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Provisional agenda item 9: Report on the Secretariat’s Emergency Actions

This document reports on the actions undertaken by the Secretariat to fight against illicit trafficking of cultural property in emergency situations

Decision required paragraph: 45
Introduction

1. The destruction, looting, and trafficking of cultural property pose great threats to the physical integrity of cultural objects - and the sites they come from – as well as to the preservation of cultural heritage of the countries concerned. The illicit trafficking of cultural property generates a lucrative unlawful trade, estimated at several billions of US dollars annually. A large percentage of illicitly exported artefacts have yet to be recovered.

2. Terrorists groups are also generating income from engaging directly or indirectly in the looting and smuggling of cultural heritage. This income is, in turn, being used to support their recruitment efforts and strengthen their operational capability to organize and carry out terrorist attacks.\(^1\)

3. Owing to threats to the cultural heritage of some countries in conflict and emergency situations, the conventions implemented by UNESCO’s Culture Sector are continuously mobilized in order to respond promptly and protect endangered cultural heritage. The 1970 Convention Secretariat systematically calls on concrete legal and operational actions to be taken on account of the vulnerability of movable cultural heritage at the hands of looters and traffickers spawned by armed conflicts.

4. Furthermore, specific emergency measures, including cooperation with neighbouring countries and partner intergovernmental organizations (IGOs) and non-governmental organizations (NGOs), such as INTERPOL, WCO, UNODC, ICOM, are invariably implemented to combat trafficking in cultural property as effectively as possible and prevent the outflow of cultural property.

5. To this end, the Secretariat has developed a number of strategies to respond to conflicts and emergency situations that make cultural heritage more vulnerable to destruction and/or illicit trafficking in a number of countries, including more recently in Mali, Syria, Iraq, Libya and Yemen.

6. The Secretariat reports to the Third Meeting of States Parties to the 1970 Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property (hereinafter “the 1970 Convention”) on activities related specifically to emergency actions, carried out since the Second Meeting of States Parties, held on 20 to 21 June 2012.

Outreach activities

7. The Secretariat undertakes daily outreach activities to raise awareness among the local population, destination countries, experts, collectors, the art market, tourists and the public at large, on the precarious situation of cultural property in emergency situations, such as the above-mentioned countries in conflict. To this end, the Secretariat has a dedicated section on its website devoted to providing the most up-to-date information on activities, initiatives, and results in relation to Emergency Actions.\(^2\)

8. For example, awareness-raising video clips are widely disseminated on the Secretariat’s website, UNESCO web and social media platforms (Facebook, Twitter etc.), and among partners and stakeholders involved in protecting cultural heritage in emergency situations:

   - The UNESCO Office in Amman produced a video clip entitled “Help save the cultural heritage of Syria” to raise public awareness on the importance of Syria’s

cultural heritage, drawing attention to the current situation and the need to preserve the heritage for future generations. The video is available in English with Arabic subtitles.3

- Two video clips were produced by the Secretariat aimed at protecting Iraqi and Syrian cultural heritage, under the slogan: “Trafficking culture fuels conflict, help us stop it”4 (additional videos are ready to be produced once funds are available).
- The UNESCO Iraq Office in Amman (Jordan) produced an infographic film in 2013, in Arabic, entitled “Heritage Protection and Illicit Trafficking of Cultural Property in Iraq” aimed at sensitizing Iraqi youth to the importance of protecting their rich and historical cultural heritage.5

9. The Secretariat has also established an innovative partnership with the Prussian Cultural Heritage Foundation (specifically with the Pergamon Museum in Berlin) to relay messages on social media platforms to sensitize the general public in art market countries on the importance to protect cultural heritage in Iraq and Syria. The partnership also includes knowledge sharing and capacity-building initiatives.

10. A global social media campaign under the banner #unite4heritage6 was launched by the UNESCO Director-General in Baghdad, Iraq on 28 March 2015, as part of broader awareness-raising efforts, aims at mobilizing young people in particular to stand up for the safeguarding of heritage threatened by violent extremism, and to provide a positive counter-narrative to sectarian propaganda.

11. UNESCO regularly sends letters during emergency situations to Member States, museum professionals, auction houses and other stakeholders involved in cultural heritage, reminding them of their obligations and urging their utmost vigilance in combatting the illicit traffic of cultural property, particularly in conformity with the international treaties and United Nations Security Council Resolutions.

12. The Secretariat widely disseminates the Emergency Red List of Syrian Cultural Objects at Risk,7 published by International Council of Museums (ICOM), to assist police and customs officers and all other professionals concerned with the protection of cultural heritage in identifying artefacts protected under national and international legislation. Interpol’s Stolen Works of Art Database,8 as well as specialized national police corps’ databases (OCBC France, Carabinieri Italy, Guardia Civil Spain etc.), are also promoted to partners and stakeholders by the Secretariat.

Heritage protection in Mali

13. In March and April 2012, when Mali’s cultural heritage was seriously at risk, the Director-General issued numerous press releases to alert the international community. UNESCO’s partners in combating trafficking in cultural property and Mali’s neighbours were again alerted to avoid as much as possible thefts and illegal exports of cultural property.

14. Furthermore, the Director-General drew the attention of the Chairperson of the Commission of the African Union to the state of Mali’s cultural heritage and, in particular, to the situation at the World Heritage properties in Timbuktu and Gao. Similar appeals were made to the President of the Economic Community of West African States.

3 https://www.youtube.com/watch?v=kra3e0DL5sA
4 For Syria: https://www.youtube.com/watch?v=4h0zTN6ZoM4 and for Iraq: https://www.youtube.com/watch?v=h23oV1ihhGk
5 https://www.youtube.com/watch?v=0Lw5yLKWR10
6 http://www.unite4heritage.org/
7 http://icom.museum/resources/red-lists-database/red-list/syria/
8 http://www.interpol.int/Crime-areas/Works-of-art/Works-of-art
15. From 18 to 20 May 2012, an emergency UNESCO mission composed of the Assistant Director-General of the Africa Department, the Director of the World Heritage Centre and the Chief of the Africa Unit of the World Heritage Centre travelled to Mali. The purpose of that mission was to hold talks with the competent authorities of Mali in order to find ways and means of saving that country’s built heritage as well as movable cultural objects, particularly manuscripts.

16. For the purposes of the International Meeting of Experts on the Safeguarding of Mali’s Cultural Heritage held by UNESCO on 18 February 2013, the 1970 Convention Secretariat provided technical support and expertise for the conduct of the activities outlined in the Action Plan for the Rehabilitation of Cultural Heritage and the Safeguarding of Ancient Manuscripts in Mali. In particular, the Secretariat held a training workshop in Bamako in April 2013, on capacity-building and raising awareness for 30 participants mainly from police and customs services from Mali and the neighbouring countries.9

17. The Secretariat also contributed to the content and distribution of UNESCO publications, including a map and a “Heritage Passport”, which were dedicated to safeguarding Malian cultural property (information material produced for the armed forces and the public on the cultural heritage of the Timbuktu, Gao and Kidal regions).

Heritage protection in Libya and Yemen

18. UNESCO has publicly urged all state and non-state actors to reinforce actions and vigilance in order to protect Libya’s and Yemen’s cultural heritage in the current context of rising unrest and insecurity and taking into account the increased risk of looting and illicit trafficking.10

19. In close cooperation with INTERPOL and heritage managers, information is regularly disseminated on the Secretariat’s dedicated webpage on initiatives and actions taken to combat trafficking of Libyan cultural property, which includes statements by the UNESCO Director-General and UNESCO press releases; and provides an overview of capacity-building workshops delivered by the Secretariat to the Libyan police on combatting illicit trafficking of cultural property.11

20. A 10-day training workshop, co-organized by the Libyan Ministry of Culture and UNESCO, on the protection of cultural sites and museums to prevent and fight against the illicit trafficking of Libyan cultural property was held in the World Heritage Site of Cyrene (Shahat, Libya) in November 2013.12 This workshop constituted a follow-up to the introductory workshop on prevention and fight against illicit trafficking of cultural property organized in Tripoli in April 2013,13 and the training session held at the Archaeological Site of Sabratha (Libya) in September 2013.14 The participants of these three training workshops, included staff from police departments (tourist police, border security and criminal departments), custom officials, university and civil society organizations from all over the Libyan regions of Cyrenaica and Fezzan, with a view to enforcing an efficient protection system in the country and establishing a specialized Libyan police force dedicated to protecting the country’s cultural heritage. In addition,


public prosecutors, judges, representatives from INTERPOL’s National Centre Bureau in Libya and the Property Registration Office in Shahat also participated in the debates. A number of international and Libyan archaeologists, university researchers and experts from the French Customs as well as UNSMIL Police and Border Security advisory units participated in the training as key partners. During these activities, several restitutions took place, from Italy to Libya. The Secretariat continues to monitor very closely the current situation in Libyan museums in order to try to prevent any damages to them in cooperation with the museums’ staff.

21. The deteriorating situation in Yemen is a cause for concern. The Secretariat stands prepared and mobilized to respond to any threats to cultural property through illicit trafficking as and when it receives information. A dedicated webpage on Yemen’s cultural property will be developed in the coming months. The UNESCO Office in Doha is monitoring closely the situation in close contact with the Secretariat in Headquarters.

Heritage protection in Syria

22. As the conflict in Syria enters its fourth year, and in view of the worsening of the humanitarian and security situation, concerns over the protection of the Syrian cultural heritage have increased notably. Building on initiatives since the beginning of the conflict in Syria, the Secretariat and its core partners continue to maximize efforts to rescue Syrian cultural property and curb illicit traffic.

23. In close coordination with key international partners such as INTERPOL, local heritage managers and experts, in particular archaeologists, information is regularly disseminated on the Secretariat’s dedicated webpage on initiatives and actions taken to combat trafficking of Syrian cultural property, which includes monitoring the current situation of archaeological sites, museums, storage facilities and religious monuments; publicizing domestic action taken in Syria; following up action taken internationally such as technical meetings; UNESCO-United Nations collaborative endeavours and statements by the UNESCO Director-General; and providing support and disseminating the actions and activities by partner organizations.

24. Under its emergency action to protect Syria’s cultural heritage, UNESCO conducted an emergency regional training workshop in Amman, Jordan, in February 2013 with the support of the Swiss Federal Office of Culture and in cooperation with international partners. International cultural-heritage and art-market experts and representatives of the Syrian Arab Republic and neighbouring States (Lebanon, Iraq, Jordan and Turkey) attended the workshop in order to formulate an emergency strategy to resolve problems arising from trafficking in Syrian cultural property (especially along the Syrian border).

25. Pursuant to that workshop and in order to continue to raise awareness on the need to protect Syria’s cultural heritage, a seminar on action against trafficking in Syria’s cultural property was held from 12 to 13 May 2013 at the National Museum in Damascus. A national awareness-raising campaign entitled “Save Syria’s History” was also launched and material on the subject was disseminated.

26. A High-Level Technical Meeting on the Safeguarding of Syrian Cultural Heritage was held at UNESCO Headquarters on 29 August 2013. The Secretariat provided expertise and contributed to the European Union’s call for bids for the protection of cultural heritage in Syria, which resulted in the establishment of the “Emergency Safeguarding of...”

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16 On 22 April 2015, no reliable data had been received by the Secretariat on the situation of cultural property in Yemen
the Syrian Heritage” project funded by the European Union for 2.5 million euros. In collaboration with UNESCO’s strategic partners, the project was officially launched on 1 March 2014 for a period of three years.

27. A round table on actions taken to combat trafficking in cultural property was convened during the International Expert Meeting “Rallying the international Community to Safeguard Syria’s Cultural Heritage”, which was held from 26 to 28 May 2014 at UNESCO Headquarters. The meeting brought together more than 120 experts from 22 countries to share information, devise policies and improve international cooperation during and after the conflict. They included cultural heritage specialists from Syria and the Syrian diaspora, representatives of Syrian NGOs, archeologists, and members of UNESCO institutional partners, as well as academics from universities in the Middle East and beyond. Representatives of major international auction houses also took part in the meeting.

28. An additional workshop to fight against the illicit trafficking of Syrian cultural property was held in Beirut, Lebanon (10-14 November 2014) within the framework of the “Emergency Safeguarding of the Syrian Cultural Heritage” project, and was organized for 35 police and customs officers from Syria and neighbouring countries (Iraq Jordan, Lebanon and Turkey). The training included normative presentations focusing on the implementation and use of international treaties and conventions and national legislation for the protection of cultural heritage as well as interactive group exercises on the use of existing tools to prevent illicit trafficking.

29. In the framework of the “Emergency Safeguarding of the Syrian Cultural Heritage” project, the UNESCO Office in Beirut organized a “Training to protect movable heritage during and after the conflict and protect the museums from looting.” Held from 26 to 30 January 2015, the training involved experts from the Syrian Directorate General for Antiquities and Museums (DGAM), UNESCO, INTERPOL, International Council of Museums (ICOM), and Blue Shield. It was designed for Syrian heritage professionals in charge of the protection of museum collections, manuscripts, archives, and books.

30. To address the critical issue of updating inventories and locating documentation with respect to cultural heritage preservation, especially during the ongoing crisis in Syria and in preparation for the post-conflict recovery phase, a “Meeting on Improving Inventories of Built, Movable and Intangible Cultural Heritage” was held from 16 to 18 February 2015 in Beirut (Lebanon), with more than 20 Syrian and international experts specialized in heritage inventories and documentation in attendance.

Heritage protection in Iraq

31. Similarly, the current crisis in northern parts of Iraq has a dramatic effect on the country’s heritage. The integrity of monuments and sites, as well as places of worship, museums, libraries and archive collections is at great risk. The rich and unique cultural heritage in the ISIL-controlled Nineveh Governorate is particularly vulnerable, as shown by the recent deliberate destructions, and possible looting, at major archaeological sites such as Nimrud and Hatra, as well as at Mosul Museum. In this connection, the traffic of stolen and illegally exported artefacts constitutes an additional threat to Iraq’s irreplaceable and non-renewable heritage.

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32. Information is regularly disseminated on the Secretariat’s dedicated webpage on initiatives and actions taken to combat trafficking of Iraqi cultural property, which includes follow-up activities taken internationally, such as technical meetings; UNESCO–United Nations collaborative endeavours and statements by the UNESCO Director-General. The webpage also provides practical tools and support, as well as information on the actions and activities by partner organizations.24

33. A consultation meeting was held at UNESCO Headquarters in Paris on 17 July 2014 to develop an Emergency Response Action Plan to safeguard Iraq’s rich and diverse cultural heritage, including against its illicit trafficking. The meeting brought together Iraqi experts and representatives of ICCROM, ICOM, ICOMOS, IFLA, INTERPOL, the Blue Shield and UNESCO.25

34. The UNESCO Director-General visited Baghdad and Erbil on 2 November 2014, to stand alongside the people and Government of Iraq in the face of attacks by radical extremists on minority groups and against the country’s cultural and religious heritage. The Director-General pledged that UNESCO would step-up its efforts to support reconciliation and national dialogue. More specifically, the Organization will work with all partners to safeguard Iraq’s millennia cultural heritage and diversity, and prevent the looting and trafficking of cultural artefacts to fuel the underground market and extremist groups. This was the message she announced at the Baghdad National Museum as well as during the ceremony to hand-over the inscription certificate for the Erbil Citadel to the Prime Minister of the Kurdistan Regional Government, Nechirvan Barzani.26

Joint initiatives in protecting Syrian and Iraqi Cultural Heritage

35. The UNESCO Director-General has made many public declarations and statements, including joint statements with the United Nations,27 condemning the destruction and looting of cultural property in Iraq and Syria, and appealed to the international community and local people to act to protect the cultural heritage. The Director-General, furthermore, decided to create an Emergency Unit within the Culture Sector in July 2014 in order to assist the ADG/CLT, and the Division on Heritage to meet the new challenges on protecting cultural heritage in conflict areas.

36. The Secretariat supported and actively participated in organizing the UNESCO Conference on “Heritage and Cultural Diversity at Risk in Iraq and Syria” on 3 December 2014 at UNESCO Headquarters, which brought together some 500 decision-makers, experts and representatives from both Syria and Iraq, high UN envoys, international curators, academics, and members of the public.28 The goal of the Conference was to sensitize decision-makers, humanitarian aid workers as well as those in the world of culture on the critical role of culture within conflicts as well as on the need to better integrate the cultural dimension into security, conflict resolution, humanitarian aid and development policies.

37. As stated in the Analytical Support and Sanctions Monitoring Team’s (UNSMST) report (S/2014/815),29 published in November 2014, UNESCO played a key consultative role in sharing information on the systematic looting of cultural property in Syria and Iraq, which led to the UNSMST to recommend “that the Chair request the Security Council to mandate a world-wide moratorium on the trading of antiquities from the Syrian Arab Republic or

28 For Syria: https://en.unesco.org/syrian-observatory/official-statements
Iraq” which resulted in the unanimous adoption by the UN Security Council of Resolution 2199.30

38. Furthermore, in order to strengthen coordination mechanisms among UNESCO and its partners, and to map out the effective implementation of UN Security Council Resolution 2199, adopted on 12 February 201531 with a view to countering more effectively the trade of Iraqi and Syrian cultural heritage, the UNESCO Director-General organized a Restricted High-Level Meeting at its Paris Headquarters on 1 April 2015. With the involvement of the UNSM Coordinator, INTERPOL, WCO, UNIDROIT, UNODC, ICCROM, ICOMOS, ICOM, IFLA and ICA, a timeline and roadmap have been agreed upon for international actions among these partners focused on coordination mechanisms for information sharing and joint actions, as well as the establishment of a network with focal points from each organization to facilitate information exchange and expedite response to emergency situations. A set of proposed guidelines for States to take effective national measures for the implementation of UN Security Council Resolution 2199 was also discussed. In addition to that, the UNESCO Executive Board, at its 196th Session, unanimously approved the decision 196 EX/Decision 29 in order to enhance the role of the Organization in this matter. This decision follows-up on the 195 EX/Decision 3132 also adopted unanimously at the Executive Board, at its 196th session, on Iraq cultural heritage protection.

International measures

39. In conformity with the United Nations Security Council conclusions and recommendations, the fight against illicit trafficking is thus a key element in any strategy to dry the sources of financing of terrorism. In this regard, ratifying and duly implementing international instruments such as the UNESCO 1954 The Hague Convention for the Protection of Cultural Property in the Event of Armed Conflict and its two 1954 and 1999 Protocols, the 1970 Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property and the 1995 UNIDROIT Convention on Stolen or Illegally Exported Cultural Objects is crucial for an effective prevention of illicit trafficking in cultural property and for a structured process to facilitate the effective restitution of stolen and illegally exported cultural objects.

40. Recalling, in particular, Article 9 of the UNESCO 1970 Convention,

“Any State Party to this Convention whose cultural patrimony is in jeopardy from pillage of archaeological or ethnological materials may call upon other States Parties who are affected. The States Parties to this Convention undertake, in these circumstances, to participate in a concerted international effort to determine and to carry out the necessary concrete measures, including the control of exports and imports and international commerce in the specific materials concerned. Pending agreement each State concerned shall take provisional measures to the extent feasible to prevent irremediable injury to the cultural heritage of the requesting State.”

41. The unanimous adoption by the United Nations Security Council, on 12 February 2015, of Resolution 2199 explicitly acknowledges that illicit trafficking is among the sources of financing of terrorism and prohibits cross-border trade in Iraqi and Syrian cultural property illegally removed from Iraq since 6 August 1990 and from Syria since 15 March 2011.

32 http://unesdoc.unesco.org/images/0023/002306/230601e.pdf#page=45
42. Adopted under Chapter VII of the UN Charter, this binding resolution provides for a range of tools, including sanctions and other compulsory measures, to curb ISIL and ANF’s operational capabilities. It focuses extensively on financial support networks, particularly ISIL’s raising of funds through oil smuggling, looting of antiquities, kidnapping for ransom and other illicit activities.

43. The Resolution 2199:

- condemns the destruction of cultural heritage in Iraq and Syria, including targeted destruction of religious sites and objects;
- decides that all Member States shall take appropriate steps to prevent the trade in Iraqi and Syrian cultural property and other items of archaeological, historical, cultural, rare scientific, and religious importance illegally removed from Iraq since 6 August 1990 and from Syria since 15 March 2011, including by prohibiting cross-border trade in such items;
- calls upon UNESCO, Interpol, and other international organizations, as appropriate, to assist in the implementation of this prohibition.

44. In terms of follow-up and monitoring, Resolution 2199 of the Security Council:

- calls upon Member States to report to the Security Council’s 1267 Al-Qaida Sanctions Committee within 120 days on steps taken to comply with the measures imposed in this resolution. The UNESCO Secretariat is available to provide any support necessary to Member States, in accordance with paragraph 17 of Resolution 2199, which calls upon UNESCO, INTERPOL, and other international organizations, to assist in its implementation. Member States are kindly requested to provide information to UNESCO on measures taken in relation to cultural heritage, in accordance to the timeframe set by the Sanctions Committee above;
- requests the Analytical Support and Sanctions Monitoring Team, in close cooperation with other United Nations counter-terrorism bodies to conduct an assessment of the impact of the new measures adopted in Resolution 2199 and to report to the Al-Qaida Sanctions Committee within 150 days;
- further requests the Al-Qaida Sanctions Committee to update the Security Council on the implementation of this resolution as part of its regular oral reports to the Council on the state of the overall work of the Committee and the Monitoring Team (see also § 38 above).

45. The Third Meeting of States Parties may wish to adopt the following decision:

DRAFT DECISION 3.MSP

The Meeting of States Parties,

1. Having examined document C70/15/3.MSP/9,
2. Takes note the information provided by the Secretariat’s on the initiatives in relation to Emergency Actions contained in this document;
3. Also takes note of the increase in activities related to emergency actions assigned to the Secretariat and of the need to strengthen its human and financial resources;
4. **Agrees to** increase its support to the Secretariat in order to better implement all necessary and appropriate measures to fight against illicit trafficking of cultural property in situations of conflict and emergency;

5. **Encourages all States** to consider implementing the following measures, if these are not yet put into force, in emergency situations, in particular in Iraq and Syria in line with the United Nations Security Council Resolution 2199:

   a) revise their legislation to strengthen controls of exports, imports and acquisitions of cultural property,
   b) make provisions in their national legislations regarding due diligence and checking of provenance,
   c) consider adopting the principles of the 1995 UNIDROIT Convention, particularly on due diligence and the reversal of the burden of proof,
   d) strengthen investigative and seizure procedures,
   e) strengthen penal sanctions against individuals involved in organized cultural heritage crime,
   f) share intelligence on illicit trafficking of cultural property and information on the seized object with UNESCO, INTERPOL, WCO, UNODC,
   g) regulate of the art market and police records in monitoring acquisitions;

6. **Encourage all States** to initiate outreach activities related to the fight against the illicit trafficking in cultural property in emergency situations and support already existing ones, such as the #unite4heritage campaign.

7. **Invites all States** to provide UNESCO with a report on the measures taken in accordance with Resolution 2199 of the UN Security Council, concerning safeguarding of Iraqi and Syrian cultural heritage by 12 June 2015;

8. **Invites** the UNESCO Director-General to continue to reinforce the Secretariat with appropriate financial resources and strengthen in particular its human resources to continue its emergency action initiatives.