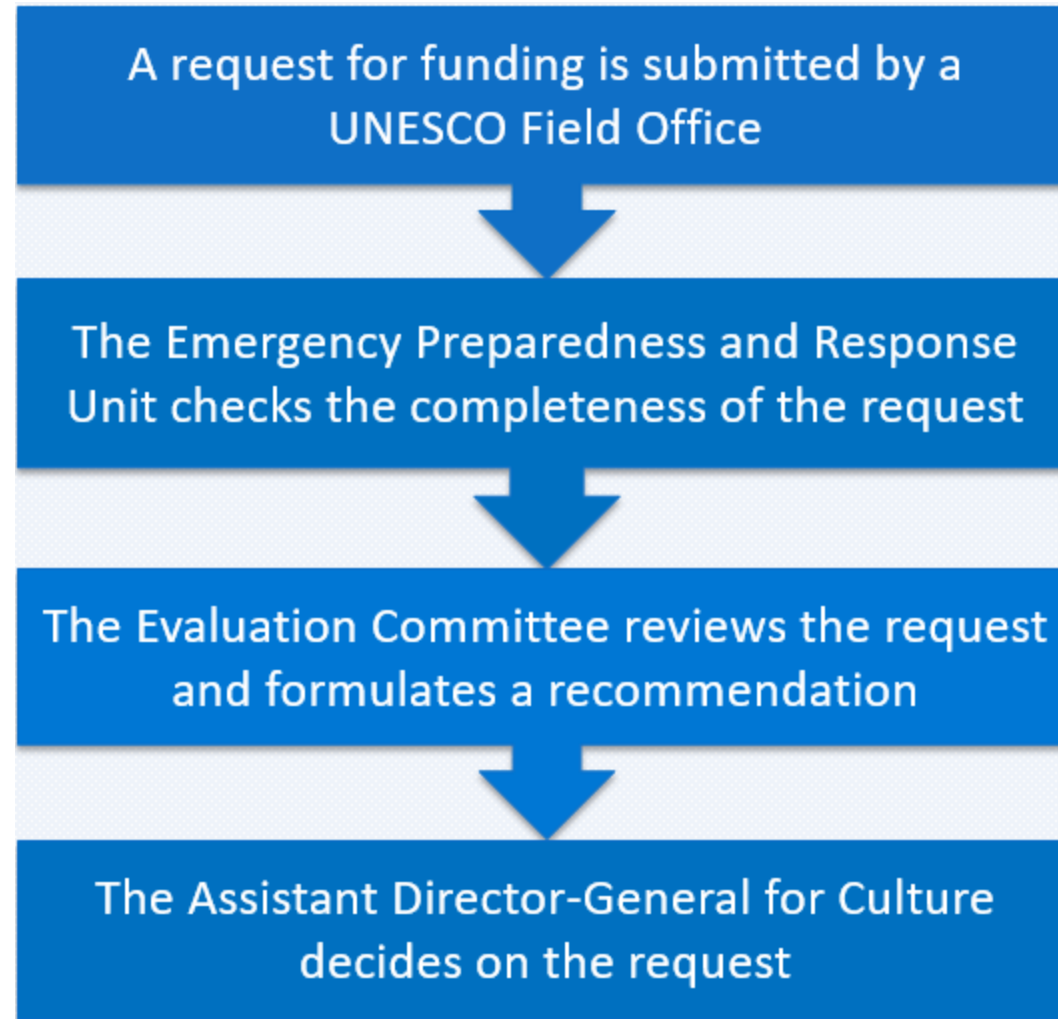


RESPONSE

- Needs Assessment missions
- Urgent interventions on the ground
- Documentation and monitoring
- Temporary staff support

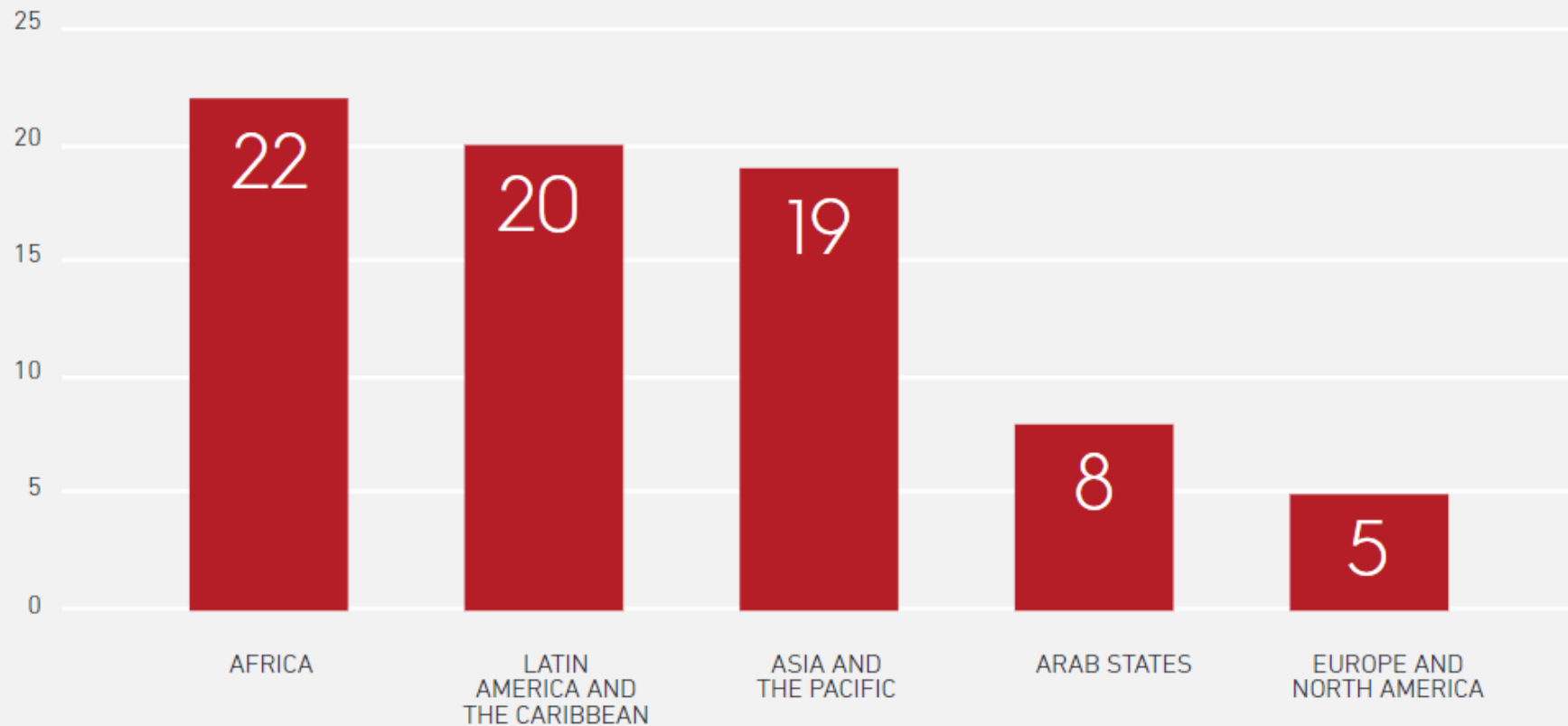


HOW DOES THE HEF WORK?



WHERE DOES THE HEF INTERVENE?

HEF beneficiary regions by number of countries supported (2015-2021)



Thank you

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United Nations
Educational, Scientific
and Cultural Organization