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Thematic Workshop “Management of Heritage Places and Artefacts”

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Background Paper

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Objectives of the workshop:

- *This workshop will introduce participants to the fundamentals of an integrated Heritage Management Plan (HMP), including among other uses the integration of tourism aspects guaranteeing the sustainable preservation of cultural heritage and representing at the same time a chance for economic and social development at the local level.*
- *The workshop will bring to participants the state-of-the-art in HMP and stimulate them into developing aspects of HMP to be translated into a viable business plan within their project activities.*
- *The case of Petra, together with other examples, will be used as a major case study in the management of urban historic centres, monuments and archaeological sites, museums, itineraries and routes etc., from around the Mediterranean.*
- *The workshop will produce a list of recommendations for approaches more tailored to needs that would serve towards the elaboration of a “reference document”.*

Aim and structure of this document:

1. *Introduce the subject of integrated heritage management planning and related issues*
2. *Guide the discussions around:*
 - a. *The rationale and basis for integrated heritage management planning*
 - b. *The benefits of the approach for Petra*
3. *Present the programme of the workshop and the working process*



1. WHY INTEGRATED HERITAGE MANAGEMENT PLANNING?

What are Heritage Places and Artefacts?

Cultural heritage can be defined as the legacy of tangible, movable and immovable objects, intangible attributes of a group or society that are inherited from past generations, maintained in the present and bestowed for the benefit of future generations.

Physical or tangible cultural heritage includes building and historic places, monuments (immovable heritage), and artefacts (movable heritage) etc., that are considered worthy of preservation for the future. They include objects significant to the archaeology, architecture, science or technology of a specific culture. Heritage also includes cultural landscapes (natural features that may have cultural attributes).

Heritage places and artefacts may have an intangible component in as much as they are associated with cultural values, customs, oral traditions, beliefs or myths and therefore with the collective identity of certain social groups.

Any cultural heritage and particularly heritage sites and artefacts have an economic value, particularly as important components in a country's tourist industry attracting (at times large numbers of) domestic and international visitors. However heritage is a non-renewable resource that places on the current generation the responsibility of its preservation and sustainable use.

It is now generally accepted that heritage may be contested and defined or appropriated differently by several groups. What is considered cultural heritage by one generation or group may be rejected by the next generation or another group. There is therefore no easy consensus on what constitutes heritage in a given context. This reality presents a challenge to heritage conservation as groups who do not appropriate a cultural site or artefact are less prone to support efforts to preserve it. Arguably, heritage professionals consider that augmenting the symbolic and/or economic value a cultural site or artefact has for people is an efficient way to gain their support for conservation efforts.

How to increase the sense of ownership, or appropriation, of local stakeholders is therefore of the essence to gain broader support for conservation and should be part of any integrated HMP. Factors that increase the local appropriation of cultural sites are: effective inclusion of local stakeholders in decision-making and planning processes, improved economic benefits derived from the site, and respect for the values and meanings a variety of local groups attach to the site.

Processes and Objectives of Heritage Management

Heritage Management is an evolving vehicle that is used to guide the process for protecting, conserving and managing natural or cultural sites and associated monuments, structures, objects and landscapes.



Heritage Management Plans (HMP) are of particular importance for World Heritage sites and for any other heritage site. The current policy of the World Heritage Convention is that all sites nominated for inclusion on the List must have management plans, whereas those already on the List have to develop one¹. It has become clear that only those sites with a well-designed HMP are able to monitor changes, positive or negative and to successfully keep up their standards.

An integrated HMP goes beyond protection and encompasses protection, conservation and maintenance, rehabilitation and restoration, presentation, uses including tourism, integration in the local economy and business practices. A process of integrated management aims at combining and balancing:

- Protection;
- Conservation;
- Presentation and promotion;
- Various dimensions of heritage as they relate to the same site or artefact (tangible and intangible);
- The management of adapted tourism;
- The relation of the site with its surrounding economy and communities;
- Improved socioeconomic conditions of communities;
- And respect for the values of diversity and cultural identities.

An integrated HMP is an on-going participatory process that needs follow-up and regular updating. There are different approaches to IHMP that can be adopted and adapted to specific needs and local contexts with emphasis on community participation as a key factor in its successful conception and implementation.

Principles for Protecting and Conserving Historical Places and Artefacts

The International Council on Monuments and Sites (ICOMOS) adopted the Venice Charter in 1965². This Charter establishes principles that guide the conservation of places and sets an international standard for conservation. It stresses the importance of setting, respect for original fabric, precise documentation of any intervention, the significance of contributions from all periods to the building's character, and the maintenance of historic buildings for a socially useful purpose. The Charter outlines the basic doctrine of what is now accepted to be an appropriate approach to dealing in philosophical terms with historic buildings.

Following ICOMOS' recommendations for the preparation of charters appropriate to each country and its culture and traditions, the Venice Charter was followed by several other standards, charters, formal recommendations and conventions relating to building conservation that have relevance to the task of site preservation. These provide invaluable guidance for practitioners

1 <http://www.international.icomos.org/publications/93touris3.pdf>

2 http://www.icomos.org/venice_charter.html



working in the field of building conservation and are an essential framework for good practice in the protection and enhancement of the historic environment. The most significant of these that have the approval of ICOMOS are:

The Washington Charter on the Conservation of Historic Towns and Areas³ (1987) considers broad principles for the planning and protection of historic urban areas.

The Charter for the Protection and Management of the Archaeological Heritage⁴ (1990) considers the subject of archaeology under the following headings: definitions, integrated protection policies, legislation, survey, maintenance and conservation, presentation, re-construction, and international co-operation.

To the above must be added:

- The Charter of Cultural Tourism⁵ (1976) considers the positive and negative effects of cultural tourism on historic monuments and sites and lays down the bases for integrating cultural assets into social and economic planning while respecting cultural heritage.
- The Burra Charter for the Conservation of Places of Cultural Significance⁶ (Australian ICOMOS, 1981) includes a comprehensive list of definitions of items such as place, fabric, conservation, maintenance, preservation, restoration, reconstruction, adaptation and compatible use. It also introduces the concept of cultural significance, the “aesthetic, historic, scientific or social value for past, present and future generations”, and requires this to be defined for each place, and conservation plans to be established and justified prior to any intervention. It continues with a description of conservation principles and processes that are intended as a definition of good practice. Although developed to suit local Australian requirements, the Charter is also frequently referred to as a standard for practice in other contexts.

The charters and standards should be viewed as providing guiding principles towards defining an appropriate response to particular conservation issues, not as instant and all-inclusive prescriptions. The following factors form the basis of most of the documents:

- Comprehensive analysis of the place: historical and scientific;
- Precise documentation;
- Minimum intervention in the historic fabric, in the monument or remains;
- Respect for contributions from all periods;
- Maintaining authenticity⁷;
- And the requirement to take a holistic view of the historic environment.

3 http://www.international.icomos.org/charters/towns_e.htm

4 http://www.international.icomos.org/e_archae.htm

5 http://www.icomos.org/tourism/tourism_charter.html

6 <http://australia.icomos.org/burra.html>

7 See the Nara Declaration on Authenticity in the Operational Guidelines for the Implementation of the World Heritage Convention. <http://whc.unesco.org/archive/opguide08-en.pdf>



The United Nations Educational and Scientific Organisation (UNESCO) has also promoted various Conventions and other instruments for the conservation of the cultural heritage. A relevant selection of these are:

- Recommendations Concerning the Protection, at National Level, of the Cultural and Natural Heritage⁸ (1972) that defines the terms cultural and natural heritage, and provides a lengthy consideration of general principles, the organisation of services, and protective measures under the headings financial, administrative, scientific and technical.
- The Convention for the Protection of the World Cultural and Natural Heritage⁹ (1972) that introduced the concept of World Heritage Sites.
- Recommendations Concerning the Safeguarding and Contemporary Role of Historic Areas¹⁰ (1976) which provides a comprehensive set of standards and principles for the conservation of the historic environment.

These documents adopt a conservative approach to the preservation of historic places. Although recognising that a range of values need to be considered and respected, they stress the principle of the need to maintain the integrity of surviving fabric.

Intangible heritage, for its part, is defined by the Convention for the Safeguarding of the Intangible Cultural Heritage¹¹ (2003). The Convention, although not primarily concerned with heritage sites and artefacts, recognises the importance of the intangible values associated with tangible heritage.

Which values to consider?

One key issue for management is the fact that the identification and management of heritage is dependent upon our perceptions and values. Traditionally, value based assessments took into consideration just the historic value of a site or artefact (historic monument) and its context, whereas new value based management principles are far more holistic in their approach to assess the value of a cultural asset. In particular, heritage managers increasingly realise that it is not sufficient just to manage the physical heritage as a cultural and economic resource in isolation from the people who are the 'owners' of the heritage and those who come to experience it.

One of the first rules to be followed in planning conservation is therefore to analyse the different values that relate to a site. To whom does the place matter, and why?

- ***Economic value***

We can identify three types of economic values:

8 <http://www.icomos.org/unesco/national72.html>

9 <http://whc.unesco.org/en/conventiontext>

10 <http://www.icomos.org/unesco/areas76.html>

11 <http://unesdoc.unesco.org/images/0013/001325/132540e.pdf>



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- The direct use value (destructive such as tourism, rental and reuse, destruction and removal etc);
- The indirect use value or non use value and (bequest, aesthetic and picturesque views, memorial value etc);
- The option value (that a site is kept for its future owners without use).

Heritage can be a powerful asset for generating revenues and economic growth at the local and national levels, especially through tourism and related activities. However heritage management is much more than increasing the access of paying tourists to heritage places. It is also about the other values and their economic functions and about how tourism revenues are distributed to a variety of stakeholders (national and local authorities, the tourism industry etc.) and to local communities. It is also about using revenues from tourism for conservation purposes. It is finally about raising the awareness about the heritage value of the site and the need for its sustainable use and conservation.

The sheer presence of a well protected and presented heritage brings additional indirect returns to the community and economy that surround it. A reputed heritage site increases the reputation and hence the market value of the local production that benefits from the reputation of the site.

- **Value for visitors**

Different types of visitors are motivated by different values and expectations with regard to heritage places. These values might be personal or collective and relate to the historical or cultural significance of the place, especially in World Heritage Sites of “outstanding universal value to the humanity”. Aesthetic expectations and, growingly, environmental concerns are also part of visitors' values. Another value associated with heritage sites, especially for domestic tourists, can be national pride. Matching this values and expectations with the actual experience of visitors at heritage places is a challenge HMP have to consider thoroughly. Site maintenance and conservation, together with interpretation, are critical to ensuring the quality of the tourism experience and engaging visitors in conservation efforts.

- **Value for local communities**

Heritage sites usually have local meanings and are associated to the intangible heritage and identities of local communities living on or around them, with different local groups often imbuing the same site with different meanings. Local meanings attached to a site may differ markedly from those of academics, national authorities and the tourism industry. More often than not, communities are also faced with the loss of the way they used the site before it became recognised as a heritage place and developed for tourism. Local people may also benefit unequally from the revenues generated by tourism. Loss of symbolic and economic values of sites for local communities often results in resistance to conservation efforts. This is why local values need to be respected and integrated in management planning, following the principle of UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions¹² (2005).

12 http://portal.unesco.org/en/ev.php-URL_ID=31038&URL_DO=DO_TOPIC&URL_SECTION=201.html



2.a. RATIONALE AND BASIS FOR INTEGRATED HMP

In the context of tourism development, the objectives of integrated heritage management can be summed up as maintaining a balanced relationship between:

- The integrity of heritage;
- The identity of and cultural value of heritage for local people;
- The values and expectations of visitors;
- The sustainability of economic development and its benefits to all stakeholders.

Methodologies and Tools

There are different approaches to HMP that can be adopted and adapted to specific needs and local contexts with emphasis on community participation as a key factor in its successful conception and implementation. Overall methodology and specific tools will be presented by experts on Day 1 of the workshop.

Briefly summarised, the methodology to develop a state-of-the-art HMP revolves around:

- Considering the site in relationship to its broader territory as a means to optimise resources and ensure better protection
- Developing a thorough understanding of all the elements that affect the heritage site or artefact
- Ensuring a participatory process through the early engagement of all stakeholders, and follow-up and regular up-dating

Several components of the overall process of HMP must be considered individually and in relation to each other:

- Scientific knowledge and documentation on the site;
- Maintenance and conservation;
- Environmental preservation;
- Tourism use;
- Non destructive uses;
- Sets of values;
- Laws and regulation;
- Institutional framework;
- Infrastructure and urban development

Specific tools used to allow an understanding of these various components are:

- Inventories;
- Survey and documentation;
- New technological tools;
- SWOT analysis.



2.b. CASE-STUDY OF HMP IN PETRA

In 1985 Petra became one of the sites on the UNESCO World Heritage List in recognition of its unique cultural and natural heritage rendering it incumbent upon Jordan to protect and preserve its physical safekeeping for the enjoyment, scholarship and pride of future generations.

Besides its historical and archaeological heritage the Petra region is likewise significant because of the unique and diverse ecosystem, and its sandstone geological formations.

Furthermore, the cultural space of the *bedu* living around the site was inscribed on the UNESCO List of Intangible Cultural Heritage in 2005.

Heritage Management in Petra: where do we stand?

Experts have long pointed a number of challenges to the conservation of the Petra site. Briefly outlined, major identified challenges are:

- Increase in number of visitors, infrastructure development and commercial activities inside and outside the site. Growing problem of accommodation and unregulated tourism-related activities.
- Lack of vision and of understanding of the heritage of Petra to regulate and organize quality visits and increase duration of stay of visitors.
- Rapid population growth and urbanisation especially in Wadi Musa and Um Seyhun.
- The interests of multiple institutional and local stakeholders which are not always compatible, frequently competitive with each other, and have led to frictions.
- Social dimension and integration of local stakeholders and communities in the protection and management of the site, in its use and in the planning and economic development.

Site management has been a concern for over 40 years during which Petra has seen a succession of management plans, none of them fully implemented:

1. The US National Park "Master Plan for the Protection & Use of the Petra National Park" in 1968 with no systematic participation of Jordanian stakeholders
2. the UNESCO "Petra National Park Management Plan in 1994; and
3. the US/ICOMOS "Management Analysis and Recommendations for the Petra World Heritage site" in 1996.
4. US national Parks Service "Operational Plan" in 2000
5. USAID "Zoning Management Plan" in 2010

Also, in 2004, the government endorsed the National Tourism Strategy. The strategy made



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archaeological tourism its mainstay. However this was all done in the absence of a national strategy for the management and preservation of Jordan's archaeological heritage.

In 2009, a new management structure for Petra was created by HM King Abdullah II. The Petra Tourism Development Zone Authority, with its head office in Wadi Mousa, responds directly to the Prime Minister and had regulatory powers. Part of its mandate is to participate in local community development, and in developing a comprehensive strategy and specific controls for protecting archaeological sites, their maintenance and conservation works in partnership with the Department of Antiquities. This development represents an unprecedented move to resolve the long-standing issue of heritage management in Petra.

3. WORKSHOP PROGRAMME AND WORKING PROCESS

Within the above context, this workshop aims to contribute state-of-the-art approaches to integrated heritage management planning and produce recommendations that can be used for Petra and other heritage places and artefacts in the Mediterranean region. With these aims in mind, the workshop will be organised as follows:

Day 1: the morning session will be dedicated to **presentations by experts** who will introduce methodologies, tools and approaches in heritage management planning, including standards and guidelines of the World Heritage Convention and SWOT analysis relative to a Heritage Management from a tourism perspective. The afternoon will include presentations on specific issues related to legal aspects of heritage management, and more specifically inventories, planning regulations and urban rehabilitation; conservation and maintenance; survey and documentation. After the coffee break, a **general discussion** (5-6pm) in light of examples from EH 4 projects will close the day.

Day 2 will be dedicated to **Petra as a case-study**. Starting in the meeting room, two **presentations** will set the context:

- History and Heritage of Petra (cultural and natural)
- An example of a suggested plan by EDWARD CULLINAN ARCHITECTS (spatial)

They will be followed by a **site visit** (10am-4pm including light lunch) where the following themes will be illustrated in situ:

- The laser 3D scanning technology: preliminary 'hands on' stage
- Use of the site and relationship between the site and its territory

Back to the meeting room, the day will conclude with a **presentation** on *Surveying vs. Survey: from data to knowledge*. The day will conclude with a group dinner.

Day 3 will start with **group discussion** around four themes relevant to Petra heritage management; each group will be invited to apply the **SWOT analysis method** to the themes discussed:



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- Tourism management and presentation
- Conservation
- Urban planning: the site in its territory
- Overall management and economic implications

It will be followed by a briefing on the **findings of the group discussions. Conclusions and recommendations** will be worked out in a plenary session that will bring the workshop to a close.

A farewell lunch will be organized at the university before departure for Amman