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UN EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION

BACKGROUND GUIDE 2018

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Dear Delegates,

Welcome to the 2018 National Model United Nations New York Conference (NMUN•NY)! We are pleased to welcome you to the United Nations Educational, Scientific and Cultural Organization (UNESCO). This year's staff are: Directors Vincent Carrier (Conference A) and Angelina Pienczykowski (Conference B), and Assistant Directors Hanna Brumbelow (Conference A) and Saeko Yoshimatsu (Conference B). Vincent completed his M.Sc. in Biology and is currently pursuing a Ph.D. in Molecular Microbiology and a M.B.A. in Strategic Projects Management. Angelina received her M.A. in International Relations and European Studies from the Central European University. She currently works at a private grantmaking foundation in the field of migration. Hanna is completing her B.A. in Government and Sociology with a certificate in Conflict Resolution and Peace Studies at the University of Texas at Austin. Saeko is currently a senior in the Department of International Relations at Kobe City University of Foreign Studies.

The topics under discussion for the United Nations Educational, Scientific and Cultural Organization are:

1. The Impact of Climate Change on World Heritage Sites
2. Fostering Environments for Freedom of Expression, Press Freedom, and Journalistic Safety
3. Combating Illicit Trafficking of Cultural Property

As a specialized agency of the United Nations, UNESCO is responsible for fostering the cooperation of the international community in the fields of education, science, culture and communication to further the universal respect for justice, rule of law, human rights, and fundamental freedoms. To fulfill this mandate, UNESCO evolves its fields of studies based on future change, through the advancement, transfer and sharing of knowledge of research, training and teaching activities, setting international standards and recommendations, providing expertise to Member States for developing policies and projects. In the spirit of UNESCO's work, working in cooperation will be key for delegates to hold at front and center throughout all negotiations and discussions.

This Background Guide serves as an introduction to the topics for this committee. However, it is not intended to replace individual research. We encourage you to explore your Member State's policies in depth and use the Annotated Bibliography and Bibliography to further your knowledge on these topics. In preparation for the Conference, each delegation will submit a Position Paper by 11:59 p.m. (Eastern) on 1 March 2018 in accordance with the guidelines in the *NMUN Position Paper Guide*.

Two resources, to download from the NMUN website, that serve as essential instruments in preparing for the Conference and as a reference during committee sessions are the:

1. *NMUN Delegate Preparation Guide* - explains each step in the delegate process, from pre-Conference research to the committee debate and resolution drafting processes. Please take note of the information on plagiarism, and the prohibition on pre-written working papers and resolutions. Delegates should not start discussion on the topics with other members of their committee until the first committee session.
2. *NMUN Rules of Procedure* - include the long and short form of the rules, as well as an explanatory narrative and example script of the flow of procedure.

In addition, please review the mandatory NMUN Conduct Expectations on the NMUN website. They include the Conference dress code and other expectations of all attendees. We want to emphasize that any instances of sexual harassment or discrimination based on race, gender, sexual orientation, national origin, religion, age, or disability will not be tolerated.

If you have any questions concerning your preparation for the committee or the Conference itself, please contact the Under-Secretaries-General for the Development Department, Moritz Müller (Conference A) and Maximilian Jungmann (Conference B), at usg.development@nmun.org.

We wish you all the best in your preparations and look forward to seeing you at the Conference!

Conference A
Vincent Carrier, Director
Hanna Brumbelow, Assistant Director

Conference B
Angelina Pienczykowski, Director
Saeko Yoshimatsu, Assistant Director

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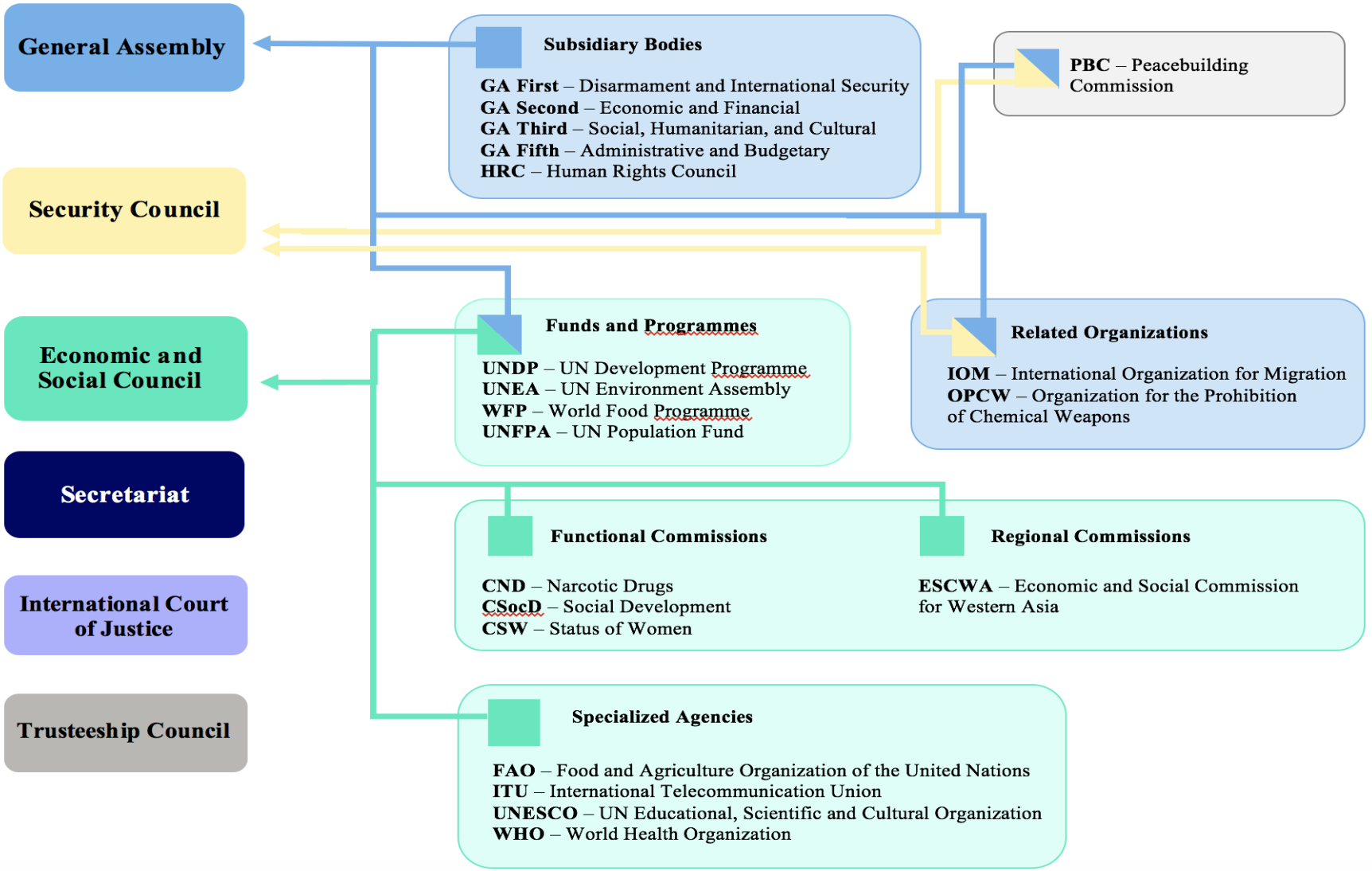
United Nations System at NMUN•NY

This diagram illustrates the UN system simulated at NMUN•NY and demonstrates the reportage and relationships between entities. Examine the diagram alongside the Committee Overview to gain a clear picture of the committee's position, purpose, and powers within the UN system.



Abbreviations

ASEAN	Association of Southeast Asian Nations
CAME	Conference of Allied Ministers of Education
CICI	Committee on Intellectual Cooperation
CIGEPS	Intergovernmental Committee for Physical Education and Sport
DRR	Disaster risk reduction
ECO/CONF	Educational and Cultural Organization
ECOSOC	Economic and Social Council
ERAP	Emergency response action plans
G7	Group of Seven
HLCM	High-Level Committee for Management
HLCP	High-Level Committee for Programmes
HRC	Human Rights Council
IBE	International Bureau of Education
ICCPR	*International Covenant on Civil and Political Rights*
ICJ	International Court of Justice
ICOM	International Council of Museums
ICPRCP	Intergovernmental Committee for Promoting the Return of Cultural Property to its Countries of Origin or its Restitution in case of Illicit Appropriation
IDEI	International Day to End Impunity for Crimes against Journalists
IGBC	Intergovernmental Bioethics Committee
IGOs	Intergovernmental organizations
INTERPOL	International Criminal Police Organization
IPCC	Intergovernmental Panel on Climate Change
IPDC	International Programme for the Development of Communication
ISIL	Islamic State of Iraq and the Levant
ITU	International Telecommunication Union
JSIs	Journalists' Safety Indicators
LOREG	*Organic Law for the Special Regimen for the Conservation and Sustainable Development of Galapagos*
MIL	Media and information literacy
NGOs	Non-governmental organizations
OUV	Outstanding universal value
SDG	Sustainable Development Goal
UCCN	UNESCO Creative Cities Network
UDHR	*Universal Declaration of Human Rights*
UN	United Nations
UN CEB	United Nations System Chief Executives Board for Coordination
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFCCC	*United Nations Framework Convention on Climate Change*
UNIDROIT	International Institute for the Unification of Private Law
UNISDR	United Nations Office for Disaster Risk Reduction
UNODC	United Nations Office on Drugs and Crime
WHS	World Humanitarian Summit

Committee Overview

"[…] the States Parties to this Constitution, believing in full and equal opportunities for education for all, in the unrestricted pursuit of objective truth, and in the free exchange of ideas and knowledge […]."[1]

Introduction

The United Nations Educational, Scientific and Cultural Organization (UNESCO) is a specialized agency of the United Nations (UN).[2] Although it is financially and structurally independent from the primary organs of the UN, UNESCO works with the UN to pursue common interests.[3] UNESCO originated in the 1942 Conference of Allied Ministers of Education (CAME), a group of government representatives seeking to restore education systems in the wake of the Second World War; CAME was preceded by the International Committee on Intellectual Cooperation (CICI) and the International Bureau of Education (IBE), which has been part of the UNESCO Secretariat since 1969.[4] In November 1945, CAME organized a conference in London to establish an Educational and Cultural Organization (ECO/CONF).[5] Representatives from 37 countries agreed to found UNESCO; a formal constitution was signed on 16 November 1945 and came into force on 4 November 1946.[6]

The **United Nations Educational, Scientific and Cultural Organization** (UNESCO) is a specialized agency that coordinates with the United Nations through the Economic and Social Council.

Since 1946, UNESCO has coordinated and produced several international standards for the promotion of peace through collaboration in the fields of education, science, and culture.[7] Chief among these are *the Universal Copyright Convention* (1952), the *Convention Concerning the Protection of the World Cultural and Natural Heritage* (1972), *the Declaration on Race and Racial Prejudice* (1978), the *Memory of the World Programme* (1992), the *Universal Declaration on the Human Genome and Human Rights* (1998), the *Universal Declaration on Cultural Diversity* (2001), and *the Convention for the Safeguarding of Intangible Cultural Heritage* (2003). Additionally, UNESCO organized the first intergovernmental conference on sustainable development in 1968, resulting in the creation of its Man and the Biosphere program.[8] In recent years, UNESCO has significantly contributed to UN reform initiatives and to the adoption of the Sustainable Development Goals (SDGs) with key inputs to several SDGs such as SDG 4 (Education), and SDGs relating to natural sciences, social and human sciences, culture, communication and information, and ocean conservation.[9] UNESCO is contributing to the fulfillment of the SDGs through its mission to achieve universal education, promoting the contribution of science and technology in sustainable development, and by promoting cultural diversity in the development policies.[10]

At NMUN•NY 2018, we are simulating the Executive Board of UNESCO in terms of composition and size; however, delegates are not limited to the strict mandate of the Executive Board, as a budgetary and administrative body, during the conference. For the purposes of NMUN•NY 2018, and corresponding with the educational mission of the conference, the committee has the ability to make programmatic and policy decisions on issues within the mandate of UNESCO in line with the overall function of the organization.

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[1] UNESCO, *Constitution of the United Nations Educational, Scientific and Cultural Organization*, 1945, p. 5.
[2] New Zealand, *United Nations Handbook 2016-17*, 2016, p. 306.
[3] UNESCO, *Relations with the organizations of the UN System*, 2012; *Charter of the United Nations*, 1945, Art. 63.
[4] UNESCO, *The Organization's History*, 2017.
[5] Ibid.
[6] Ibid.
[7] UNESCO, *Basic Texts: 2016 Edition*, 2016.
[8] UNESCO, *UNESCO at a glance (ERI/2010/WS/2)*, 2010, p. 32; UNESCO, *Man and the Biosphere Programme*, 2017.
[9] UNESCO, *UNESCO and the UN Reform*, 2017; UNESCO, *UNESCO and the Sustainable Development Goals*, 2017.
[10] Ibid.

Governance, Structure, and Membership

The UNESCO headquarters are located in Paris.[11] UNESCO comprises three constitutional organs, including a General Conference, an Executive Board, and a Secretariat.[12] There are currently 195 Member States and 10 Associate Members of UNESCO.[13] Associate Members are territories that do not constitute an independent Member State and therefore are not fully "responsible for the conduct of their international relations."[14] The Constitution affords membership to all UN Member States; non-Member States may be admitted upon the recommendation of the Executive Board with the approval of two-thirds of the General Conference.[15] Associate Members can be admitted upon recommendation of the General Conference, and are recognized some rights and obligations.[16] Members suspended or expelled from the UN may be suspended or expelled from UNESCO, and members may voluntarily withdraw from the organization.[17] UNESCO operates on a two-year budget that is supported by voluntary contributions from Member States.[18]

General Conference and Executive Board

The General Conference, which consists of all UNESCO Member States, meets every two years.[19] Every four years, the General Conference appoints a Director-General who is responsible for coordinating the work of the Secretariat.[20] The General Conference may hold additional meetings as summoned by the Executive Board or upon request by at least one third of its Member States.[21] The General Conference is primarily responsible for electing members of the Executive Board, deliberating upon and approving recommendations from the Executive Board, summoning international conferences, considering reports from Member States, and advising UN organization on matters of education, science, and culture.[22] The General Conference may establish special and technical committees, create subsidiary organs, and invite observers on the recommendation of the Executive Board.[23] UNESCO currently directs the work of several intergovernmental bodies, including the Intergovernmental Bioethics Committee (IGBC) and the Intergovernmental Committee for Physical Education and Sport (CIGEPS).[24] These sub-organs provide expert research and policy recommendations to the General Conference.[25] The Executive Board consists of 58 UNESCO Member States serving four-year terms.[26] The Executive Board prepares the biennial agenda for the General Conference, submits policy recommendations to the General Conference, implements decisions adopted by the General Conference, recommends the admission of new Members, nominates the Director-General, and reviews the budget.[27] Additionally, the Executive Board may advise primary organs of the UN on issues relevant to its mandate such as within the SDGs, consult representatives of intergovernmental organizations (IGOs) and independent experts, and request advisory opinions from the International Court of Justice (ICJ).[28]

Mandate, Functions, and Powers

The mandate for UNESCO is formally defined in Article 1, paragraph 3 of the *Charter of the United Nations* (1945), and Article 1 of the *UNESCO Constitution* (1945).[29] UNESCO is charged with promoting collaboration among

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[11] New Zealand, *United Nations Handbook 2016-17*, 2016, p. 306.
[12] UNESCO, *Basic Texts: 2016 Edition*, 1945, Constitution, arts. III-VI.
[13] UNESCO, *Member States*, 2017.
[14] Ibid.
[15] UNESCO, *Basic Texts: 2016 Edition*, 1945, Constitution, art. II.
[16] UNESCO, *Member States*, 2017.
[17] UNESCO, *Basic Texts: 2016 Edition*, 1945, Constitution, art. II.
[18] UNESCO, *UNESCO at a glance (ERI/2010/WS/2)*, 2010, p. 36.
[19] New Zealand, *United Nations Handbook 2016-17*, 2016, p. 306.
[20] UNESCO, *Basic Texts: 2016 Edition*, 1945, Constitution arts. III-VI.
[21] Ibid., Constitution art. IV, para. 8.
[22] Ibid., Constitution arts. IV, VIII; UNESCO, *List of Members of the Executive Board*, 2017.
[23] UNESCO, *Basic Texts: 2016 Edition*, 1945, Constitution art. IV, paras. 11-14.
[24] New Zealand, *United Nations Handbook 2016-17*, 2016, p. 307.
[25] UNESCO, *Basic Texts: 2016 Edition*, 1945, Constitution art. IV, paras. 11-14.
[26] Ibid., Constitution art. V.
[27] UNESCO Executive Board, *Mandate and Functions*, 2017; UNESCO, *Basic Texts: 2014 Edition*, 1945, Constitution, art. V.
[28] UNESCO, *Basic Texts: 2016 Edition*, 1945, Constitution, art. V; UNESCO, *High-level Political Forum*, 2017.
[29] *Charter of the United Nations*, 1945, Art. 1; UNESCO, *Constitution of the United Nations Educational, Scientific and Cultural Organization*, 1945, p. 5.

Member States in the fields of education, science, and culture in order to develop and maintain peace, rule of law, and mutual respect.[30] Additionally, UNESCO is responsible for coordinating and supporting the development of knowledge and culture for "economic stability, political security, and general well-being of the peoples of the world."[31] In accordance with this mandate, UNESCO works directly with Member States, UN organs, IGOs, and non-governmental organizations (NGOs) to support peace through the collaborative exchange of knowledge, culture, and sustainable development strategies.[32] Finally, UNESCO plays a major role in coordinating international conventions and setting standards on topics of education, culture, and science such as its recent role in drafting the future Global Convention of Higher Education.[33]

To fulfill its mandate, UNESCO summons international conferences to deliberate issues and set standards, provides expert research and consultation to the primary organs of the UN system through the Economic and Social Council (ECOSOC), and coordinates with other entities to implement programs in the field.[34] More practically, UNESCO's *Medium-Term Strategy 2014-2021* has identified five specific functions at the national, regional, and international levels: fostering and generating innovation, supporting and monitoring global policy efforts, setting norms and standards, strengthening networks for cooperation and knowledge sharing, and providing capacity-building expertise for institutions and personnel.[35] Additionally, UNESCO's Institute for Statistics serves as the primary platform for collecting and distributing data on education, science, culture, and communication from over 200 countries, regions, and territories.[36]

Relationship with the United Nations

ECOSOC is the primary mechanism for coordinating the operations and programs of specialized agencies; thus it serves as UNESCO's first point of contact with the UN system.[37] Additionally, UNESCO relies on the UN System Chief Executives Board for Coordination (CEB) for guidance and strategic direction through its High-Level Committee for Programmes (HLCP), High-Level Committee for Management (HLCM), and the UN Development Group.[38] UNESCO maintains memorandums of understanding with 16 UN system partners that underline roles of cooperation to prevent the duplication of work.[39] UNESCO's relationship with the UN is governed by an agreement ratified by the General Assembly on 14 December 1946.[40] Representatives of the UN are invited to attend meetings of UNESCO's General Conference and Executive Board, as well as special meetings convened by UNESCO; similarly, UNESCO is entitled to send representatives to the meetings of ECOSOC and the General Assembly when agenda matters relate to educational, scientific, or cultural matters.[41] UNESCO is empowered, in turn, to initiate studies and reports for consideration by ECOSOC.[42] UNESCO may also work with ECOSOC to provide assistance to the Security Council as requested "for the maintenance or restoration of international peace and security."[43] Finally, UNESCO may furnish information to and request legal advisory opinions from the ICJ.[44]

Civil Society, Intergovernmental Organizations, and the Private Sector

UNESCO primarily coordinates with civil society through its 199 National Commissions, agencies set up by the governments of UNESCO Member States and Associated Members.[45] Additionally, the organization maintains

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[30] UNESCO, *Basic Texts: 2016 Edition*, 1945, *Constitution*, art I, para 1.
[31] Conference of Allied Ministers of Education, *Conference for the establishment of UNESCO (ECO/CONF,/29)*, 1945, p. 1.
[32] UNESCO, *Basic Texts: 2016 Edition*, 1945, Constitution arts. X-XI.
[33] UNESCO, *General introduction to the standard-setting instruments of UNESCO*, 2017; UNESCO, *Drafting of the future Global Convention of Higher Education concludes*, 2017.
[34] UNESCO, *UNESCO at a glance (ERI/2010/WS/2)*, 2010, p. 32.
[35] UNESCO, *2014-2021: Medium-Term Strategy (37 C/4)*, 2014, p. 14.
[36] UNESCO Institute for Statistics, *UNESCO Institute for Statistics*, 2017.
[37] *Charter of the United Nations*, 1945, Art. 63; UNESCO, *Agreement between the United Nations and UNESCO*, 1946.
[38] UN CEB, *What We Do*, 2016; UN CEB, *United Nations Educational, Scientific and Cultural Organization*, 2016.
[39] UNESCO Bureau of Strategic Planning, *Partnering with UN Agencies*, 2017.
[40] UNESCO, *Agreement between the United Nations and UNESCO*, 1946.
[41] Ibid., art. II.
[42] Ibid., art. IV, paras. 1-3.
[43] Ibid., art. VII.
[44] Ibid., art. X.
[45] UNESCO, *National Commissions*, 2017; UNESCO, *Partnerships*, 2017.

direct partnerships with 373 international NGOs and 24 foundations or similar institutions.[46] UNESCO maintains formal agreements with 87 IGOs and several institutions in the private sector.[47] UNESCO must provide ECOSOC information about any formal agreements with UN specialized agencies, IGOs, or NGOs before the agreements are enacted.[48] The organization maintains separate strategic objectives for various categories of partnerships, outlined in its *Comprehensive Partnership Strategy (192 EX/5.INF)* of 6 September 2013.[49] These partnerships provide critical information and implementation support for UNESCO's various programs and initiatives.[50] Partners help UNESCO form policies, make decisions, and produce research materials by providing resources, operational support, and technical expertise.[51] Partners in the field, including bilateral government partners, NGOs, and private sector institutions, help mobilize resources from UNESCO for program implementation and meetings.[52] These resources comprise financial and in-kind contributions, such as staff time and knowledge resources.[53]

Recent Sessions and Current Priorities

UNESCO has been actively engaged this past year with events and activities supporting its programmatic work around the world.[54] Among the key activities is the preparation of UNESCO's program and budget for 2018-2021, which will be key in planning out UNESCO's priorities and activities for the next years.[55] This process and document will be key in planning out UNESCO's scope of work and establishing new priorities.[56] The adoption of this new plan and the election of a new Director-General occurred during the 39th Session of the General Conference, 30 October-14 November 2017.[57] The program and budget built on lessons learned from the 2014-2017 plan, as well as looked at how it sets to achieve its strategic objectives in the *Medium-Term Strategy 2014-2021*.[58] Some key pillars of the budget plan are an examination of the financial predicament that UNESCO faces presently as well as mainstreaming the *2030 Agenda for Sustainable Development* into all levels of UNESCO's work.[59] Besides taking into consideration the proposed program and budget and the election of a new Director-General, the 39th Session of the General Conference will consider constitutional and legal question such as the progress report on the preparation of a global convention on the recognition of higher education qualifications and the desirability of preparing a declaration of ethical principles in relation to climate change.[60]

Additionally, the 39th Session of the General Conference will hold special meetings such as the UNESCO Youth Forum, which was held from 25 October to 26 October 2017 and developed long-term relationships with youth who are leading change.[61] A high-level ministerial meeting on SDG 4 was held on 1 November 2017 to discuss how

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[46] UNESCO, *Non-Governmental Organizations*, 2017; UNESCO, *Organizations maintaining official relations with UNESCO*, 2017; UNESCO, *Partnerships*, 2017.
[47] UNESCO, *Intergovernmental Organizations*, 2017; UNESCO, *Private Sector*, 2017; UNESCO, *Partnerships*, 2017.
[48] UNESCO, *Relations with the organizations of the UN System*, 2017; *Charter of the United Nations*, Art. 63; UNESCO, *Partnerships*, 2017.
[49] UNESCO, *Comprehensive Partnership Strategy (192 EX/5.INF)*, 2013; UNESCO, *Partnerships*, 2017.
[50] UNESCO, *Comprehensive Partnership Strategy (192 EX/5.INF)*, p. 3; UNESCO, *Partnerships*, 2017.
[51] UNESCO, *Comprehensive Partnership Strategy (192 EX/5.INF)*, pp. 3-4; UNESCO, *Partnerships*, 2017.
[52] UNESCO, *Comprehensive Partnership Strategy (192 EX/5,INF)*, p. 8; UNESCO, *Partnerships*, 2017.
[53] UNESCO, *Comprehensive Partnership Strategy (192 EX/5,INF)*, UNESCO, *Partnerships*, 2017.
[54] UNESCO, *UNESCO*, 2017.
[55] UNESCO, *Draft Resolutions: First biennium 2018-2019 (39 C/5)*, 2017; UNESCO, *Preliminary Proposals by the Director-General Concerning the Draft Programme and Budget for 2018-2021 (39 C/5)*, 2016; UNESCO, *Preparation of the Draft Programme and Budget for 2018-2021 (39 C/5)*, 2015.
[56] Ibid.
[57] Ibid.
[58] UNESCO, *Consultation of Member States and Associate Members, including their National Commissions for UNESCO, as well as of intergovernmental organizations and international non-governmental organizations, on the preparation of the Draft Programme and Budget for 2018-2021 (39 C/5)*, 2016; UNESCO, *Strategic Results Report (SSR) 2015*, 2016.
[59] UNESCO, *Consultation of Member States and Associate Members, including their National Commissions for UNESCO, as well as of intergovernmental organizations and international non-governmental organizations, on the preparation of the Draft Programme and Budget for 2018-2021 (39 C/5)*, 2016; UNESCO, *Preparation of the Draft Programme and Budget for 2018-2021 (39 C/5)*, 2015; UNESCO, *UNESCO Director-General convenes special senior management meeting to examine contingency plan in the face of protracted financial crisis*, 2017.
[60] UNESCO, *Provisional Agenda of the 39th Session of the General Conference*, 2017.
[61] UNESCO, *Organization of the work of the session*, 2017.

UNESCO can further help Member States implement the SDGs.[62] UNESCO Chairs and the University Twinning and Networking Programme specializing in Natural Sciences gathered in July 2017 to strengthen collaboration to adopt the *Geneva Milestone* that acts as a blueprint for activities and cooperation toward the goals set forth in the 2030 Agenda that will result in an action plan at the end of 2017.[63] UNESCO also published its first report on ocean science, *The Global Ocean Science Report* (2017), to assess progress toward SDG 14 (Life Below Water), which will be used to take stock every five years to assess the goal for the 2030 Agenda.[64] Lastly, the UNESCO Creative Cities Network (UCCN) came together from 30 June to 2 July 2017 around the theme of "creativity towards sustainable cities" targeting SDG 11 (Sustainable Cities and Communities) by providing "universal access to safe, inclusive and accessible, green and public spaces" with the UCCN Mayors adopting a declaration calling on creative cities to integrate culture and share models for achieving sustainable development.[65]

The United Nations Security Council, on 24 March 2017, adopted Resolution 2347, which is the first resolution to focus solely on Cultural Heritage and calls upon Member States to take preventative measures to safeguard their cultural property.[66] Soon after the adoption of this resolution, the Group of Seven (G7) meeting held on 30 and 31 March 2017 adopted the *Florence Declaration* (2017) recognizing UNESCO as a key partner in preserving cultural heritage to counter violent extremism.[67] At the fourth meeting of States parties to the *Convention on the Means of Prohibiting the Illicit, Export and Transfer of Ownership of Cultural Property* (1970) from 15 to 16 May 2017, UNESCO further recommended states to report on how they will implement policies and guidelines to safeguard cultural heritage.[68] Lastly, on 14 and 15 November 2017 at the 21st session of the General Assembly of States parties to the 1972 World Heritage Convention, the General Assembly determined contributions to the World Heritage Fund and elected new members to the World Heritage Committee.[69] The World Heritage Committee had recently held its most recent ordinary Session in Krakow, Poland, from 2-12 July 2017, where it discussed budget and election proposals as well as its activities, which was presented at the 21st Session of the General Assembly of State Parties.[70]

Conclusion

UNESCO continues to play a key role in advancing the protection of culture and in promoting education with the changes in technology.[71] UNESCO will have to continue to look inward and toward long-term partnerships in order to keep a healthy and sustainable financial future.[72] By creating and maintaining partnerships, UNESCO is able to better mainstream initiatives such as the 2030 Agenda into its work.[73] Delegates should seek to look at how UNESCO could better advance their programs and activities through partnerships and collaboration as it seeks to

[62] UNESCO, *Organization of the work of the session*, 2017.
[63] UNESCO, *The Geneva Milestone*, 2017; UNESCO, *First meeting of the UNESCO Chairs in Natural Sciences: for Policy Action towards the 2030 Agenda*, 2017.
[64] UNESCO, *UNESCO publishes first status report on ocean sciences around the world,* 2017.
[65] UNESCO, *Sustainable Development at the Heart of UNESCO Creative Cities Network Mayors' Forum,* 2017.
[66] UNESCO, *UN Security Council adopts historic resolution for the protection of heritage*, 2017; UN Security Council, *Maintenance of international peace and security (S/RES/2347 (2017))*, 2017.
[67] UNESCO, *G7 highlights the power of heritage for peace in first-ever meeting on culture*, 2017; G7 Ministerial Meeting, *Joint Declaration of the Ministers of Culture of G7 on the Occasion of the Meeting "Culture as an Instrument for Dialogue Among Peoples"*, 2017.
[68] UNESCO, *Fourth Meeting of States Parties to the 1970 Convention and Fifth Session of the Subsidiary Committee of the Meeting of States Parties to the 1970 Convention*, 2017; UNESCO, *2015 Recommendation Concerning the Protection and Promotion of Museums and Collections*, 2017.
[69] UNESCO, *The General Assembly of States Parties to the World Heritage Convention*, 2017; UNESCO, *Organization of the work of the session*, 2017.
[70] UNESCO, *UNESCO World Heritage 41st Session of the Committee*, 2017; UNESCO, *The General Assembly of States Parties to the World Heritage Convention*, 2017.
[71] UNESCO, *UNESCO*, 2017.
[72] UNESCO, *UNESCO Director-General convenes special senior management meeting to examine contingency plan in the face of protracted financial crisis*, 2017.
[73] UNESCO, *UNESCO and the Sustainable Development Goals*, 2017.

further integrate the 2030 Agenda in its work.[74] The sharing of information between actors and agencies will be key in these efforts and should be facilitated toward advancing the goals and objectives of the organization.[75]

Annotated Bibliography

United Nations Educational, Scientific and Cultural Organization. (2014). *2014-2021: Medium-Term Strategy (37 C/4)*. Retrieved 27 July 2017 from: http://unesdoc.unesco.org/images/0022/002278/227860e.pdf

This resource complements the approved program and budget document highlighted above. It provides a comprehensive overview of the Executive Board and Secretariat's joint vision for UNESCO from 2014-2021, as approved by the 37th General Conference. The document provides unique insights into the changing international development landscape as well as the principles guiding UNESCO's work for the near future. It highlights UNESCO's overarching objectives and global priorities. Most significantly, the document defines UNESCO's nine strategic objectives for 2014-2021. Delegates should look into this document to ensure that their proposals support these strategic objectives. Finally, the document provides guidance for partnerships and collaborative efforts within the UN system and beyond.

United Nations Educational, Scientific and Cultural Organization. (2016). *Approved Programme and Budget 2016-2017: Second biennium of the 2014-2017 quadrennium (38 C/5).* Retrieved 27 July 2017 from: http://unesdoc.unesco.org/images/0024/002443/244305e.pdf

This document is one of two guiding documents for UNESCO's work in the coming years. It provides a review of the budget drafted for the years 2014-2017, more specifically for the upcoming financial year of 2016-2017. The program and budget includes technical details about the funding and direction of UNESCO's Major Programs and program-related services. Delegates should review this document to ensure that any proposals are necessary and consistent with UNESCO's current work. Delegates may also use this resource for information about special funds and budget restrictions.

United Nations Educational, Scientific and Cultural Organization. (2017). *Draft Resolutions: First biennium 2018-2019 (39 C/5)*. Retrieved 16 July 2017 from: http://unesdoc.unesco.org/images/0024/002477/247747e.pdf

This document will be presented at the General Conference 39th Session in order to be approved. The draft program and budget for 2018-2021 represents the second half of implementation of the Medium-Term Strategy *for 2014-2021. These draft resolutions will also complement efforts made in the approved Programme and Budget 2014-2017 while also including the 2030 Sustainable Agenda. Delegates should become familiar with these draft resolutions as they will most likely be approved for the program and budget for 2018-2021.*

United Nations Educational, Scientific and Cultural Organization. (2017). *General Conference 39th Session* [Website]. Retrieved 16 July 2017 from: http://www.unesco.org/new/en/general-conference/

The General Conference will be a key event monitor for any decisions and actions taken, as it is where UNESCO's budget and program of work will be discussed and approved. Delegates should preview the provisional agenda and the organization of the work to get a sense of what are the documents and reports being reviewed and if there are any extraordinary meetings taking place. Delegates will also find that the General Conference contains follow-ups and action points that will guide activities UNESCO will undertake until the next General Conference.

United Nations Educational, Scientific and Cultural Organization. (2017). *The Geneva Milestone*. Retrieved 16 July 2017 from: https://en.unesco.org/sites/default/files/geneva_milestone_final.pdf

The Geneva Milestone *is a blueprint for cooperation in endeavors around science, technology (STI) and innovation. As UNESCO's mandate includes science, it is logical for the organization to establish how to best achieve the 2030 Agenda using STI as the force behind sustainable development. The document will guide activities in the following areas: values, focus on the 2030 Agenda, interdisciplinarity and transdisciplinarity, science-policy-society, fostering collaboration,*

[74] UNESCO, *Partnerships*, 2017.
[75] Ibid.

and increasing visibility and knowledge sharing. Moreover, the Geneva Milestone *lays out the potential framework for how UNESCO can work in cooperation with the SDGs. Delegates should keep a close look out for the action plan that will be published at the end of 2017 that will inform the work UNESCO will carry out in relation to science, technology and innovation for future years.*

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I. The Impact of Climate Change on World Heritage Sites

"What makes the concept of World Heritage exceptional is its universal application. World Heritage Sites belong to all the peoples of the world, irrespective of the territory on which they are located."[76]

Introduction

Culture has the power to transform societies through the enrichment of daily lives, serving as a source of identity and cohesion for people all around the world.[77] In line with its mandate, the United Nations Educational, Scientific and Cultural Organization (UNESCO) aims to promote collaboration among nations through the safeguarding of heritage.[78] UNESCO's mission toward heritage is to protect and preserve culture through establishing management and reporting plans, encouraging local level participation in preserving culture, safeguarding through technical assistance and training programs, and building public awareness of World Heritage conservation.[79]

World Heritage Sites (WHS) are sites selected by the World Heritage Committee of UNESCO that meet at least one of 10 criteria and represent the outstanding universal value (OUV) of specific natural and cultural sites and properties around the world.[80] For example, a site may be inscribed on the list of WHS if the site is an extraordinary example of architecture from a notable period of human existence.[81] Cultural and natural heritage sites including monuments, groups of buildings, sites, natural features, and natural sites, are of those sites believed to be of outstanding importance.[82] From the Wieliczka Salt Mine in Poland to the Natural Forest in Kenya, WHS serve as an opportunity to exchange goods and services through the provision of a tourism sector, innovate new ways to share cultural information, and create social and cultural understanding in both local communities and worldwide.[83] Protecting the various forms of world heritage, whether they are natural, cultural, tangible or intangible, ensures the ability of future generations to prosper from the embodiment of identity that such sites engrain in individuals.[84]

The preservation and conservation of WHS is significantly threatened by climate change.[85] Climate change refers to the different altered natural processes and patterns caused by increased atmospheric concentrations of greenhouse gases and the risk that it poses to the preservation and conservation of WHS.[86] The World Heritage Committee has noted that the effects of climate change, including rising sea levels, changes in storm patterns, and prolonged droughts, are "current, immediate, and potentially catastrophic" despite the perceived idea that climate change is merely a secondary concern and will not be a significant risk for many years to come.[87] Climate change has far-reaching consequences; natural disasters, pollution, and unchecked tourism and urban development are among the threats that are the consequence of, or contribute, to climate change and pose a substantial risk to World Heritage.[88] A 2016 report found that 31 natural and cultural WHS located across 29 countries are currently exhibiting the adverse impacts of climate change.[89] Following the 12th Conference of Parties to the *UN Framework Convention on Climate Change* (UNFCCC) (1992), the Director-General noted that adapting to the effects of climate change through ensuring sustainable management at World Heritage properties is a "high intergovernmental priority."[90]

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[76] UNESCO, *About World Heritage*, 2017.
[77] UNESCO, *Protecting Our Heritage and Fostering Creativity.*
[78] UNESCO, *Basic Texts: 2014 Edition*, 2014, p. 6.
[79] UNESCO, *About World Heritage*, 2017.
[80] UNESCO, *Convention Concerning the Preservation of World Cultural and Natural Heritage*, 1972.
[81] UNESCO, *The Criteria for Selection*, 2017.
[82] UNESCO, *2014-2021 Medium-Term Strategy*, 2014, p. 24.
[83] UNESCO, *Universal Declaration on Cultural Diversity*, 2001.
[84] UNESCO, *2014-2021 Medium-Term Strategy*, 2014, p. 24.
[85] UNESCO, *World Heritage Reports Climate Change and World Heritage*, 2007, p. 3.
[86] UNESCO, *Climate Change and World Heritage: Report on predicting and managing impacts of climate change on World Heritage and Strategy to assist State Parties to implement appropriate management responses*, 2017.
[87] UNESCO, *Summary Record of the 29th Session of the World Heritage Committee*, 2005, p. 98.
[88] UNESCO, *World Heritage in Danger*, 2017.
[89] Profeta, *Climate Change Poses Threat to World Heritage Sites*, 2016.
[90] UNESCO, *UNESCO Director General's Statement on Climate Change and World Heritage*, 2006.

International and Regional Framework

The *Convention Concerning the Protection of World and Cultural Heritage* (1972) lays the groundwork for States parties active involvement in the process of preservation.[91] To effectively protect heritage, Member States are responsible for integrating heritages into urban planning, researching dangers heritages face, and protecting heritages through appropriate services for protection, conservation, and presentation.[92] The convention also established the World Heritage Committee, which develops precise criteria for incorporation of a cultural or natural property to the World Heritage List and provides provisions for international assistance made possible by the World Heritage Fund.[93] Monetary international aid is viewed as subsidiary to national efforts of conversation and is distributed by the World Heritage Committee only in the case of inadequate funding at the national level.[94] Moreover, the convention also established the "List of World Heritage in Danger."[95] WHS are added to the List of World Heritage in Danger to encourage corrective measures be taken in the case that the unique characteristic of the site is being threatened.[96] Inscription of a property onto the List of World Heritage in Danger is intended to alert the international community and encourage action.[97] In order to be inscribed on this list, a property must be faced with either an ascertained danger or potential danger as defined in the *Operational Guidelines for the Implementation of the World Heritage Convention*.[98] Following inscription, the Committee and the State party will develop a program for corrective measures.[99]

The importance of underwater heritage has gained recognition in recent decades.[100] The *Convention on the Protection of the Underwater Cultural Heritage* (2001), adopted by the General Conference, is the basis of UNESCO's concern for underwater heritage.[101] Underwater heritage, which is the trace of human existence that lay underwater and is culturally or naturally significant, is an important component to WHS as these sites provide information on human history and natural disasters.[102] Forty-nine marine sites are included on the World Heritage List as of October 2017.[103] The key principles that emerge from this document are within UNESCO's mandate, including encouraging scientific research and public access to underwater culture, and encouraging States parties' cooperation in training and information sharing.[104] The information that these underwater heritage sites offer on historic adaptations to climate changes serves UNESCO by providing various methods of adaptation to climate change.[105]

Documents such as the *Declaration of the United Nations Conference on the Human Environment* (1972), which explicitly states the responsibility of humans to safeguard heritage through sustainable management of economic development and the UNFCCC, are fundamental to establish the global concern for environmental protection.[106] Both documents provide specific programs and frameworks on environmental protection for the international community.[107] The UNFCCC has served as the primary international and intergovernmental forum on the global response to climate change since 1994.[108] UNFCCC's *Cancun Adaptation Framework* (2010) encourages improved adaptation plans at various levels and requests developed countries to financially and technologically support the

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[91] UNESCO, *Convention Concerning the Protection of the World Cultural and Natural Heritage*, 1972, pp. 3-4.
[92] Ibid.
[93] UNESCO, *The Operational Guidelines for the Implementation of the World Heritage Convention*, 2016.
[94] Ibid.
[95] UNESCO, *Convention Concerning the Protection of the World Cultural and Natural Heritage*, 1972, pp. 6-7.
[96] UNESCO, *World Heritage in Danger*, 2017.
[97] Ibid.
[98] UNESCO, *The Operational Guidelines for the Implementation of the World Heritage Convention*, 2016, pp. 41-44.
[99] Ibid., p. 43.
[100] UNESCO, *The World's Underwater Cultural Heritage*, 2017.
[101] UNESCO, *Convention on the Protection of the Underwater Cultural Heritage*, 2001.
[102] UNESCO, *The World's Underwater Cultural Heritage*, 2017.
[103] UNESCO, *Marine Programme*, 2017.
[104] UNESCO, *Frequently Asked Questions: The UNESCO 2001 Convention on the Protection of the Underwater Cultural Heritage*, 2017.
[105] UNESCO, *COP 21: The Importance of Underwater Cultural Heritage for understanding Climate Change*, 2015.
[106] UNESCO, *Report of the United Nations Conference on the Human Environment*, 1972, p. 9; UN General Assembly, *The Future We Want (A/RES/66/288)*, 2012.
[107] UN General Assembly, *The Future We Want (A/RES/66/288)*, 2012.
[108] UNFCCC, *First steps to a safer future: Introducing the United Nations Convention on Climate Change*, 2014.

efforts of developing countries in order to achieve this.[109] The *Cancun Adaptation Framework* reflects the goals of UNESCO's mandate to educate the public through collaboration and consequently benefit efforts to protect WHS.[110]

Most recently, the *2030 Agenda for Sustainable Development* (2015) has reinforced the UN's commitment to eradicating poverty through sustainable development, noting the central role that culture takes in this effort.[111] The Sustainable Development Goals (SDGs) set by the 2030 agenda address various global concerns including the protection of natural resources.[112] The SDGs note the particular impact that climate change has on raising the planet's temperature, increasing sea levels, intensifying ocean acidification and the adverse coastal impacts that many least developed countries and Small Island Developing States face.[113] In regards to World Heritage and climate change, the agenda seeks to "make cities and human settlements inclusive, safe, resilient, and sustainable" and to "take urgent action to combat climate change and its impacts," in Goals 11 and 13 of the SDGs, respectively.[114] The SDGs are the first international development agenda to address the central role of culture, and consequently WHS, as key to sustainable development.[115]

Regional documents are useful in creating action for a specific area; the Association of Southeast Asian Nations (ASEAN) *Declaration on Heritage Parks* (2003) calls on Member States in the Southeast Asian region to protect biodiversity and conserve ecosystems.[116] The European Union has also expressed its commitment to protecting WHS from climate change in the European Parliament resolution *Towards an Integrated Approach to Cultural Heritage for Europe*, adopted in 2015.[117] The resolution affirms the work of UNESCO and calls on Member States to act on environmental threats in terms of providing improved long-term funding of heritage preservation and restoration and the promotion of research by Member States on climate change's adverse effects to WHS.[118]

Role of the International System

Various UN bodies provide guidance on addressing climate change.[119] The United Nations Environment Programme (UNEP) seeks to address climate change through environmental policies and assessing environmental conditions.[120] These policies and assessments enable UNESCO to make informed recommendations on climate change adaptation to the international community, national governments, and site managers.[121] The UN Office for Disaster Risk Reduction (UNISDR), established in 1999 by the General Assembly upon the adoption of the *International Strategy for Risk Reduction*, provides UN bodies with guidance on managing disaster risk reduction.[122] UNISDR is particularly important in providing strategies that UNESCO uses in recommendations for climate change adaptation at World Heritage properties.[123] Together with UNESCO, these UN bodies provide necessary information on the environment that shape an understanding on the impact of climate change on WHS.[124]

UNESCO takes a unique role in combatting the effects of climate change to WHS and is dedicated to paying particular attention to societies that face immediate impacts from climate change, natural disasters, and social transformations.[125] *The Policy Document on the Impacts of Climate Change on World Heritage Properties*, adopted by the 16th General Assembly of State Parties in 2008, outlines the role of the World Heritage Committee and

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[109] UNEP, *UNEP FI Climate Change Working Group Briefing on COP16 and the Cancun Agreements*, p. 2.
[110] UNESCO, *Basic Texts: 2014 Edition*, 2014, p. 6.
[111] UN General Assembly, *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015, p. 21.
[112] Ibid., p. 5.
[113] Ibid., p. 8.
[114] Ibid.
[115] UNESCO, *Sustainable Development Goals for Culture on the 2030 Agenda.*
[116] ASEAN, *ASEAN Declaration on Heritage Parks*, 2003.
[117] European Commission, *Towards an Integrated Approach to Cultural Heritage for Europe*, 2014.
[118] Ibid., p. 11.
[119] UN CEB, *How the UN System Supports Ambitious Action on Climate Change*, 2014.
[120] UNEP, *About UN Environment.*
[121] UNESCO, *World Heritage and Tourism In a Changing Climate*, 2016.
[122] UNISDR, *What is Disaster Risk Reduction?*
[123] UNISDR, *Featured Organization: UNESCO.*
[124] UNESCO, *Climate Change and World Heritage*, 2017.
[125] Bokova, *My Priorities: Facing Emergencies*, 2017.

UNESCO in adapting WHS to climate change.[126] There are five key elements in this document that explain the role of UNESCO in WHS adaptation to climate change, including supporting partnerships with resourceful expert organizations that address the impacts of climate change to WHS; support by the World Heritage Committee to carry out research and advocate against climate change; the use of WHS as a catalyst for international debate on climate change adaptation strategies, vulnerability assessments, and local projects; considering climate change in every aspect of management; and use of existing tools and process to adapt to climate change.[127]

The UNESCO *Strategy for Action on Climate Change* identifies three objectives: building and maintaining the database on climate change knowledge, promoting mitigation and adaptation to climate change, and advancing to a climate-neutral UNESCO.[128] This strategy has been applied to World Heritage Sites in Indonesia and Madagascar through the Community Based Adaptation to Climate Change in Developing Countries Program.[129] The program is currently underway as a forest management adaptation toolkit in these areas.[130] The toolkit will assist in improving adaptation to climate change in forest areas globally.[131] Through its current *Medium-Term Strategy 2014-2021*, UNESCO also aims at promoting and protecting heritage and addresses the topic of climate change and environmental protection.[132] The framework to succeed emphasizes heritage as a unifying force to facilitate recovery and reconciliation in the face of climate changes as well as using the collaborative platform of UNESCO to improve national capabilities to safeguard heritage at professional and institutional levels.[133] The framework also suggests focusing on traditional resource management and environmental responses to a changing climate.[134]

The World Heritage Centre (WHC) is responsible for coordinating all matters related to world heritage within UNESCO.[135] Various advisory bodies to the WHC, including intergovernmental organizations (IGOs) such as the International Centre for the Study of the Preservation and Restoration of Cultural Property, non-governmental organizations (NGOs) such as the International Council on Monuments and Sites, and the International Union for Conservation and Nature, assist in achieving the World Heritage Convention's strategic objectives.[136] These various bodies facilitate partnership training, monitor conservation efforts, review requests for international assistance, and provide input for capacity building at WHS. [137] The Organization of World Heritage Cities, an organization supported by the WHC, carries out various projects and programs focused on rehabilitation, restoration, and urban resilience through information exchange, and builds a sense of cooperation among the 280 WHS cities that make up the organization.[138] The African World Heritage Fund is another program supported by the WHC that provides capacity building through site management and conservation training at properties in Africa.[139]

The State of Conservation Information System, a UNESCO initiative resulting from the *Convention Concerning the Protection of World and Cultural Heritage*, documents the current conservation status for the 154 properties included in the World Heritage List.[140] The WHC released the most recent reports on these properties during the 41st Session of the WHC in July 2017.[141] Individual reports provide information on each WHS and present current threats at the time of reporting.[142] The Intergovernmental Panel on Climate Change (IPCC), the leading IGO on climate change, analyzes these reports and makes recommendations for adaptation and mitigation based on these assessments, thereby improving upon UNESCO's global climate change adaptation efforts.[143] The IPCC also assists

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[126] UNESCO, *Policy Document on the Impacts of Climate Change on World Heritage Properties*, 2008.
[127] Ibid.
[128] UNESCO, *The UNESCO Strategy for Action on Climate Change*, 2009, p. 1.
[129] Ibid., p. 9.
[130] Ibid.
[131] Ibid.
[132] UNESCO, *2014-2021 Medium-Term Strategy*, 2014, p. 24.
[133] Ibid.
[134] Ibid.
[135] UNESCO, *World Heritage Centre.*
[136] UNESCO, *Our Partners.*
[137] UNESCO, *Operational Guidelines for the Implementation of the World Heritage Convention*, 2016, p. 7.
[138] Organization of World Heritage Cities, *Introduction*, 2017.
[139] African World Heritage Fund, *Programs and Grants.*
[140] UNESCO, *State of Conservation*, 2017.
[141] Ibid.
[142] Ibid.
[143] UNESCO, *We have the means to limit climate change: the choice is ours.*

in developing reports such as the first global scientific assessment of climate change impacts on World Heritage coral reefs, which was released in 2017.[144]

International partnerships provide necessary assistance for implementing UNESCO's programs and projects.[145] The Partnerships for Conservation Initiative Strategy, launched by the WHC in 2002, develops sustainable partnerships and dialogue between actors that are interested in World Heritage conservation.[146] The successful partnership of various NGOs, IGOs, civil society, and the private sector represents the ongoing collective effort to manage WHS.[147] Earthwatch Institute is an example of an NGO that provides volunteers trained in local site monitoring to WHS.[148] Earthwatch Institute has provided conservation support to six World Heritage Sites, as well as the implementation of a business skills program that connects local private sector business owners with leaders in conservation communities to improve conservation outcomes.[149] An Earthwatch Institute project was conducted in the WHS known as Brazil's Atlantic Forest, during which time volunteers collected data on the forest's resilience to climate change.[150] As a result of this partnership, areas of the forest have been restored through seed planting and maintaining pollination through monitoring native beehives.[151]

The Impact of Natural Disasters on World Heritage Sites

Climate change causing extreme weather conditions is one of the most common hazards leading to major disasters, which as a result threatens WHS.[152] Around 90% of the major recorded natural disasters in the past 20 years are weather-related, and many have threatened or damaged WHS.[153] The Indian Ocean tsunami in December of 2004 damaged several WHS in Sri Lanka, India, and Indonesia.[154] Following the tsunami, UNESCO sent missions to assess the sites and provided emergency assistance for the rehabilitation of management facilities at the Tropical Rainforest WHS of Sumatra, Indonesia.[155]

Preserving WHS from natural disasters relies on risk preparedness and disaster risk reduction (DRR).[156] Risk preparedness and risk reduction aim to reduce damage caused by natural disasters through analyzing and reducing causal factors, managing land, improving preparedness, and responding to early warning signs.[157] Following the 2004 tsunami, UNESCO improved DRR in the Indian Ocean region with the creation of the Indian Ocean Tsunami Warning System.[158] The *Strategy for Risk Reduction at World Heritage Properties,* approved by the WHC in 2007, seeks to integrate heritage and DRR into national disaster reduction through planning and management.[159] This document, as well as *Managing Disaster Risks for World Heritage Sites Resource Manual*, represents UNESCO's effort to integrate culture into disaster risk management.[160] DRR strategies have been adapted for various WHS including the Historic City of Ayutthaya in Thailand.[161] Ayutthaya faced flooding in 1995 due to heavy rainfall that damaged the site and led to infrastructure collapse.[162] Regional DRR response to the flooding resulted in a return to the traditional flooding system which had previously prevented flooding to the city before deterioration from lack of

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[144] UNESCO, *Assessment: World Heritage coral reefs likely to disappear by 2100 unless CO2 emissions drastically reduce*, 2017.
[145] UNESCO, *Partnerships*, 2017.
[146] UNESCO, *Revised PACT Initiative Strategy*, 2013.
[147] UNESCO, *Our Partners*, 2017.
[148] Earthwatch Institute, *Our Mission*, 2017.
[149] UNESCO, *Business Skills for World Heritage Training Programme Launched*, 2009.
[150] Earthwatch Institute, *Climate Change in Brazil's Atlantic Forests*, 2011, p. 5.
[151] Ibid.
[152] UNESCO, *Managing Disaster Risks for World Heritage Resource Manual*, 2011.
[153] Glasser, *Climate Change Is Key Driver of Disasters*, 2017.
[154] UNESCO, *UNESCO Offers Tsunami Assistance to Countries in South Asia*, 2004.
[155] The Salmons, *Tropical Rainforest Heritage of Sumatra Indonesia*, 2011, pp. 10-11.
[156] UNESCO, *Disaster Risk Reduction*, 2017.
[157] UNISDR, *What is Disaster Risk Reduction?*
[158] UNESCO, *Indian Ocean Tsunami Information Center*, 2017.
[159] UNESCO, *Issues related to the state of conservation of World Heritage Properties: Strategy for Reducing Risks from Disasters at World Heritage Properties (WHC-07/31.COM/7.2)*, 2007.
[160] UNESCO, *Disaster Risk Reduction*, 2017.
[161] UNESCO, *Managing Disaster Risks for World Heritage Resource Manual*, 2011, p. 33.
[162] Ibid.

upkeep.[163] This indicates that integrating culture into disaster risk reduction calls for the consideration of cultural practices and emphasizes an understanding of how local communities perceive and enact DRR strategies.[164]

The Impact of Pollution on World Heritage Sites

Pollutants anthropogenically emitted into the atmosphere exacerbate the threat of climate change, and their impact on marine sites is worth noting.[165] Forty-three World Heritage marine ecosystems, including 23 coral reef systems, rely on the successful adaptation to climate change in order to be appropriately preserved.[166] One such strategy is site level adaptation, which focuses on adapting to climate change according to the needs of a specific WHS such as monitoring and managing to restore the site's OUV, as suggested by UNESCO in the *Policy Document on the Impacts of Climate Change to World Heritage Sites*.[167] Such adaptation is a valuable component for addressing the issue of pollution at WHS during the ongoing effort to achieve the *Paris Agreement* temperature goals.[168]

As the most extensive coral reef ecosystem on the planet and a WHS, Australia's Great Barrier Reef is one of the largest examples of coral bleaching, a consequence enhanced by the increasing temperature and acidification of world's ocean due to human activities.[169] Largely funded by the Great Barrier Reef Marine Park Authority, programs such as the Coral Bleaching Response Plan and the Climate Change Action Plan are examples of the partnerships that UNESCO supports and encourages in addressing World Heritage and climate change.[170] Both of these plans implement site level adaptations through local and ecosystem based management that ultimately result in improved information sources through detailed monitoring.[171] Such monitoring at the local level can be used to model and project future climate behavior, which is then taught to local site managers and the general public.[172] Response plans such as these implement the five key elements outlined in UNESCO's *Policy Document on the Impacts of Climate Change on World Heritage Properties* which encourages monitoring and management.[173]

Non-marine WHS also face the threat of pollution.[174] Fatehpur Sikri, a WHS in India, has sought to address the damage that air pollution, exacerbated by climate change, has caused to the site and nearby residents.[175] In order to address the deterioration of building materials that air pollution has caused, the Indian government has imposed restrictions on nearby industries.[176] Research on the effects of air pollution and the creation of a conservatory laboratory were implemented in 1997 by UNESCO through a partnership with the archaeological Survey of India and the private French company, Rhone-Poulene.[177] Reduced commercial activity and prevention of new industrial building nearby the site has improved air pollution at the site considerably.[178] While the site still seeks improved management, air pollution is no longer considered a significant factor affecting the site, according to the site's most recently available State of Conservation report in 2013.[179]

Sustainable Tourism for Resilient World Heritage Sites

While tourism can drive economic development and provide extensive social benefits for many countries, excessive tourism and unplanned developments negatively affect WHS.[180] The building of roads and airports, resorts, hotels,

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[163] UNESCO, *Managing Disaster Risks for World Heritage Resource Manual*, 2011, p. 33.
[164] Kulatunga, *Impact of Culture towards Disaster Risk Reduction*, 2011.
[165] UNESCO, *Assessment: World Heritage coral reefs likely to disappear by 2100 unless CO_2 emissions drastically reduce*, 2017.
[166] Day, The UN is slowly warming to the task of protecting World Heritage sites from climate change, *The Conversation*, 2017.
[167] UNESCO, *Policy Document on the Impacts of Climate Change on World Heritage Properties*, 2008, p. 11.
[168] Ibid.
[169] UNESCO, *Great Barrier Reef*, 2017.
[170] UNESCO, *Case Studies on Climate Change and World Heritage*, 2007, p. 35.
[171] Marshall & Schuttenberg, *Bleaching Guide*, 2006, p. 27.
[172] Ibid., p. 120.
[173] UNESCO, *Policy Document on the Impacts of Climate Change on World Heritage Properties*, 2008, p. 7.
[174] UNESCO, *List of Factors Affecting the Properties*, 2017.
[175] Ibid.
[176] UNESCO, *State of Conservation: Fatehpur Sikri*, 1997.
[177] Ibid.
[178] Ibid.
[179] Ibid.
[180] UNESCO, *World Heritage and Tourism in a Changing Climate*, 2016.

restaurants, shops, golf courses, and marinas can contribute to these devastating impacts by inhibiting the environment's ability to protect itself from flooding and other natural disasters, thereby making these WHS more vulnerable to climate change.[181] Protecting WHS from unchecked tourism and development is therefore an essential component to adaptation against the impact of climate change at these sites.[182]

The Galapagos Islands, a WHS in Ecuador, has experienced environmental stress as a result of unchecked tourism, particularly due to increased tourist numbers and increased island population.[183] The impacts of tourism contributed to the inscription of Galapagos Islands to the World Heritage in Danger List from 2007-2010.[184] The Galapagos has taken steps to address the issue of unsustainable tourism through an effort to change damaging tourism practice in favor of ecotourism.[185] However, the Galapagos continues to struggle at balancing tourist numbers and infrastructure developments with conservation efforts.[186] These efforts are imperative to protecting the unique biological diversity that is threatened by tourism, the impacts of which include the introduction of non-native plant species, damage to marine ecosystems from overfishing, and interrupting ongoing geological processes.[187] An example of such an effort is ecotourism, which generates economic benefits for local communities and increases appreciation for conservation techniques through a focus on appreciating nature and local culture in tourism practices.[188] Ecotourism also makes the Galapagos Islands more resilient against climate change by strengthening the environmental and cultural integrity of the islands through stricter guidelines and environmental policies, including the implementation of the *Organic Law for the Special Regimen for the Conservation and Sustainable Development of Galapagos* (LOREG) by the Galapagos government.[189] UNESCO and participants at the World Tourism Summit held in Quebec in 2002 reiterated the importance of targeting international assistance toward training, information sharing, and financing ecotourism projects.[190]

Conclusion

UNESCO's mandate for educating the public provides the unique opportunity to disseminate information and prepare WHS for climate change through adaptation and risk reduction.[191] The damage that climate change can inflict has begun to expose itself at various WHS.[192] The responsibility taken on by individual Member States and partnerships between governments and various stakeholders is at the center of local management and response.[193] DRR and risk preparedness strategies will assist in adaptation to natural disasters caused by climate change and intensified by human activity.[194] Sharing of conservation strategies will assist in responding to climate change for years to come.[195]

Further Research

Delegates should pay close attention to the outcomes of UNESCO's 39th General Conference, held 30 October-14 November 2017. Various questions which may arise during research on this topic include: As climate change threats evolve and new consequences of human activity are realized, how can the existing framework for WHS adaptation to climate change be applied to address these concerns? Can educational resources be used to serve climate change adaptation at WHS? How can climate change adaptation resource sharing be improved between developed and developing countries? How can UNESCO better promote climate change adaptation? How can UNESCO make use of other partnerships to improve climate change adaptation at WHS?

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[181] UNEP, *Impacts of Tourism.*
[182] UN WTO, *Climate Change & Tourism.*
[183] UNESCO, *State of Conservation: Galapagos Islands*, 2006.
[184] Ibid.
[185] Discovering Galapagos, *Sustainable Tourism.*
[186] UNESCO, *World Heritage and Tourism in a Changing Climate*, 2015, p. 66.
[187] Ibid.
[188] UNESCO, *What is ecotourism?*, 2002.
[189] Galapagos Conservancy, *Governance*, 2017.
[190] UNEP, *World Ecotourism Summit Final Report*, 2002.
[191] UNESCO, *UNESCO Director General's Statement on Climate Change and World Heritage*, 2006.
[192] UNESCO, *Climate Change and World Heritage*, 2017.
[193] UNESCO, *Policy Document on the Impacts of Climate Change on World Heritage Properties*, 2008.
[194] UNISDR, *What is Disaster Risk Reduction?*
[195] UNESCO, *Policy Document on the Impacts of Climate Change on World Heritage Properties*, 2008.

Annotated Bibliography

United Nations Educational, Scientific and Cultural Organization. (1972). *Convention Concerning the Protection of The World Cultural and Natural Heritage.* Retrieved 16 July 2017 from: http://whc.unesco.org/archive/convention-en.pdf

The Convention, adopted by the General Conference at the Seventeenth session, is the most important document in regards to establishing means to protect world cultural and natural heritage. Taking note of the reasoning behind destruction toward culture, the convention makes clear the role UNESCO has in adapting to the disastrous effects of damaged world heritage. This will serve delegates as a resource for understanding UNESCO's role in protecting heritage sites. Delegates should use this source to understand fully the role of the World Heritage List and funding.

United Nations Educational, Scientific and Cultural Organization. (2001). *Convention on the Protection of the Underwater Cultural Heritage*. Retrieved 25 August 2017 from: http://www.unesco.org/new/en/culture/themes/underwater-cultural-heritage/2001-convention/official-text/

The Convention seeks to protect cultural heritage that is underwater and provides a framework for the implementation of effective safeguarding to submerged ruins and culturally significant property. The threat of climate change poses significant risk to this type of natural and cultural property. Delegates will find this convention useful in understanding the significance of protecting culture that is underwater, defining underwater culture, and adaptation policy that effectively addresses climate change to marine sites. This source is useful to delegates as it is the foundation for protecting underwater cultural heritage and therefore a first stop for defining underwater heritage.

United Nations Educational, Scientific and Cultural Organization. (2007). *Case Studies on Climate Change and World Heritage* [Report]. Retrieved 17 July 2017 from: http://whc.unesco.org/en/activities/473/

This publication uses 26 case studies to provide an illustration of the negative impacts that climate change has and the possible future outcomes. The case studies that are presented in this work continue to be relevant as they cover a wide range of environmental conditions including glaciers, marine biodiversity, terrain biodiversity, archaeological sites, and historic cities. This work will be very useful to delegates as they understand their specific Member State and neighboring Member States that have experienced the adverse effects of climate change.

United Nations Educational, Scientific and Cultural Organization. (2008). *Policy Document on the Impacts of Climate Change to World Heritage*. Retrieved 28 September 20017 from: http://whc.unesco.org/en/CC-policy-document/

The Policy Document on the Impacts of Climate Change to World Heritage provides UNESCO's focus for addressing climate change's impact to world heritage. Five elements are outlined in the report. These include: understanding material vulnerability, monitoring change, modelling and projecting climate behavior, managing cultural heritage, and preventing damage. Delegates will find this document helpful in determining the ways in which UNESCO can address climate change at WHS.

United Nations Educational, Scientific and Cultural Organization. (2013). *Medium-Term Strategy 2014-2021*. Retrieved 17 July 2017 from: http://unesdoc.unesco.org/images/0022/002278/227860e.pdf

The Medium-Term Strategy 2014-2021 *provides a strategic vision and objectives within a framework for UNESCO to follow. Strategic Objective 7 is particularly important as it relates to the topic of climate change and environmental protection. This document provides a direction in regards to environmental and resource management as it relates to world heritage preservation. Delegates will find the* Medium-Term Strategy *useful in understanding proactive initiatives that UNESCO can take on climate change. UNESCO's role in generating initiatives that focus on heritage for recovery and reconciliation may assist in understanding future measures and the basis for including heritage in response strategies.*

United Nations Educational, Scientific and Cultural Organization. (2016). *World Heritage and Tourism in a Changing Climate* [Report]. Retrieved 24 August 2017 from: http://whc.unesco.org/en/tourism-climate-change/

The World Heritage and Tourism in a Changing Climate *report is an extremely useful resource published by UNESCO, UNEP, and the Union of Concerned Scientists. The report highlights the growing risk of climate change and presents case studies from 31 World Heritage properties around the world. This resource will assist delegates in developing an understanding of the relationship between tourism and climate change. Delegates may use this resource for guidance on recommendations that can be made to the international community, national governments, and site managers.*

United Nations Educational, Scientific and Cultural Organization. (2017). *Knowledges of Nature Series* [Website]. Retrieved 21 August 2017 from: http://www.unesco.org/new/en/natural-sciences/priority-areas/links/related-information/publications/knowledges-of-nature-series/

The Knowledges of Nature Series is a publication of UNESCO. The series includes various reports and manuals for bridging the gap between nature and culture. Series 8-11 include indigenous and local knowledge systems case studies from every continent. Previous publications such as the Knowledges of Nature 5 publication include the "Indigenous Peoples, Marginalized Populations and Climate Change" partnership to use local heritage in adapting and assessing climate change. Delegates may find these series useful in understanding how indigenous knowledge can be used to combat climate change. This is important as it improves policy-making on adaptation that may better serve the community and WHS impacted by climate change.

United Nations Educational, Scientific and Cultural Organization. (2017). *List of World Heritage Sites in Danger* [Website]. Retrieved 17 July 2017 from: http://whc.unesco.org/en/danger/

The List of World Heritage Sites in Danger is a website that UNESCO updates to inform the public on sites that are currently listed as endangered in accordance with Article 11 of the Convention Concerning the Protection of The World Cultural and Natural Heritage. This website will serve as an important resource for delegates seeking to understand the location and cause of the 54 sites that make up the list of World Heritage Sites in danger. The list provides information on the type of site, the specific location of the site, and a link to the site detailing the present state. The site will assist delegates in relating the issue to their Member State.

United Nations Educational, Scientific and Cultural Organization. (2017). *Reducing Disaster Risk at World Heritage Properties* [Website]. Retrieved 24 August 2017 from: http://whc.unesco.org/en/disaster-risk-reduction/

This website outlines the importance of disaster risk reduction, especially as it relates to protecting World Heritage. Delegates should pay close attention to UN Policy and UNESCO strategy as well as the other manuals and publications listed under "Resources." Since so many WHS lack formal DRR strategies, policy moving forward that focuses on disaster risk reduction will assist WHS in responding to climate change more effectively. Understanding DRR and UNESCOs role in performing these activities will serve delegates in their research of risk preparedness strategies.

United Nations Educational, Scientific and Cultural Organization. (2017). *The World Heritage Committee* [Website]. Retrieved 25 August 2017 from: http://whc.unesco.org/en/committee/

The World Heritage Committee implements the World Heritage Convention. *The Committee is tasked with managing the list of World Heritage Sites in Danger, and therefore is an important mechanism in site recognition that may be necessary to address climate change more effectively. It is vital that delegates understand the role of this committee. Delegates should pay attention to the outcomes of the most recent session, the 41st session of the World Heritage Committee, which was held in Poland between 2-12 July 2017. This will serve in understanding the scope and vision of the committee for coming years.*

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II. Fostering Environments for Freedom of Expression, Press Freedom, and Journalistic Safety

Introduction

The United Nations Educational, Scientific and Cultural Organization (UNESCO) sees protecting and promoting human rights related to freedom of expression as crucial foundations for democracy.[196] Enshrined in the *Charter of the United Nations* (UN) (1945), the principle of equal rights of peoples and fundamental freedoms is essential for fostering environments for freedom of expression, press freedom, and journalistic safety.[197] According to the *Universal Declaration of Human Rights* (UDHR) (1948), freedom of expression and opinions is defined as "freedom to hold opinions without interference and to seek, receive and impart information and ideas through any media and regardless of frontiers."[198] Related to the freedom of expression, press freedom is another element crucial to foster a democratic society where individuals have means to access diverse information.[199]

As part of its work in promoting press freedom, UNESCO advocates for an environment in which journalists can to be free from any kind of violence.[200] Journalism is defined by the UN Human Rights Committee as "a function shared by a wide range of actors, including professional full-time reporters and analysts, as well as bloggers and others who engage in forms of self-publication in print, on the Internet or elsewhere."[201] UNESCO Director-General Irina Bokova has condemned any acts of physical violence and assassinations against journalists by all entities because such acts lead to the deterioration of the right to freedom of expression.[202] According to Freedom House, in 2016 global press freedom declined to its lowest point in the last 13 years.[203] Furthermore, the right to freedom of expression online was restricted in several countries in sub-Saharan Africa, the Middle East, and Asia.[204] It has also been reported in 2016 that an estimated percentage of 67% of Internet users live in countries where criticism of the government, military, or ruling family is censored.[205] With the rapid development of the Internet, governments across the world have started to imprison social media users for posting controversial topics or information deemed to be critical to the government.[206] Furthermore, security measures that infringe upon the right to freedom of expression have been adopted in both democratic and nondemocratic countries.[207] In order to solve issues of deteriorating human rights in regard to freedom of expression, both online and offline, UNESCO continues to work closely with Member States, the UN, and civil society organizations through recommending legislation and monitoring trends from reports by Member States regarding freedom of expression, press freedom, and journalistic safety.[208]

International and Regional Framework

Freedom of expression and press as well as the safety of journalists are affirmed by many UN and non-UN documents, including UNESCO resolutions and declarations and international and regional human rights laws.[209] Following the experience of the derogation of human rights that occurred during World War II, the UDHR (1948) was adopted by the UN General Assembly.[210] This document prescribed for the first time a concept of fundamental human rights for all and emphasized efforts of all states and peoples to protect and promote human rights as their

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[196] UNESCO, *Fostering Freedom of Expression and Press Freedom, plus safety of journalists*, 2017.
[197] *Charter of the United Nations*, 1945.
[198] UN General Assembly, *Universal Declaration of Human Rights (A/RES/217A (III))*, 1948.
[199] UNESCO, *Press freedom and development*, 2008.
[200] UNESCO, *Safety of Journalists and Impunity*, 2017.
[201] UN Human Rights Committee, *General comment No. 34 Article 19: Freedoms of opinion and expression (CCPR/C/GC/34)*, 2011.
[201] UNESCO, *Fostering Freedom of Expression and Press Freedom, plus safety of journalists*, 2017.
[202] UNESCO, *Resolution 29 "Condemnation of violence against journalists"*, 1997.
[203] Freedom House, *Press Freedom's Dark Horizon*, 2017.
[204] Ibid.
[205] Ibid.
[206] Freedom House, *Silencing the Messenger: Communication Apps Under Pressure*, 2016.
[207] Ibid.
[208] UNESCO, *World Trends in Freedom of Expression and Media Development: Special Digital Focus 2015*, 2015, p. 14.
[209] UNESCO, *Basic Texts Related to the Safety of Journalists*, 2017.
[210] UN DPI, *History of the Document*, 2017.

common standard.[211] In order to enhance the right to freedom of expression, press freedom, and journalistic safety, UNESCO works in accordance with Article 19, which states people's right to freedom of opinion and expression including the right to seek, receive and impart information.[212] Furthermore, the UN General Assembly adopted the *International Covenant on Civil and Political Rights* (ICCPR) on 16 December 1966, which is a legally binding treaty for states that have ratified, complementing the UDHR to help implement the concepts of fundamental human rights around civil and political rights.[213] Article 19 of the ICCPR guarantees the right to freedom of expression as long as individuals do not violate the human rights and reputations of others, with an exception for protecting the public order in the case of national security matters.[214]

From 2006 to 2016, more than 800 journalists were killed and about 93% of the murders remain unsolved.[215] As part of the UN's work on ensuring freedom of expression, UN General Assembly resolutions 68/163 of 21 February 2014 and 69/185 of 11 February 2015 are both landmark documents that condemn all attacks and violence against journalists and media workers.[216] More importantly, resolution 68/163 is the first resolution concerning media institutions, private individuals, and other organizations that seek to acquire and utilize information both online and offline corresponding with Article 19 of the ICCPR.[217] UN General Assembly resolution 69/185 highlights how free journalism promotes public debate and the rights of journalists including to privacy and to freedom of expression are being violated in unlawful and arbitrary manners.[218] The UN Human Rights Council (HRC), a subsidiary body of the General Assembly, affirmed the right to freedom of expression people have both online and offline in accordance with Article 19 of the ICCPR resolution 20/8 of 16 July 2012.[219] HRC resolution 21/12 of 9 October 2012 calls on all parties to respect their obligations under international humanitarian law to protect journalists under situations of armed conflict.[220]

The *2030 Agenda for Sustainable Development* (2030 Agenda) and the Sustainable Development Goals (SDGs), highlight the importance of the distribution of information and communication tools as well as closing the digital divide to enhance the development of inclusive knowledge societies.[221] UNESCO has taken up the role to enhance freedom of expression and information as a basis of pluralistic media by mainstreaming the SDGs in all of its work.[222] In particular, the most important SDGs concerning UNESCO's efforts to foster environments for freedom of expression, press freedom, and journalistic safety are SDG 9 and SDG 16.[223] SDG 9 aims to "Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation" and SDG 16 seeks to "Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels."[224] SDG 9 has eight targets, and one of them concerning the freedom of expression reads "Significantly increase access to information and communications technology and strive to provide universal and affordable access to the Internet in least developed countries by 2020."[225] Moreover, one of the targets of SDG 16 seeks to "Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements."[226] All Member States and stakeholders are required to implement SDGs through collaboration to foster respect for human rights that is crucial for the sustainable development of economy, society, and environment.[227]

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[211] UN General Assembly, *Universal Declaration of Human Rights (A/RES/217A (III))*, 1948.
[212] Ibid.; UNESCO, *Promoting the Safety of Journalists and Combating Impunity*, 2014.
[213] UN Office of Legal Affairs Codification Division, *International Covenant on Civil and Political Rights*, 2017.
[214] UN General Assembly, *International Covenant on Civil and Political Rights (A/RES/2200 (XXI))*, 1966.
[215] UNESCO, *Speech by Ms Irina Bokova Director-General of UNESCO on the occasion of the World Day for Audiovisual Heritage on 27 October 2016*, 2016.
[216] UN General Assembly, *The safety of journalists and the issue of impunity (A/RES/68/163)*, 2014; UN General Assembly, *The safety of journalists and the issue of impunity (A/RES/69/185)*, 2015.
[217] UNESCO, *Free, Independent and Pluralistic Media in the Post-2015 Development Agenda: A Discussion Brief*, 2014.
[218] Ibid.
[219] UN HRC, *The promotion, protection and enjoyment of human rights on the Internet (A/HRC/RES/20/8)*, 2012.
[220] UN HRC, *Safety of Journalists (A/HRC/RES/21/12)*, 2012.
[221] UNESCO, *UNESCO moving forward the 2030 Agenda for Sustainable Development*, 2017, p. 19.
[222] Ibid.
[223] UNESCO, *Sustainable Development Goals for Communication and Information*, 2017.
[224] UN General Assembly, *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015.
[225] Ibid.
[226] Ibid.
[227] Ibid.

Role of the International System

UNESCO is entrusted with a specific mandate to promote "the free flow of ideas by word and image" and contributes to fostering free, independent, and pluralistic media in print, broadcast, and online while constructing policies for the safety of journalists.[228] Such contributions could be seen from the adoption of a recommendation at the 26th session of UNESCO's General Conference in 1991 and the UN General Assembly declaring 3 May as World Press Freedom Day in 1993.[229] This day aims to inform civilians, people working in the journalistic field, and Member States on the need to end violations of press freedom.[230] Part of the commemoration includes inviting stakeholders from all over the world and hosting workshops, roundtables, and training sessions.[231] World Press Freedom Day 2017 was held in Jakarta, Indonesia with the themes highlighting the significance of free and quality journalism in media for the achievement of target 10 of SDG 16, which focuses on ensuring public access to information and protecting fundamental freedoms in accordance with national legislation and international agreements.[232]

Regarding the safety of journalists and the issue of impunity, the International Programme for the Development of Communication (IPDC) has worked closely with UNESCO establish the *UN Plan of Action on the Safety of Journalists and the Issue of Impunity* (2012).[233] The major objectives of the document are to foster safe and free environments for journalists in conflict and non-conflict situations.[234] It proposes strengthening roles of UN agencies, funds, and programs regarding combatting impunity and violence surrounding journalists, and enhances cooperation among Member States through assisting the development and implementation of legislation.[235] IPDC, which was created by UNESCO in 1980, has been protecting the safety of journalism through the establishment of the *UNESCO Work Plan on the Safety of Journalists and the Issue of Impunity* (2013) as well as by coordinating the UNESCO Director-General's *Report on the Safety of Journalists and the Danger of Impunity*.[236] IPDC is the primary intergovernmental agency within the UN system that mainly works to protect the safety of journalists, promote media pluralism, support law reform, and conduct media assessments based on documents such as Journalists' Safety Indicators (JSIs).[237] UNESCO's *Work Plan on the Safety of Journalists and the Issue of Impunity* specifies UNESCO's work on enhancing the rights of journalists in both conflict and non-conflict situations by building cooperation among Member States and civil society.[238] The UNESCO Director-General's *Report on the Safety of Journalists and the Danger of Impunity* was first introduced upon the decision of the Intergovernmental Council of IPDC in 2008.[239] The report is submitted by the Director-General of UNESCO every two years to the IPDC's Intergovernmental Council, which takes into consideration the concerns of Member States, such as calls for judicial reforms to protect against the murder of journalists.[240] Furthermore, IPDC established the JSIs in 2013, which consist of two sets of indicators assessing the working environment and following up to crimes committed against journalists.[241] UNESCO provides manuals on safety training for journalists while carrying out their professional responsibilities through hosting workshops for students engaged in media.[242] The workshops are held at universities in partnership with civil society organizations such as the International News Safety Institute, International Federation of Journalists, International Media Support, and International Research & Exchanges Board.[243]

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[228] UNESCO, *Fostering Freedom of Expression and Press Freedom, plus safety of journalists*, 2017.
[229] UNESCO, *About the Day*, 2017.
[230] Ibid.
[231] UNESCO, *About the Day*, 2017; UNESCO, *Press Kit*, 2017.
[232] UNESCO, *Themes for 2017*, 2017.
[233] UNESCO, *UN Plan of Action on the Safety of Journalists and the Issue of Impunity*, 2017.
[234] UN Inter-Agency Meeting on the Safety of Journalists and the Issue of Impunity, *UN Plan of Action on the Safety of Journalists and the Issue of Impunity (CI-12/CONF.202/6)*, 2012.
[235] Ibid.
[236] Orgeret & Rønning, *Media in Development: An evaluation of UNESCO's International Programme for the Development of Communication (IPDC)*, 2002, p. 13.
[237] UNESCO, *International Programme for the Development of Communication*, 2017.
[238] UNESCO, *UNESCO Work Plan on the Safety of Journalists and the Issue of Impunity (CI/FEM/FOE/2013/299)*, 2013.
[239] UNESCO, *UNESCO Director-General's Report on the Safety of Journalists and the Danger of Impunity*, 2017.
[240] Ibid.
[241] UNESCO, *Journalists' Safety Indicators*, 2017.
[242] UNESCO, *Safety Training*, 2017; IFJ, *IFJ-UNESCO Workshop Develops University Safety Training in Jordan*, 2015.
[243] Ibid.

UNESCO works with many other international bodies, including cooperating with the International Telecommunication Union (ITU) in its efforts to allocate global radio spectrum and satellite orbits to the public by helping create standards and building capacity.[244] HRC works to ensure the freedom of expression, press freedom, and rights of journalists are assessed in each country in accordance with international documents such as the UDHR and the ICCPR as well as providing information to UNESCO to help develop effective guidelines.[245] Outside of the UN system, civil society organizations such as Freedom House play an important role in monitoring and supporting the expansion of freedom and democracy by advocating for increasing media independence.[246] Civil society organizations are crucial in the fight to promote freedom of expression, press freedom, and journalistic safety by assisting UNESCO when conducting research or publishing reports.[247]

Fostering Freedom of Expression in the Digital Age

UNESCO recognizes that the principle of freedom of expression must be applied to traditional media styles as well as to the Internet.[248] Approximately half of the world's population was unable to access the Internet in 2015, inhibiting freedom of expression.[249] The right to privacy, as enshrined in Article 12 of the UDHR as well as Article 17 of the ICCPR, means that people have the right to keep their information or lives from being disclosed to others and also the right to deal with information that others hold.[250] One main issue considering the dual rights to privacy and freedom of expression are challenges and opportunities for maintaining control over personal data online without limiting the speech of others.[251] UNESCO's role regarding privacy and freedom of expression is to provide Member States and relevant actors with policy recommendations through addressing the evolving legal and policy issues of the Internet.[252] Data protection laws that aim to protect personal data have been endorsed all over the world since the 1980s, but legislation faced challenges because of the speed at which technology evolves.[253] The fundamental issue surrounding the right to privacy online is Internet users having insufficient knowledge about how their data is being used and processed online.[254] Hacking is another issue concerning freedom of expression and the right to privacy because the private information obtained is often spread publicly.[255] Internet users' privacy rights also conflict with freedom of expression when the media reports on public figures without their consent.[256] Some countries choose to have weak privacy regulations in order to attract companies for economic development which contributes to the deterioration of the right to privacy on the Internet.[257]

UNESCO regards the development of a sustainable community of media as an important contribution to media pluralism.[258] Media pluralism has two definitions; the first definition includes the plurality of voices and analysis, and the second definition focuses on the opinions and forms of media outlets such as private versus publicly owned.[259] UNESCO helps to promote media pluralism and diversity with the purpose of expanding the range of information delivered particularly to the poor, youth, women, indigenous and hard-to-reach populations through assisting Member States and media organizations in developing policies that enhance the communication technology sector.[260] Because democratic society is based on equal rights of people taking part in decision-making, democracy cannot be achieved without freedom of media pluralism.[261] With the rapid increase in the number of Internet users

[244] UNESCO, *Memorandum of Understanding Between the ITU and UNESCO*, 2012.
[245] UN OHCHR, *The 20th Anniversary of OHCHR – 20 human rights achievements*, 2016.
[246] Freedom House, *About Us*, 2017.
[247] Ibid.
[248] UNESCO, *Freedom of Expression on Internet*, 2017.
[249] UN ITU, *ICT Facts and Figures*, 2015; UNESCO, *Freedom of expression and the internet*, 2016.
[250] UNESCO, *Global survey on Internet privacy and freedom of expression*, 2012, p. 7.
[251] Ibid.
[252] UNESCO, *UNESCO Series on Internet Freedom*, 2017.
[253] UNESCO, *Global survey on Internet privacy and freedom of expression*, 2012, p. 51.
[254] Ibid.
[255] Ibid.
[256] Ibid, p. 23.
[257] Ibid, p. 27.
[258] UNESCO, *Media Pluralism and Diversity*, 2017.
[259] Reporters Sans Frontiers, *Contribution to the EU public consultation on media pluralism and democracy*, 2016.
[260] UNESCO, *Media Pluralism and Diversity*, 2017.
[261] High Level Group on Media Freedom and Pluralism, *A free and pluralistic media to sustain European democracy*, 2013, p. 10.

all over the world, more citizens can access diverse media which in turn informs their decision making process.[262] However, since the terrorist attacks of 11 September 2001 and increased enforcement of anti-terrorism laws, the demands of national security have grown and greatly affect press freedom in many countries.[263] UNESCO has witnessed the appropriation of state-owned media in parts of Africa, the Arab region, Asia and the Pacific, and Central and Eastern Europe in past years.[264] There have been cases where government experts pressure independent media to exclude certain unfavorable information about the government.[265]

UNESCO regularly conducts global research on media and information literacy (MIL).[266] MIL is the ability to access, assess, and evaluate media and other information in the contexts of teaching, expressing one's opinions, and taking part in civic actions.[267] MIL is considered as an important fundamental ability of Internet users because it helps users avoid and prevent violations of the rights of others, as well as developing one's critical thinking on how to interact on the Internet.[268] Elements of MIL include the enhancement of technical skills, developing abilities to accurately collect, analyze, and evaluate media information, and understanding one's social and political influence, and are significant for Internet users' ability to deal with violations of human rights online.[269] Global citizenship education is part of UNESCO's strategic work areas for 2014-2017 and aims to educate people of all ages by providing places for dialogue and teachers' guides that cover topics such as human rights, social justice, and diversity.[270] Through global citizenship education, such as developing skills of effectively responding to online hate speech, learners are able to identify hate speech and react accordingly.[271]

Press Freedom

Press freedom is essential to democracy and serves as a precondition for protecting and promoting human rights.[272] UNESCO considers freedom, pluralism, independence, and safety as the foundation of press freedom.[273] Professional journalists are no longer the only actors engaged in journalism because new technologies allow anyone to report news.[274] Legislation can interfere with press freedom, such as laws designed to prevent media from obtaining information and laws punishing the media when they have revealed information considered a threat to national security.[275] These laws have the potential of making journalists practice self-censorship in addition to the state practicing censorship on media organizations.[276]

In accordance with the *UN Plan of Action on the Safety of Journalists and the Issue of Impunity*, UNESCO aims to assist Member States with improving national legislation on safeguarding journalists as well as refining legislation that promotes freedom of press.[277] For example, UNESCO supports Member States that are willing to create or enhance laws that enable effective investigation and prosecution of crimes against the press.[278] UDHR and ICCPR define legitimate purposes of utilizing information, including expressing one's opinion, education, employment, and trade; illegitimate purposes include theft, fraud, harassment, copyright infringement, and defamatory speech.[279] These illegitimate purposes may be restricted without interfering with press freedom.[280] UNESCO also supports

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[262] UNESCO, *Free, Independent and Pluralistic Media in the Post-2015 Development Agenda: A Discussion Brief*, 2014.
[263] McNamara, *Counter-Terrorism Laws and the Media: National Security and the Control of Information*, 2009.
[264] UNESCO, *World Trends in Freedom of Expression and Media Development*, 2014.
[265] Ibid.
[266] UNESCO, *World Trends in Freedom of Expression and Media Development: Special Digital Focus 2015*, 2015, p. 21.
[267] UNESCO, *Media and Information Literacy: Policy & Strategy Guidelines*, 2013.
[268] UNESCO, *World Trends in Freedom of Expression and Media Development: Special Digital Focus 2015*, 2015.
[269] Ibid.
[270] Ibid., p. 51.
[271] UNESCO, *Countering Online Hate Speech*, 2015, p. 46.
[272] UNESCO, *Fostering Freedom of Expression and Press Freedom, plus safety of journalists*, 2017.
[273] UNESCO, *World Trends in Freedom of Expression and Media Development: Special Digital Focus 2015*, 2015, p. 19.
[274] Stearns, *Acts of Journalism: Defining Press Freedom in the Digital Age*, 2013.
[275] McNamara, *Counter-Terrorism Laws and the Media: National Security and the Control of Information*, 2009.
[276] Ibid.
[277] UN Inter-Agency Meeting on the Safety of Journalists and the Issue of Impunity, *UN Plan of Action on the Safety of Journalists and the Issue of Impunity (CI-12/CONF.202/6)*, 2012.
[278] Ibid.
[279] UNESCO, *Fostering Freedom Online: the Role of Internet Intermediaries*, 2012, p. 30.
[280] Ibid.

Member States in developing legislative and institutional frameworks guaranteeing access to information, protection of confidential sources, and decriminalization of journalistic activities through raising awareness and sharing good practices among states at the international and regional level.[281]

Safety of Journalists

According to the most recent biennial Director-General's IPDC *Report on Safety of Journalists and the Danger of Impunity*, released in 2016, 85% of instances of violence against journalists among 59 Member States were dismissed without punishment.[282] Some journalists practice self-censorship reporting certain information is high-risk in states that do not show any political will to protect journalists.[283] Lead by the *UN Plan of Action on the Safety of Journalists and the Issue of Impunity*, UNESCO works with countries to successfully incorporate measures to guarantee the safety of journalists.[284] Every year, Member States with unresolved killings of journalists send updates to investigations and answer to judicial inquiries when the request is made by UNESCO.[285] UNESCO also sets 2 November of every year as the International Day to End Impunity for Crimes against Journalists (IDEI).[286]

Female journalists experience greater risks than their male counterparts due to societal stereotypes and gender-based violence.[287] Female journalists often face increased violence while in conflict zones, including sexual violence, violence led by the state such as imprisonment and torture, and online threats.[288] In 2015, the deaths of six local female journalists were reported from the Philippines, Somalia, South Sudan, France, and the United States.[289] In many countries across the globe, female journalists are looked down upon and incidents of violence against them are under-reported.[290] Regarding the general safety of journalists, UNESCO's work consists of policy-making, raising awareness, monitoring, reporting, building capacity, and collaborating with academia.[291] This work contributes to the achievement of the SDGs since governments and key stakeholders have acknowledged the importance of safety of journalists and combatting impunity through coordination among involved entities.[292]

With more exposure to danger in conflict zones, journalists are frequently under risks of abduction, being taken hostage, harassment, arbitrary arrest, and detention.[293] Protection of journalists in conflict zones is in need of enhancement in accordance with the *UN Plan of Action on the Safety of Journalists and the Issue of Impunity*.[294] In 2016, 58 journalists were knowingly targeted and killed by criminals, government officials, and non-state actors, such as the Islamic State in Iraq and the Levant, in conflict zones across the world.[295] If proper protection is guaranteed, journalists could perform their work without the immediate threat they face currently.[296] Safety training, consisting of medical and security training, is crucial for journalists and other media workers to protect themselves in any hostile environment.[297] Special attention should be given to local journalists, including freelancers, because they make up 95% of journalist fatalities.[298] UNESCO has developed relationships with 17 academic institutions in

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[281] UNESCO, *Implementation Strategy 2013-2014: UN Interagency Meeting on Safety of Journalist and Impunity*.
[282] UNESCO, *The Safety of Journalists and the Danger of Impunity: Report by the Director-General to the Intergovernmental Council of the IPDC (Thirtieth Session)*, 2016.
[283] UNESCO, *Promoting the Safety of Journalists and Combating Impunity*, 2014; UNESCO, *World Trends in Freedom of Expression and Media Development: Special Digital Focus 2015*, 2015, p. 164.
[284] UNESCO, *World Trends in Freedom of Expression and Media Development*, 2014.
[285] UNESCO, *World Trends in Freedom of Expression and Media Development: Special Digital Focus 2015*, 2015, p. 153.
[286] UNESCO, *About the International Day to End Impunity*, 2017.
[287] UNESCO, *World Trends in Freedom of Expression and Media Development: Special Digital Focus 2015*, 2015, p. 90.
[288] UNESCO, *Media and Gender: A Scholarly Agenda for the Global Alliance on Media and Gender*, 2014, p. 30.
[289] IAWRT, *Reporters in Danger*, 2011.
[290] International Women's Media Foundation and the International News Safety Institute, *Violence and Harassment Against Women in the News Media: A Global Picture*, 2014, p.3; Lehrman, *Unconscious stereotypes slow newsroom diversity*, 2017.
[291] UNESCO, *Safety of Journalists*, 2017.
[292] Ibid.
[293] UNESCO, *Promoting the Safety of Journalists and Combating Impunity*, 2014.
[294] Ibid.
[295] Omari, The difference journalists can make in conflict zones, *Al Arabiya English*, 2017.
[296] Ibid.
[297] UNESCO, *Safety Training*, 2017.
[298] Ibid.

South and North America, Asia, Australia, and Europe to discuss and publish reports on the various threats imposed on the safety of journalists.[299] Journalists are taught about threats, the causes of threats, ways of reducing and responding to threats, and the threats specific to female journalists working in the field.[300] Additionally, with further cooperation among various academic fields, there will be a better understanding of the causes and mechanisms of threats imposed on journalists.[301]

Conclusion

There have been many actions taken by UNESCO to foster freedom of expression, press freedom, and safety of journalists.[302] UNESCO has been promoting policies for press freedom by engaging with Member States and relevant actors through facilitating multi-stakeholder dialogue.[303] Current areas of UNESCO's work and international efforts to improve the situation focus on increasing efforts on promoting press freedom and the safety of journalists in the digital world, improving skills needed to counteract hate on the Internet, states developing and adopting legislation in accordance with UNESCO's Action Plan, and fighting against the continued physical violence committed against journalists.[304] In today's current world where information and technology are changing rapidly, UNESCO and related entities continue to work to foster freedom of expression, press freedom, and safety of journalists.[305]

Further Research

As delegates begin their research on this topic, they should consider the following questions: How can Member States effectively implement the *UN Plan of Action on the Safety of Journalists and the Issue of Impunity*? What are strategies that Member States can take at the global, regional, and national level to achieve SDG 16 to promote peaceful and inclusive societies? How can Member States and media institutions work together to promote freedom of expression, press freedom, and the safety of journalists? How could UNESCO and Member States ensure policies remain up-to-date in regards to technological advancements and its relation to fostering the freedom of expression, press freedom, and ensuring safety of journalists?

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Freedom House. (2017). *Press Freedom's Dark Horizon*. Retrieved 27 August 2017 from: https://freedomhouse.org/report/freedom-press/freedom-press-2017

> *Freedom House each year publishes an annual report evaluating freedom of the press, providing key global findings on press freedom, as well as country-specific press freedom reports. The 2017 report specifically details status of countries whose press freedom deteriorated in 2017. Although in countries that are considered as democratic, including United States, Poland, the Philippines, and South Africa, these governments have pressured journalists and minimized the role of media. Delegates will find this report helpful when conducting research not only at the global level, but also at national levels by selecting country reports. Past reports are also useful when comparing how the status of press freedom in a particular country has changed over time.*

International Women's Media Foundation and the International News Safety Institute. (2014). *Violence and Harassment Against Women in the News Media: A Global Picture*. Retrieved 27 August 2017 from: https://www.iwmf.org/wp-content/uploads/2014/03/Violence-and-Harassment-against-Women-in-the-News-Media.pdf

> *This document published by the International Women's Media Foundation and the International News Safety Institute (IWMF) provides the overall status of dangers that female journalists face while working in the field. With the help from the International News Safety Institute (INSI),*

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[299] UNESCO, *UNESCO proposes research agenda for safety of journalists*.
[300] UNESCO, *UNESCO Series on Journalism Education Model Curricula for Journalism Education: A Compendium of New Syllabi*, 2013, p. 202.
[301] UNESCO, *UNESCO's Research Agenda on the Safety of Journalists*, 2017.
[302] UNESCO, *Fostering Freedom of Expression and Press Freedom, plus safety of journalists*, 2017.
[303] Ibid.
[304] UNESCO, *World Trends in Freedom of Expression and Media Development: Special Digital Focus 2015*, 2015.
[305] Ibid.

IWMF has conducted online surveys of 977 females asking questions if they experienced violence and harassment. These include physical, sexual, and digital threats as well as details on where and who committed such acts. The report offers suggestions on what individuals and organizations could possibly do to mitigate the dangers of reporting in hostile environments and recommendations for providing a safe working environment. Delegates will find this source useful when researching the issue of the safety of female journalists from perspectives of females who have suffered incidents regarding their gender.

United Nations Educational, Scientific and Cultural Organization. (2012). *Fostering Freedom Online: the Role of Internet Intermediaries* [Report]. Retrieved 20 July 2017 from: http://unesdoc.unesco.org/images/0023/002311/231162e.pdf

This report prepared for UNESCO's Division for Freedom of Expression and Media Development explains how the universal right to freedom of expression is ensured both online and offline in today's digital age. The report analyzes how the Internet acts as an intermediary and influences the right to freedom of expression as well as explores the right to privacy online. This document provides an overview and analysis of new forms of the right to freedom of expression. Delegates will find Chapter 2: Law and Regulation, along with case studies on types of limitations on freedom of expression from country-specific perspectives, especially helpful when conducting research on the restriction of freedom of expression.

United Nations Educational, Scientific and Cultural Organization. (2012). *Global survey on Internet privacy and freedom of expression* [Report]. Retrieved 27 August 2017 from: http://unesdoc.unesco.org/images/0021/002182/218273e.pdf

This publication analyzes the correlation between freedom of expression and Internet privacy through the assessment of independency and dependency of each right in expected circumstances. At first, it explains how the Internet and related technologies have affected the nature of threats to privacy and then shifts to topics such as an overview of legal protection, self-regulatory guidelines, normative challenges, and case studies relating to the topic. This report also aims to provide information on emerging issues occurring both in developed and developing countries involving the right to privacy in the digital age of Member States and other national and international stakeholders. Delegates will find this report useful for obtaining information on worldwide issues covering freedom of expression and the right to privacy, especially concerning the Internet.

United Nations Educational, Scientific and Cultural Organization. (2013). *UNESCO Series on Journalism Education Model Curricula for Journalism Education: A Compendium of New Syllabi* [Report]. Retrieved 20 July 2017 from: http://unesdoc.unesco.org/images/0022/002211/221199e.pdf

This collection by UNESCO brings together ten syllabi regarding various perspectives of journalism education, some of which were inspired by two intellectual engagements hosted in correspondence with the UNESCO Model Curriculum. This publication examines actual strategic journalism curricula that could be implemented in classrooms so as to effectively carry out journalism education to different ages. Sections such as "Gender and journalism" and "Safety and Journalism" introduce the background as well as objectives of the topic thoroughly. Therefore, this document could be useful for obtaining information on journalism education from perspectives of educators and analyzing the current situation of education in journalism.

United Nations Educational, Scientific and Cultural Organization. (2014). *Free, Independent and Pluralistic Media in the Post-2015 Development Agenda: A Discussion Brief*. Retrieved 20 July 2017 from: http://en.unesco.org/sites/default/files/media_post_2015.pdf

This discussion brief released by UNESCO provides insight into the interrelation between what became the Sustainable Development Goals (SDGs) and media development. The arguments are divided into three sections: the correlation between free, pluralistic, and independent media, and national development monitoring and priority-setting; media freedom as a crucial component of governance; and the global consensus on normative functions of a free media system in the context of SDGs. Each section provides overviews of discourses about free and independent

media, which were held in the past within the UN system. This publication is useful for delegates as it provides policy recommendations in regards to media pluralism.

United Nations Educational, Scientific and Cultural Organization. (2014). *Media and Gender: A Scholarly Agenda for the Global Alliance on Media and Gender* [Report]. Retrieved 27 August 2017 from: http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/CI/CI/pdf/publications/media_and_gender_scholarly_agenda_for_gamag.pdf

This report by UNESCO in cooperation with the International Association of Communication Researchers contains four important sections: 1) Gender-based violence, media and information; 2) Women's access to media; 3) Gender and media policy and strategies; and 4) Gender, education, and media and information literacy. Each section provides both regional and international aspects of issues women face in the field of journalism. Delegates will find this publication helpful when searching for pragmatic research as well as challenges and threats females face in the media.

United Nations Educational, Scientific and Cultural Organization. (2015). *World Trends in Freedom of Expression and Media Development: Special Digital Focus 2015* [Report]. Retrieved 15 July 2017 from: http://unesdoc.unesco.org/images/0023/002349/234933e.pdf

The report issued by UNESCO provides fundamental knowledge and thorough analysis of online hate speech, protection of journalism sources, and the role of Internet intermediaries in fostering freedom of expression, and the safety of journalists. This report focuses on how conventional concepts with regard to freedom of expression and media development have transformed through rapidly increasing online communication by introducing key documents considering the rights of journalists. The sixth section Regional Instruments of Human Rights Laws and Normative Frameworks, mentions substantial documents that ensure human rights regarding freedom of expression in each region. Delegates will find this source useful as they begin to research the fluid concept of freedom of expression in the digital age.

United Nations Educational, Scientific and Cultural Organization. (2017). *Basic Texts Related to the Safety of Journalists* [Website]. Retrieved 20 August 2017 from: http://www.unesco.org/new/en/communication-and-information/freedom-of-expression/safety-of-journalists/basic-texts/

This website provides a list of various basic texts, declarations, resolutions, and conventions related to the safety of journalists. This list is comprised of international human rights law, UNESCO resolutions, decisions, declarations, a Universal Periodic Review Process (including UNESCO's Contribution), regional instruments of human rights laws as well as statements by civil society. This list will enable delegates to easily find UN and non-UN documents needed at the beginning of research on the safety of journalists.

United Nations, Inter-Agency Meeting on the Safety of Journalists and the Issue of Impunity. (2013). *UN Plan of Action on the Safety of Journalists and the Issue of Impunity (CI-12/CONF.202/6)*. Retrieved 20 July 2017 from: http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/CI/CI/pdf/official_documents/UN-Plan-on-Safety-Journalists_EN_UN-Logo.pdf

This document contains measures such as the establishment of a coordinated inter-agency mechanism of supporting the safety of journalists and assisting development of legislation to foster the right to freedom of expression and information. Furthermore, it explains the implementation of existing international frameworks. Member States are encouraged to adopt this Plan of Action through fully implementing existing international rules as well as improving national legislation on protecting safety of journalists and media professionals in conflict and non-conflict situations. It is comprised of an introduction that discusses how the situations with regard to safety of journalists have changed, followed by principles, objectives as well as action plans to foster safe environment for journalists. This document is essential when delegates begin to research ways to enhance the safety of journalists and the issue of impunity.

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III. Combating Illicit Trafficking of Cultural Property

Introduction

Cultural heritage refers to the legacy from past generations of tangible artifacts and intangible attributes to a contemporary group of people.[306] It is a distinctive feature of societies and is a crucial driver of sustainable development.[307] However, illicit trafficking has become a lucrative activity for criminal organizations and it has endangered the preservation of the world cultural diversity.[308] The illicit trafficking of cultural properties includes the removal of these artifacts from their location in addition to their transport and their sale outside of the country of origin.[309] Illicit acquisition of cultural properties tends to occur from cultural heritage sites being plundered during armed conflicts or from illegal excavations and robberies of public and private collections during times of peace.[310] Less developed or politically or economically unstable countries, especially in the regions of South America, Africa, and Asia, are particularly vulnerable to the illicit trafficking of their cultural heritage.[311] The United Nations Educational, Scientific and Cultural Organization (UNESCO) and the international community have often implemented multifaceted solutions and measures that address the safeguard of the cultural heritage, the dismantling of trading routes and the restitution of the stolen artifacts to the countries of origin.[312]

Furthermore, efforts are also invested in the recovery of trafficked properties to their country of origin.[313] Definitions between frameworks and agreements on the illicit trafficking of cultural properties are often inconsistent or unclear.[314] While cultural heritage is broadly defined as an object of any cultural value for a society in some conventions, its definition within other agreements can be narrowed to an object of importance for specific disciplines, such as archeology, art, or science.[315] Cultural property, or cultural heritage and patrimony, refers to any movable property of significant importance to every people's culture heritage.[316] These properties can include archives, literature, and objects of religion, art, architecture, and history.[317] The protection of cultural heritage has been repeatedly recognized by the international community as a key step toward the building of a sustainable legacy for the next generations.[318]

International and Regional Framework

Three frameworks initiated by UNESCO play a significant role in combatting the illicit trafficking of cultural properties.[319] UNESCO convened Member States in 1954 to address the protection of cultural property during internal and international armed conflicts.[320] Parties adopted the *Hague Convention for the Protection of Cultural Property in the Event of Armed Conflict* (1954) and introduced protection procedures for cultural properties threatened by armed conflicts.[321] These new measures included a distinctive emblem, the Blue Shield, which is used on sites of a high cultural value by the International Committee of the Blue Shield to offer special protection during

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[306] UNESCO, *Tangible Cultural Heritage*, 2017.
[307] UNESCO, *UNESCO Universal Declaration on Cultural Diversity*, 2001.
[308] Veres, *The Fight Against Illicit Trafficking of Cultural Property: The 1970 UNESCO Convention and the 1995 UNIDROIT Convention*, 2014, p. 94.
[309] Ibid.
[310] Ibid., p. 104.
[311] Lehr, Cultural Racketeering and Why it Matters: Robbing the World of History, *The World Post*.
[312] UN General Assembly, *International Guidelines for Crime Prevention and Criminal Justice Responses with Respect to Trafficking in Cultural Property and Other Related Offences (A/RES/69/196)*, 2015.
[313] Veres, *The Fight Against Illicit Trafficking of Cultural Property: The 1970 UNESCO Convention and the 1995 UNIDROIT Convention*, 2014, p. 103.
[314] Ibid.
[315] Ibid.
[316] Intergovernmental Conference on the Protection of Cultural Property in the Event of Armed Conflict, *Convention for the Protection of Cultural Property in the Event of Armed Conflict*, 1954, pp. 9-10.
[317] Ibid.
[318] UN General Assembly, *Human rights and scientific and technological developments (A/RES/3026(XXVII)*, 1973.
[319] Prott, *UNESCO and UNIDROIT: a Partnership against Trafficking in Cultural Objects*, 1996, p. 62.
[320] Intergovernmental Conference on the Protection of Cultural Property in the Event of Armed Conflict, *Convention for the Protection of Cultural Property in the Event of Armed Conflict*, 1954, p. 4.
[321] Ibid.

armed conflicts from destruction, seizures, or capture.[322] These sites refer to refuges and centers containing several cultural artifacts, such as museums and archaeological sites, and they must be listed in the International Register of Cultural Property under Special Protection to benefit from special protection measures.[323] The registration of a site can be submitted by its country of origin to the Director-General of UNESCO and must not be objected by other States parties of the Convention.[324] Two Protocols were supplemented to the Convention, the latest (1999) giving enhanced special protection measures to cultural properties of exceptional cultural value and sanctions do in the event of serious transgressions to the Convention against cultural properties.[325]

In 1964, the General Conference agreed to extend cultural property protection policies to address illicit trafficking of cultural heritage in peacetime.[326] The new suggested measures included the addition of cultural properties by governments in their national registries and the safeguarded transport between countries organized by national agencies.[327] The new suggested measures differ from the mechanisms of the 1954 Convention as cultural properties protected by the Convention extend to movable cultural properties, such as literature and arts.[328] UNESCO also underlined the necessity of international cooperation through the adoption of bilateral and multilateral agreements to combat illicit trafficking of cultural patrimony, which would facilitate for instance the repatriation of stolen properties.[329] Five years later, the General Conference of UNESCO adopted the *Convention on the means of prohibiting and preventing the illicit import, export, and transfer of ownership of cultural property* (1970).[330] The Convention calls upon every ratifying state to establish national services with qualified staff that would support the establishment of laws for the protection of the world's cultural heritage.[331] Ratifying States parties to the Convention also encourage international organizations and governments to develop public awareness to the value of culture heritage for worldwide societies threatened by illicit removal and trafficking of cultural properties by inviting them to utilize various educational means, such as campaigns and thematic events in museums.[332] Following the 1970 Conference, the UN General Assembly invited Member States to adhere to the Convention in 1976 and reaffirmed that all steps taken by countries to combat illicit trafficking of cultural properties are necessary for the future of cultural heritage.[333] The General Assembly also presents the restitution of cultural artifacts to their country of origin as a major step toward an international cooperation to preserve cultural heritage for future generations.[334]

While the 1970 Convention was a major step toward the preservation of cultural heritage, inadequacy in the legislation has limited its efficiency to protect cultural artifacts.[335] As only governments were authorized to subscribe cultural properties in their national registries, private owners, such as individuals or religious organizations, were often deprived of legal measures against illicit trafficking.[336] In 1984, UNESCO requested the International Institute for the Unification of Private Law (UNIDROIT) to address these issues.[337] UNIDROIT is an independent intergovernmental organization that aims to modernize and harmonize legal systems between Member States.[338] UNIDROIT's efforts resulted in the *UNIDROIT Convention on Stolen or illegally exported cultural objects,* adopted in 1995 at the Diplomatic Conference held in Rome.[339] The UNIDROIT Convention differs primarily from the 1970

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[322] Intergovernmental Conference on the Protection of Cultural Property in the Event of Armed Conflict, *Convention for the Protection of Cultural Property in the Event of Armed Conflict*, 1954, pp. 12-13.
[323] Ibid.
[324] UNESCO, *Armed Conflict and Heritage: Special Protection*, 2017.
[325] Heritage For Peace, *Hague Convention and its two protocols*.
[326] UNESCO, *Records of the General Conference, Thirteenth Session, Resolutions*, 1964.
[327] Ibid.
[328] Ibid.
[329] Ibid.
[330] UNESCO, *Convention on the Means of Prohibiting and Preventing the Illicit Import, Export, and Transfer of Ownership of Cultural Property*, 1970.
[331] Ibid., p. 8.
[332] Ibid., p. 12.
[333] UN General Assembly, *Protection and restitution of work of arts as part of the preservation and further development of cultural values (A/RES/31/40)*, 1976.
[334] Ibid.
[335] Prott, *UNESCO and UNIDROIT: a Partnership against Trafficking in Cultural Objects*, 1996, p. 62.
[336] Ibid.
[337] Ibid., p. 61.
[338] UNIDROIT, *History and Overview*, 2016.
[339] UNIDROIT, *Convention on Stolen or Illegally exported Cultural Objects*, 1995.

Convention by providing instruments previously restricted to governments to private owners, in order to support the protection and the preservation of a larger proportion of cultural properties.[340] For instance, the UNIDROIT Convention allowed private owners to undertake procedures through regular national legal systems to claim back cultural artifacts without authorization from the government.[341] Moreover, it extended illicit trafficking of cultural property to cultural heritage that is not yet discovered.[342] The 1970 and 1995 Conventions are complementary and remain the two most important international frameworks on combatting illicit trafficking of cultural properties.[343]

In 1973 the United Nations (UN) General Assembly appealed for the preservation of cultural heritage, a basic right for all countries and all peoples.[344] In 2015, the General Assembly adopted *Transformation our World: the 2030 Agenda for Sustainable Development*, a new list of actions to achieve global sustainable development by 2030 containing 17 Sustainable Development Goals (SDGs).[345] By establishing the need to strengthen global efforts on the preservation of the world's cultural heritage and to reduce financial revenues of criminal and terrorist organizations from illicit trade of stolen goods through SDGs 11 and 16 respectively, the General Assembly has reiterated the necessity to combat illicit trafficking of cultural properties to build peaceful and inclusive societies and institutions for sustainable development.[346] Furthermore, the UN Security Council has also decided that all Member States must prevent the financing of terrorist acts that threaten global security and has addressed the illicit trafficking of cultural properties as a financial leverage for terrorism activities.[347] The Security Council has commended UNESCO's long lasting contribution to the protection of the world's cultural heritage in peril and has requested the body to pursue assistance to Member States in countering destruction and trafficking of cultural properties.[348] It has further called upon Member States to take appropriate steps to return artifacts stolen from conflict areas, recognized as a necessity to re-establish and maintain peace in areas ravaged by armed conflicts.[349]

Role of the International System

In light of its mandate to preserve the global cultural heritage, UNESCO has been directly involved with other international organizations, governments, the private sector, and civil society to combat illicit trafficking of cultural properties.[350] It provides technical and financial resources to enforce legal frameworks at national and regional levels and to raise global awareness to the value of cultural heritage for the identity of societies.[351] UNESCO's contribution can be illustrated by its involvement in the implementation of the 1954 Convention in armed conflict zones.[352] Moreover, UNESCO has been a key international coordinator of global efforts to protect cultural heritage from destruction and trafficking in zones of armed conflicts, such as in Afghanistan and in Iraq.[353] Recent cooperation with the UN Security Council through emergency response action plans (ERAP) actively supports the preservation of cultural heritage and prevents illicit trafficking of cultural properties from being a major income source for terrorist groups.[354] Ongoing conflicts in Iraq and the risk for the cultural heritage to be intentionally excavated or destroyed have caused UNESCO to establish an ERAP to update and digitize existing inventories of cultural properties and to provide assistance in the temporary relocation of artifacts to safer locations.[355]

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[340] Prott, *UNESCO and UNIDROIT: a Partnership against Trafficking in Cultural Objects*, 1996, p. 62.
[341] Ibid.
[342] Veres, *The Fight Against Illicit Trafficking of Cultural Property: The 1970 UNESCO Convention and the 1995 UNIDROIT Convention*, 2014, p. 101.
[343] UN General Assembly, *International Guidelines for Crime Prevention and Criminal Justice Responses with Respect to Trafficking in Cultural Property and Other Related Offences (A/RES/69/196)*, 2015, p. 1.
[344] UN General Assembly, *Preservation and further development of cultural values (A/RES/3148(XXVIII)*, 1973.
[345] UN General Assembly, *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015.
[346] Ibid.
[347] UN Security Council, *Threats to international peace and security caused by terrorist acts (S/RES/1373(2001))*, 2001.
[348] UN Security Council, *Situation between Iraq and Kuwait (S/RES/1483(2003))*, 2003.
[349] UN Security Council, *Maintenance of international peace and security (S/RES/2347(2017))*, 2017.
[350] UNESCO, *UNESCO Universal Declaration on Cultural Diversity*, 2001.
[351] UNESCO, *"Save Culture, end trafficking". New infographic tells you all about UNESCO's work in combating illicit trafficking*.
[352] UN General Assembly, *Return or restitution of cultural property to the countries of origin (A/RES/70/76)*, 2015.
[353] UNESCO, *Emergency plan to safeguard Iraq's cultural heritage*, 2014.
[354] Lamb, The Greatest Threat to Cultural Heritage in Syria, *Counterpunch*, 2014.
[355] UNESCO, *Emergency plan to safeguard Iraq's cultural heritage*, 2014.

In addition, UNESCO provides assistance to countries through various international mechanisms to promote the objectives of the conventions and to facilitate the restitution of illegally exported cultural patrimony to the countries of origin.[356] The Intergovernmental Committee for Promoting the Return of Cultural Property to its Countries of Origin or its Restitution in case of Illicit Appropriation (ICPRCP) and the Fund of the ICPRCP are examples of these mechanisms established by UNESCO.[357] The role of the ICPRCP is to guide countries and to facilitate the establishment of bilateral agreements for the restitution of illegal recovered cultural heritage to the country of origin.[358] Bilateral agreements mediated by the ICPRCP have led to several successful restitutions, such as the recoveries of the Boğazköy Sphinx in Turkey and of the Makondé Mask in Tanzania.[359] The Fund has the task to support similar restitution efforts by providing financial resources-related expenses, which include costs of cultural objects verification by experts and transportation of the objects.[360] Financial resources are provided particularly for those UNESCO Member States whose cultural heritage has been greatly dispersed and for the improvement of museums for cultural heritage conservation purposes, especially in developing countries.[361]

UNESCO also drives the development of countries' effectiveness against illicit trafficking of cultural heritage by organizing workshops and conferences to provide learning opportunities to national officials, police units, and related experts.[362] Conference and workshop participants acquire expertise on current legislation, such as the 1970 and 1995 Conventions, in addition to the use of different practical tools, such as the International Council of Museums (ICOM) Red Lists of cultural objects at risk.[363] These initiatives allow the conference and workshop participants to fulfil efficiently their role in the combat against the illicit trafficking of cultural properties.[364] UNESCO further enhances capacity building of countries by strengthening networks at local, national, and regional levels.[365] As an example, national representatives from Latin America participated in June 2017 at a cultural heritage protection workshop supported by UNESCO that permitted participants to exchange knowledge and skills on combatting the illicit trafficking of cultural properties.[366]

UNESCO also focuses on public awareness initiatives to protect cultural heritage from illegal recovery and illicit trafficking.[367] These diverse initiatives are implemented through social media and conferences.[368] They aim to educate, sensitize, and mobilize a wide public spectrum that includes Member States, cultural heritage experts, and civil society.[369] As an example, destruction and excavation of cultural sites by activists of the Islamic State of Iraq and the Levant (ISIL) have scandalized the world community and have motivated UNESCO to mobilize joint efforts against these illicit activities.[370] The #Unite4Heritage campaign, launched by UNESCO in 2015, summons individuals and organizations to collaborate on the safeguard of the heritage in Middle East.[371] As part of the movement, the General Conference approved the creation of the Task Force Unite4Heritage, the Blue Helmets of Culture.[372] Launched in collaboration with the ministerial defense of Italy, the unit is responsible for training local stakeholders, securing cultural heritage sites from illegal excavations, and countering illicit trafficking.[373] A first unit of the force has been deployed in Iraq to establish a series of courses on the protection of the cultural heritage for the staff of the Iraq Ministries of Interior and Culture.[374] Other organizations and individuals have also initiated related

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[356] UNESCO, *Illicit Trafficking of Cultural Property: Legal and practical instruments*, 2017.
[357] UNESCO, *Restitution of Cultural Property: Historical Background*, 2017.
[358] UNESCO, *Restitution of Cultural Property: Intergovernmental Committee (ICPRCP)*, 2017.
[359] UNESCO, *Restitution of Cultural Property: Return or Restitution Cases*, 2017.
[360] UNESCO, *Restitution of Cultural Property: Fund of the Intergovernmental Committee*, 2017.
[361] Ibid.
[362] UNESCO, *Illicit Trafficking of Cultural Property: Capacity-building and workshops*, 2017.
[363] UNESCO, *Illicit Trafficking of Cultural Property: Operational component*, 2017.
[364] UNESCO, *Illicit Trafficking of Cultural Property: Capacity-building and workshops*, 2017.
[365] UNESCO, *Key South American stakeholders join in efforts against illicit trafficking of cultural property*, 2017.
[366] Ibid.
[367] UNESCO, *Awareness-raising initiatives: Comics on illicit trafficking in cultural property in countries in the Maghreb*, 2017.
[368] UNESCO, *Awareness-raising initiatives*, 2017.
[369] UNESCO, *Illicit Trafficking of Cultural Property: Educational and awareness-raising programme*, 2017.
[370] European Heritage Volunteers, *Unite for Heritage*.
[371] UNESCO, *Unite4Heritage Campaign*, 2015.
[372] Ministry of Defense (Italy), *The Blue Helmets of Culture: Task Force "Unite4Heritage" established*, 2016.
[373] Ibid.
[374] Italy UN, *Blue Helmets for Culture: Carabinieri in Baghdad for the protection of cultural property*, 2016.

strategies in line with the #Unite4Heritage campaign.[375] This worldwide mobilization underscores that UNESCO's call for action has been echoed across the globe and reflects UNESCO's capacity to enhance global cooperation.[376]

Other UN bodies also address the combat against illicit trafficking of cultural heritage, such as the UN Office on Drugs and Crime (UNODC).[377] UNODC collaborates with other international organizations, including the International Criminal Police Organization (INTERPOL), UNESCO, and UNIDROIT, on building up national legal frameworks and on developing Member States' capacity to address illicit trafficking of cultural property.[378] In that perspective, UNODC especially supports Member States by providing advisory services and technical assistance to governments to make use of and implement the *International Guidelines for Crime Prevention and Criminal Justice Responses with Respect to Trafficking in Cultural Property and other Related Offenses* (2015).[379] The 48 Guidelines were developed by UNODC and its partners upon request of the General Assembly and aim to guide Member States in the strengthening of their policies and legislation against illicit trafficking of cultural properties.[380] The finalized document was adopted by the General Assembly and contains a wide spectrum of recommendations, addressing public awareness and criminal justice policies as examples.[381] UNODC's initiatives include the 2016 publication of a practical assistance tool for Member States in the implementation of the International Guidelines.[382]

Outside the UN system, international organizations further assist stakeholders, such as governments, authorities, and cultural heritage professionals, in the combat against illicit trafficking of cultural properties.[383] For instance, the development of legal instruments and governments' capacity to enforce these frameworks has been supported in cooperation with UNIDROIT and similar organizations.[384] Previous efforts deployed by UNIDROIT's experts led to the adoption of the 1995 Convention.[385] Moreover, experts convened by UNIDROIT and in collaboration with UNESCO created model legislative provisions and guidelines to be implemented and adopted by Member States in their domestic legislative to assist countries particularly in the restitution of unlawfully recovered cultural properties.[386] Other international organizations, such as INTERPOL and the World Customs Organization, also counter illicit trafficking of cultural heritage by improving efficiency of authorities, such as customs and police units, to enforce existing frameworks through the regular organization of conferences and training.[387] Measures taken by INTERPOL also include a database of stolen works of art accessible to law enforcement units and other authorized users.[388] In addition to the workshops offered to national authority services and the international database of stolen works of art, INTERPOL helps Member States address illegal activities related to cultural property trafficking.[389] For instance, INTERPOL joined efforts with police officers from 18 Member States in 2016 to execute the pan-European Operation PANDORA.[390] The Operation aimed at countering criminal networks of cultural heritage illicit trafficking and led to the seizure of 3,561 artifacts and the arrest of 75 people.[391]

Finally, beyond governments and authorities, international organizations such as ICOM have also been established by and for cultural heritage professionals, including museologists and exhibition designers.[392] Founded in 1946,

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[375] UNESCO, *"Unite for Heritage": launches short video series on cultural heritage*, 2017.
[376] UNESCO, *Unite4Heritage Campaign*, 2015.
[377] UNODC, *UNODC mandates on trafficking in cultural property*, 2017.
[378] Ibid.
[379] UN General Assembly, *International Guidelines for Crime Prevention and Criminal Justice Responses with Respect to Trafficking in Cultural Property and Other Related Offences (A/RES/69/196)*, 2015.
[380] Ibid.
[381] Ibid.
[382] UNODC, *Practical Assistance Tool: to assist in the implementation of the International Guidelines for Crime Prevention and Criminal Justice Responses with Respect to Trafficking in Cultural Property and other Related Offences*, 2016.
[383] UNODC, *UNODC mandates on trafficking in cultural property*, 2017.
[384] Prott, *UNESCO and UNIDROIT: a Partnership against Trafficking in Cultural Objects*, 1996.
[385] Ibid.
[386] UNIDROIT, *Texts – UNESCO – UNIDROIT Model Legislative Provisions on State Ownership of Undiscovered Cultural Objects (2011)*, 2014.
[387] INTEPOL, *Works of Art*.
[388] Ibid.
[389] Ibid.
[390] UNESCO, *Operation Pandora: 3561 artefacts seized and 75 people arrested*, 2017.
[391] Ibid.
[392] International Council of Museums, *ICOM in brief*, 2017.

ICOM is a professional network of 35,000 experts that assists other international organizations and Member States in fighting illicit trafficking of cultural properties and the protection of cultural heritage.[393] Experts of ICOM have published and reported lists of stolen cultural objects to the authorities from museums and cultural heritage sites, such as the Red Lists and the One Hundred Missing Objects Series.[394]

Lucrativeness and Effects of Illicit Trafficking of Cultural Property

Illustrating the causes and the consequences of the illicit trafficking of cultural heritage is crucial for the development of adequate legislations and measures.[395] The illicit trafficking of cultural artifacts is mainly driven by its high lucrativeness; its annual activity is worth €2.5 to 5 billion, being as profitable as the market for illicit drugs.[396] Despite efforts of UNESCO and its partners to raise awareness from the global community, illicit imports of cultural properties from armed conflict zones have even increased by up to 150% in some western countries.[397] These cultural properties are generally showed in museums or integrated into private collections.[398] Armed conflict zones often enhance political instabilities and reduce governmental authority, making it easier to conduct illegal excavations of cultural artifacts.[399] For instance, ISIL and local militias have generated up to $2 billion since the start of the ongoing Syrian civil war from the illicit trafficking of cultural properties.[400] Instabilities may also arise from economic conditions.[401] For instance, economic sanctions imposed by the international community during the 1991 Operation Desert Storm on Iraq caused hunger and poverty among its population.[402] Their economic situation motivated the plundering of cultural artifacts and their sale on the illegal market.[403] Other instabilities have similarly instigated criminal activities and incited residents to take advantage of the lucrative market.[404]

The identity and the economy of the societies deprived of their cultural heritage are particularly affected by the illicit trafficking of cultural properties.[405] The cultural diversity of societies is impoverished, as of all the illegally obtained properties, approximately five to 10% are ever recovered.[406] In addition to the cultural heritage excavated from known sites, a significant amount of a society's patrimony is excavated from areas yet undiscovered by archaeologists.[407] Evidences of intrusion were observed from over 90% of burial tombs in Turkey by archaeologists.[408] Loss of these irreplaceable artifacts removes contextual evidences from the sites and complicates attempts of historians to study the past, creating gaps of knowledge in humankind's history.[409] Also, illegal trafficking of cultural properties affects the economy in the country of origin.[410] Prior to the Syrian civil war that emerged in 2012, cultural heritage sites and their artifacts fuelled the Syrian tourism industry and contributed to

[393] International Council of Museums, *ICOM Missions*, 2017.
[394] International Council of Museums, *Fighting Illicit Traffic*, 2017.
[395] Veres, *The Fight Against Illicit Trafficking of Cultural Property: The 1970 UNESCO Convention and the 1995 UNIDROIT Convention*, 2014, p. 95.
[396] European Commission, *Questions and Answers on the Illegal import of cultural goods used to finance terrorism*, 2017.
[397] Lamb, The Greatest Threat to Cultural Heritage in Syria, *Counterpunch*, 2014.
[398] University of Glasgow, *Fighting illegal international trade in cultural artefacts*.
[399] Veres, *The Fight Against Illicit Trafficking of Cultural Property: The 1970 UNESCO Convention and the 1995 UNIDROIT Convention*, 2014, p. 95.
[400] Lehr, Cultural Racketeering and Why it Matters: Robbing the World of History, *The World Post*.
[401] Ibid.
[402] United States Department of Defense, *The Impact of War on Iraq's Cultural Heritage: Operation Desert Storm.*
[403] Ibid.
[404] Veres, *The Fight Against Illicit Trafficking of Cultural Property: The 1970 UNESCO Convention and the 1995 UNIDROIT Convention*, 2014, p. 95.
[405] UN General Assembly, *International Guidelines for Crime Prevention and Criminal Justice Responses with Respect to Trafficking in Cultural Property and Other Related Offences (A/RES/69/196)*, 2015.
[406] Veres, *The Fight Against Illicit Trafficking of Cultural Property: The 1970 UNESCO Convention and the 1995 UNIDROIT Convention*, 2014, p. 94.
[407] Bowman, *Transnational Crimes Against Culture*, 2008, p. 229.
[408] Ibid.
[409] Veres, *The Fight Against Illicit Trafficking of Cultural Property: The 1970 UNESCO Convention and the 1995 UNIDROIT Convention*, 2014, p. 96.
[410] Lamb, The Greatest Threat to Cultural Heritage in Syria, *Counterpunch*, 2014.

12% of the yearly national income.[411] The ERAP established in Syria is an example of action taken by UNESCO that can limit the negative effects of illicit trafficking of cultural goods on the regional stability and security.[412]

Obstacles in the Enforcement of Legislation

The efficiency of mechanisms implemented to combat illicit trafficking may be restrained by some obstacles, such as the permeability of borders.[413] Developing countries, particularly affected by the export of their cultural heritage, particularly as they often lack work force, knowledge, and experience along with material and financial resources.[414] Illegal traffickers are particularly active in remote communities that are neglected by the police and justice systems.[415] Initiatives, such as the conferences and training offered by INTERPOL to customs and police units, have supported the safeguard of cultural properties of developing states, particularly in areas of armed conflicts.[416] However, resources remain insufficient to prevent cultural goods from being exported or imported, contributing to the permeability of borders and requiring a greater global mobilization.[417]

Increased global accessibility to communication technologies has grown online markets for cultural property and impedes authorities' ability to enforce legislation.[418] Today, individuals in Guatemala can directly sell artifacts through eBay to customers in Europe and in North America.[419] Reported online offers have illustrated that sellers and buyers often flout national laws that require an image of required documentation to confirm legal export of cultural objects during auctions, even in developed countries.[420] Militia members in Syria and Iraq even use several popular social media platforms, such as Facebook, to sell cultural properties.[421] In light of this, certain governments have adopted new laws and have asked these platforms to interfere.[422] Nevertheless, online illicit trafficking remains absent from most international guidelines and frameworks and requires capacity building of countries' expertise on information technologies as strategies of illegal traffickers are becoming more and more sophisticated.[423]

Conclusion

Illegal trafficking remains a threat to cultural heritage and a major obstacle to a sustainable future and peace-building operations.[424] Despite available international frameworks and resources, lucrativeness in the illicit trafficking of cultural properties continues to motivate criminal organizations and vulnerable social groups during economic crises.[425] Loss of cultural richness deprives Member States of their history and identity in addition to substantial income from related tourism industry.[426] Although Member States have responded with legal procedures, inconsistency between national legislations, insufficient resources and the increasing sophistication of methods used by traffickers complicate the work of Member States and international organizations.[427]

Further Research

Through their preparation on this topic, delegates should consider how UNESCO can address the challenges presented above in the combat against illicit trafficking of cultural heritage. They may consider: how can universal

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[411] Lamb, The Greatest Threat to Cultural Heritage in Syria, *Counterpunch*, 2014.
[412] UNESCO, *UNESCO strengthens action to safeguard cultural heritage under attack*, 2014.
[413] Yates, *Reality and Practicality: Challenges to Effective Cultural Property Policy on the Ground in Latin America*, 2015.
[414] Ibid.
[415] Ibid.
[416] Ministry of Defence (Italy), *The Blue Helmets of Culture: Task Force "Unite4Heritage" established*, 2016.
[417] UN Security Council, *Maintenance of international peace and security (S/RES/2347(2017))*, 2017.
[418] Brodie, *The Internet Market in Antiquities,* 2015, p. 11.
[419] Ibid., p. 13.
[420] UNESCO, *International Code of Ethics for Dealers in Cultural Property*, 1999.
[421] Lamb, The Greatest Threat to Cultural Heritage in Syria, *Counterpunch*, 2014.
[422] Council of Europe, *Council of Europe Convention on Offences relating to Cultural Property*, 2017.
[423] Brodie, *The Internet Market in Antiquities,* 2015, p. 19.
[424] UN Security Council, *Maintenance of international peace and security (S/RES/2347(2017))*, 2017.
[425] Lamb, The Greatest Threat to Cultural Heritage in Syria, *Counterpunch*, 2014.
[426] Veres, *The Fight Against Illicit Trafficking of Cultural Property: The 1970 UNESCO Convention and the 1995 UNIDROIT Convention*, 2014.
[427] Brodie, *The Internet Market in Antiquities,* 2015, p. 19.

adoption of legal instruments be achieved? Is a proposal for a new convention necessary? What measures could a new convention contain and how maneuverable should it be for Member States to apply reservations? How can UNESCO, international organizations, and Member States enhance the potential existing systems to provide resources to developing countries to safeguard their cultural heritage? How can the international community tackle the emerging challenges induced by the evolution of communication technologies?

Annotated Bibliography

Brodie, N. (2015). The Internet Market in Antiquities. In F. Desmarais (Ed.), *Countering Illicit Traffic in Cultural Goods: The Global Challenge of Protecting the World's Heritage* (pp. 11-20). Paris: International Council of Museums. Retrieved 3 October 2017 from: http://icom.museum/fileadmin/user_upload/pdf/publications/Book_observatory_illicit_traffic_version_issuu.pdf

The black market of cultural properties illegally excavated is benefiting from the increasing availability of communication technologies globally. In this chapter, delegates will gain a comprehensive portrait of techniques used on Internet by sellers of cultural objects. A deep analysis is made on the traffic of cultural goods from Columbia and reports reveal a majority of objects are today sold online. Advantages and techniques are presented to the delegates in addition of the increasing complexity for authorities to counter the illicit traffic of cultural properties with the avenue of new communication technologies.

European Commission. (2017). *Questions and Answers on the Illegal import of cultural goods used to finance terrorism* [Website]. Retrieved 12 September 2017 from: http://europa.eu/rapid/press-release_MEMO-17-1954_en.htm

Cultural artifacts are exported from their country of origin to other parts of the world. These countries, mostly in North America and in Europe, can therefore play an important role in the regulation of cultural properties imported within their territory. The European Commission has adopted a new legislation to frame the importation of cultural goods within Europe to prevent the financing of terrorism activities. In this document, delegates will benefit from an exhaustive list of questions and answers a broad explanation of the situation and on the reasons to establish a new legislation. Delegates will acquire knowledge on steps taken to enforce the newly adopted rules and on the impacts anticipated by their implementation.

Intergovernmental Conference on the Protection of Cultural Property in the Event of Armed Conflict. (1954). *Convention for the Protection of Cultural Property in the Event of Armed Conflict.* Retrieved 6 November 2017 from: http://portal.unesco.org/en/ev.php-URL_ID=13637&URL_DO=DO_TOPIC&URL_SECTION=201.html

Armed conflict zones offer favorable conditions to facilitate the illegal excavation and trafficking of cultural properties. These conditions are particularly present in Middle East and in Africa where a significant proportion of the illegally exported artifacts originate from. As special measures were adopted for the protection and the preservation of cultural heritage during conflicts, their understanding is important to orientate delegates in the elaboration of their policies. Special measures include the establishment of the International Committee of the Blue Shield, an organization responsible for coordinating authorized protective measures for cultural heritage endangered by nearby conflicts.

International Institute For the Unification of Private Law. (1995). *UNIDROIT Convention on Illegally Exported Cultural Objects*. Retrieved 10 September 2017 from: http://www.unidroit.org/instruments/cultural-property/1995-convention

The 1995 Convention was adopted particularly to expand protection to cultural properties unregistered by national services and to complement the 1970 Convention. The 1995 Convention complements the 1970 Convention for instance by expanding protection of cultural properties beyond national registration systems. It also addresses the recovery of illegally exported artifacts to their country of origin. In the present Background Guide, delegates are invited to suggest ideas that would enable a universally adopted agreement. Therefore, it is particularly essential for the delegates to clearly understand this major framework.

Lamb, F. (2014, December 26). The Greatest Threat to Cultural Heritage in Syria. *Counterpunch*. Retrieved 13 September 2017 from: https://www.counterpunch.org/2014/12/26/the-greatest-threat-to-cultural-heritage-in-syria/

Although the article has been published from a source of partisan nature, it provides a valuable synthesis of the great threat against cultural properties in Syria. Terrorist groups and militia have benefited from the instability in Middle East to proliferate. Black market of cultural properties is the second most lucrative source of income for these communities. Syria is characterized by a high concentration of cultural heritage sites and satellites images have showed a significant proportion of them being excavated. This article will offer delegates an appropriate context of the causes, the mechanisms and the consequences of illegal recoveries of cultural sites in developing countries.

Lehr, D. (n.d.). Cultural Racketeering and Why it Matters: Robbing the World of History. *The World Post*. Retrieved 10 September 2017 from: http://www.huffingtonpost.com/deborah-lehr/cultural-racketeering-and_b_4025586.html

The illicit trafficking of cultural properties is complex and this article is particularly valuable for the delegates to acquire a broad introduction to the illicit trafficking of cultural heritage around the world. The article defines cultural properties and illicit trafficking before illustrating the mechanisms of illicit trafficking and presents who benefits and who is affected by this illegal activity. The article also presents the lucrativeness of the illicit trafficking and explains the necessity for a global mobilization and who is benefiting from these profits. Finally, the article positions the role of the international community in the combat against illicit trafficking of cultural properties.

United Nations Educational, Scientific and Cultural Organization. (n.d.). *"Save Culture, end trafficking". New infographic tells you all about UNESCO's work in combating illicit trafficking.* Retrieved 16 September 2017 from: http://www.unite4heritage.org/en/news/save-culture-end-trafficking-new-infographic-tells-you-all-about-unesco-s-work-combating

UNESCO has been deeply devoted in the combat against illicit traffic of cultural properties since its creation after the World Wars. In addition to an introduction to the global issue, this infographic offers for the delegates a valuable overview of the actions taken by UNESCO. Actions have particularly addressed building capacities of Member States to improve the enforcement of their legislations, raising awareness of the international community through conferences and campaigns, and developing new policies. This document is ideal to introduce delegates to the roles played UNESCO and its partners in the current combat against related illegal activities.

United Nations Educational, Scientific and Cultural Organization. (1970). *Convention on the Means of Prohibiting and Preventing the Illicit Import, Export, and Transfer of Ownership of Cultural Property*. Retrieved 10 September 2017 from: http://unesdoc.unesco.org/images/0013/001333/133378mo.pdf

As the 1954 Convention specifically addressed the protection of cultural property during armed conflicts, the 1970 Convention is the first international agreement to extend protection to cultural properties globally distributed. This Convention particularly calls upon Member States to undertake necessary measures for the preservation of their cultural heritage sites. Measures include registration of cultural properties by national services. By adopting the Convention, Member States offer special protection and importation restrictions on registered artifacts in countries of origin. As one of the major international framework, it is essential for the delegates to have a comprehensive knowledge of this Convention.

United Nations, Security Council, 7907th meeting. (2017). *Maintenance of international peace and security (S/RES/2347 (2017))* [Resolution]. Retrieved 15 September 2017 from: http://.undocs.org/S/RES/2347(2017)

The illicit trafficking of cultural properties being a lucrative method for terrorist groups to finance their activities, the United Nations Security Council has been repeatedly addressing measures to dismantle the trading routes to maintain peace and security in conflict zones. Resolution 2347 is the latest call of actions adopted by the Security Council and offers to the delegates an understanding of the roles played by UNESCO and its partners in a joint effort to build peace and to preserve cultural heritage. Measures, the Security Council calls for range from establishing effective national measures at both the legislative and the executive level, over developing broader law enforcement, to more international cooperation in investigations, prosecutions, seizure and confiscation. Eventually, the Security Council draws special attention to ISIL and Al-Qaida as the main protagonists and profiteers of illicit trafficking of cultural properties.

Veres, Z. (2014). The Fight Against illicit trafficking of Cultural Property: The 1970 UNESCO Convention and the 1995 UNIDROIT Convention. *Santa Clara Journal of International Law*, 12(2): 93-113. Retrieved 3 October 2017 from: http://digitalcommons.law.scu.edu/cgi/viewcontent.cgi?article=1175&context=scujil

> *The present text is a highly interesting analysis on the motivations, the mechanisms, the benefits and the issues encountered for the adoption of the 1970 and 1995 Conventions. Although both frameworks have a strong potential to help Member States address the illicit traffic of cultural properties, the agreements will only be efficient if they are universally adopted. Confusions and disagreements on the definition of cultural properties to benefit special protection or of an illegally excavated artifact prevent a universally harmonized framework system. The present analyzes further present major concerns that create reluctance from Member States to adhere to the frameworks.*

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