

Sub-theme 4: Managing monuments as a national resource  
Author : Mrs Margareta Björnstad, Sweden

Managing the archaeological heritage as an international, national and local resource

Archaeological heritage management has since the beginning been of vital concern to the work of ICOMOS. Till now the major interest has been devoted to preservation and care for the impressive monuments which are or have been threatened by normal destruction or by lack of understanding and necessary financial funding.

In accordance with ICOMOS decision to increase its efforts within the archaeological field it has become a matter of concern to try to formulate a policy covering archaeological heritage management on the whole. Such a policy must include guidelines for preservation and care of monuments and sites as well as for archaeological excavations and documentation of objects which can not be preserved. It is also important that a policy for preservation and maintenance is not only carried out with a view to the impressive and since long well-known monuments but instead includes a totality of the archaeological heritage of different countries and regions and its importance internationally, regionally and on a national and local level.

The impressive monuments internationally recognized are generally not difficult to get response for. Many are well-known and have a natural position as part of the archaeological heritage of the world. Others have been focused on just during the last decades. The work of Unesco has meant a lot for creating awareness of monuments from different cultures and in widening the responsibility for care and documentation. It is also true that there is a readiness today for an international co-operation concerning the highly recognized monuments and a massmedia interest for spectacular monuments of various civilisations.

At the same time we can see how the relationship to the archaeological heritage differs in different parts and nations of the world. There are many reasons for that; the nature of the remains and different traditions of archaeological heritage management. But there are, of course, other factors too that have or have had a great influence on the concept of archaeological heritage such as the historic situation in each country and the ethnic relations.

In my own country most of the ancient monuments are of a very modest kind. There are, of course, exceptions, megaliths, monumental cairns and barrows, fascinating rock-carvings and remains of medieval churches, monasteries and castles as well as our unique rune-stones bearing witness of the far away expeditions of the vikings. But the main part is modest burial structures and remains of settlements from different epochs, many of them not even noticeable above ground. In spite of the modest look and the great number of these remains (around 600 000 registred objects on approximately 200 000 sites), the remains have a strongly implemented protection in Sweden. All ancient monuments are protected and a special permit is needed for removal. Anyone wanting to remove an ancient monument will usually have to cover the cost for the preceding scientific investigation as well.

The protection of the ancient monuments can be traced back as far as to the 17th century. Sweden then had the ambition of becoming a nation of great power and wanted to present its heroic history. The protection of the archaeological heritage thus became a matter of national concern. Already in 1666 laws were made to ensure the protection of monuments and sites as part of the national heritage.

But there is also a tradition related to the ancient monuments deeply rooted among people at large which has made it possible to get acceptance of the restriction of land use imposed by the law. In many areas cultivated since pre-historic time there is a continuity of settlement as far back as to Viking time, among other things shown by the fact that prehistoric cemeteries often are found close to the farm houses of today. There is also an ethnic relation between the users of today and those of pre-historic times. Probably people have always felt that relation. In written sources from the middle ages as well as later we find evidence clearly showing that people connected the ancient monuments to later settlements and population.

Both tradition and the long since accepted protection by law have made the monuments a natural part of the cultural heritage. That also applies to the other Scandinavian countries. But the ancient remains belong to the history and their significance lays in giving witness to a historical development and religious and political ideas of an earlier time. There are exceptions though namely the remains of the Laplander's culture in northern Scandinavia. Here many objects, created by man or by nature alike and to which legends and traditions have been related, constitute a living cultural concept in a totally different way than in other parts of Scandinavia. However, that has not at all been considered as something to which special attention should be paid.

In many parts of Europe and in other parts of the world the situation is far more complicated. Emigration and immigration during different periods of time has meant that in certain regions there are no ethnic relations between people of today and the ancient monuments. Sometimes the relation is unclear, or, even maybe subject to discussion with underlying political differences. In some cases the ancient remains represent different cultural patterns. This is true for parts of Europe for example where we have contemporary remains from the Romans as well as from the culture of peoples oppressed by the Romans.

In the countries colonized during historic time we often find an even more extreme situation. Colonizing nations in parts of Africa, among other, have systematically oppressed the knowledge of the local history and thereby the awareness of the archaeological heritage as well. The interest has in other cases been focused on a specific subject, the earliest findings of homo sapiens for example. The result being that archaeological research has been unable to develop at the same time as the transferring of traditions connected with ancient remains has been made more difficult.

If one wants to develop an international policy for the archaeological heritage from such different points of view it is necessary to try to reach a common agreement on the importance of the archaeological heritage. Such an agreement must start out from two different aspects on the value of the ancient monuments. One has to take into account both the scientific and the cultural approach.

From a scientific point of view it is natural to consider the archaeological heritage as the common property of mankind. Of course, all kinds of remains or objects of value to the knowledge of man are important, the dependence of and interplay with nature as well as the social, economical and political variations.

Within research it is not the physical expressions, the ratio of monumentality which makes the findings important but the knowledge that can be achieved. Therefore often very modest ancient monuments can be of value to preserve. At the same time the archaeological research has been concentrated to certain areas and been focused on the well-known civilisations and their remains. It is therefore of vital importance for scientific research to widen the discussion about the archaeological heritage and to try to form an opinion for a more general view on preservation of the archaeological heritage and to give a realistic approach to archaeological heritage management all over the world.

Even from a cultural point of view it is reasonable to judge the archaeological heritage as a common resource. In a time when we all are becoming more and more dependent on each other the knowledge of our historical background and ancient cultures can be of help to create an understanding for the various cultural expressions of today. It is on the national and local level though that the archaeological heritage has its most significant role from a cultural point of view.

Monuments and sites function to a large extent as a form of historical landmarks having significance for cultural identity. Generally, it is the most spectacular monuments that play such a role on the national level. On the local level ancient monuments and remains from earlier times are more apparently associated with the utilization of land thus giving evidence of people and of settlement changes from different times. Therefore it is not surprising that remains which are not that important out of a national perspective can be considered irreplaceable on the local level. That is, of course, especially pronounced in areas where ancient monuments and remains are integrated in a living cultural context.

In my own country there is a tendency today, partly as a protest against the increasing centralization and internationalization, to safeguard the characteristics of one's own county or neighbourhood. A strong interest in associations and study groups with local history on the curriculum are again a proof of that. At the same time it has become more evident to the scientists that the local variations are more important than earlier believed and especially important in order to grasp the connected whole. Consequently it is necessary not to limit the interest to a narrow segment of the nationally most prestigious monuments and sites. Not earlier recognized remains which are found and made known through different research efforts ought to be noticed as well as the modest ones giving character to different types of landscape.

Within ICAHM (International Committee on Archaeological Heritage Management) we have found that a policy ought to be codified in a Charter on Archaeological Heritage Management. The first aim of such a charter is to initiate a discussion among archaeologists and other professionals within archaeological heritage management about the concept of the archaeological heritage. The need for such a discussion was quite apparent at the seminar on 'Cultural Resource Management' which was arranged through Henry Cleere's initiative in adhesion to the World Archaeological Congress.

The second aim of the work with the charter is to arrive at a policy and at guidelines that can be used all over the world, in regions and states with different starting-points for an archaeological heritage management. That means that the charter must more emphasize the working method than formulate specified criteria for legal measures, funding, etc.

In the following I will present the main issues of a charter as presented in ICAHM's first draft.

### **Integrated conservation policies**

As has been the case for the work concerning the architectural heritage it is of vital concern to emphasize the importance of integrated conservation policies.

The archaeological heritage is an irreparable and irreplaceable resource. Land use must therefore be regulated to minimize the damage to the archaeological heritage. With such an attitude the archaeological heritage protection will not only be the responsibility of the archaeological authorities. Policies for the protection must also consequently be integrated in and part of the policies concerning agriculture, land use, development and planning as well as cultural and educational policies.

Through the integration of the archaeological heritage in the planning process the need will be evident of developing a system for analysis of the value of different objects, a system which could be applied in planning on different levels, locally, regionally and nationally. Such a system would also create possibilities for a dialogue with the public concerning management of the archaeological heritage on the same conditions that applies to other common interests affected by the planning process. In accordance with what have been mentioned earlier about the archaeological heritage as part of a living cultural context it will be of special importance to have or to create pre-requisites for an active participation of the public where local concerns are involved and especially where the heritage is of concern to indigenous people.

### **Inventories and information**

To make possible an integration of the management of ancient monuments and sites in the planning processes a documentation at a reasonable level is necessary as information about various remains and sites where monuments can be expected. Such a documentation must, of course, include all information even if disparately collected. But the experience from different parts of the world show that summaries of already known information is not enough. Systematical inventories which are based on experience and recent research are necessary.

In some countries the inventory work is organized on the national level to obtain a country-wide and fully complete register of known ancient remains. Elsewhere a more flexible system is chosen to aim at a successive collecting of the information. In such a system it is important to stress that even rather superficial knowledge can be the starting point for protectional measures.

Regardless the system the inventory work on ancient monuments could never be finally completed. New findings in research and an increased knowledge will constantly give new approaches. The inventorization must therefore be seen as a never ending dynamic process. That also means that the inventories can contain various levels of information.

Apart from being the instrumental means for archaeological heritage management the inventories are very important for scientific study and research as registers of the primary source. This means that there is a lot to gain from a close cooperation between those primarily responsible for the inventory work and archaeologists working at universities and research institutions.

When different kinds of development projects involve ancient remains the inventories and/or other types of basic knowledge should be used when deciding on what can be removed but also on what qualities should be set out for the archaeological excavation.

### **Legislation and economy**

Relevant information is frequently as important as the legal protection and a prerequisite for the legislation to be implemented. But it is evident that there is also a need for legal measures for the protection etc. A legislation also gives authority to the archaeological heritage management. For ICOMOS it ought to be an important mission to achieve legal protection of the archaeological heritage all over the world.

Legislation should be based on the idea that the archaeological heritage is the heritage of mankind and groups of people and not of any single person and nation. Even if it is owned privately the owner should therefore not be allowed to alter or destroy the heritage and its surroundings without the consent of the proper archaeological authorities.

It is also important to ensure by law that ancient monuments are documented in a satisfactory way and that those preserved can be cared for. Since the archaeological heritage is part of the common social heritage it should also be the responsibility of every country, within capacity, to ensure that suitable economic fundings for the protection of the archaeological heritage and for excavations are provided for.

### **Archaeological heritage and development schemes**

One of the greatest physical threats to the archaeological heritage is the development schemes. Thus there are special reasons for ICOMOS to participate in the work to form an international policy in this field. One prerequisite should be that evaluation of development schemes have to be based on conservation-consideration and that such schemes therefore from the beginning should be designed in such a way that impact on the archaeological heritage is minimized. To necessitate that special archaeological survey and evaluation is needed as part of development schemes. If ICOMOS can create an understanding of the need for proper archaeological information already in the planning process of developments much would be achieved. Only then will it be possible to consider not only international and national interests but also the value of the part of the cultural heritage which is important to the people directly involved on local level. A claim on the developer to carry

out an archaeological heritage impact study ought not to be anything principally new. The same view is implemented on the environmental care in general, i.e. "the polluter pays - principle".

It is natural that the laying out of a policy for archaeological heritage management first concentrates on the evident threats and therefore emphasizes the interaction between professionals within archaeological heritage management and those responsible for overall physical planning. But then again we are not to forget that the policy work is also needed to develop an archaeologist's ethic view.

Also for the archaeologists the main principle must be to preserve the archaeological heritage to as great an extent as possible. An overall principle should therefore be that gathering of information should never destroy more archaeological evidence than absolutely necessary for the protectional or scientific purpose of the investigation. Such an attitude also implies that excavations should only be carried out in order to preserve documentation of heritage which is to be destroyed because of development, land use or natural deterioration or when there are very specific scientific reasons. Instead of promoting spectacular projects of excavation we need to encourage non-destructive methods of investigations, field survey and sampling-methods.

We also need to encourage the discussion and an increased cooperation between archaeologists working at universities and research institutes and those working with archaeological heritage management. Such a cooperation is needed among other things to better utilize the results from rescue excavations within the research today and to guarantee that the base for archaeological heritage management is kept up to date with present research.

### **Maintenance and conservation**

With the main principle "preserving the heritage" as an overriding goal a front-line position must be given to maintenance and conservation, presentation, information and reconstruction.

To care for and foster awareness about the archaeological heritage is the most important way of promoting the understanding of the roots of modern society and the need to protect the heritage.

At the same time it is obvious that preserving all ancient monuments and sites is not realistic. Common means are too scarce for such an ambition. Therefore it is necessary to make a selection. To meet local demands in such a selection will always be difficult though. In a policy for maintenance and conservation it is therefore necessary to stress the importance of local participation and also point out the benefits - economically but mainly culturally - which are gained from an engagement by people at large in actively participating in the care for their cultural heritage.

Within the process of preservation and care it is important to maintain the demand for authenticity. The overall principle should be to preserve the archaeological heritage in situ. Any transfer of the heritage to new places represents a violation of the context of the heritage in its proper surroundings. Re-constructions too must accordingly be used with great care.

## Education and international cooperation

Finally, a policy for archaeological heritage management must have guidelines for education and international cooperation. It is a fact that a major problem in many countries is the lack of educated staff.

Many different disciplines must be mastered at academic standards in the management of the archaeological heritage. The education of a sufficient number of qualified persons in the relevant fields must therefore be an important objective for the management policies as well as for the education-policies of each country. But the need of developing expertise in the sometimes very specialized fields also calls for international cooperation. It is also important that the objectives of the academic archaeological training are highlighted.

It is evident to me that ICOMOS has an important role to fulfil in creating an understanding for an increased protection of the archaeological heritage and for an approach where local, national as well as international demands can be considered. A charter should be a forceful instrument in ICOMOS' work. Another way of supporting a development of the archaeological heritage management could be to promote regional centres for exchange of experiences, for education and for technical aid activities.

In addition to the work on a charter ICAHM has started to form an international network of contacts. A first conference on Archaeological Heritage Management, as I mentioned earlier, has been held in connection with the World Archaeological Congress in Southampton in 1986. Recently the invitations have been sent out to ICAHM's next conference on the theme 'Archaeology and Society - large-scale rescue operations - their possibilities and problems'. The conference will be held in Stockholm 1988.

At this initial stage the work of the committee has been concentrated on establishing the activities of the committee. In the work to come we hope, however, to be able to develop a closer cooperation with ICOMOS National Committees and we are grateful for comments and initiatives that can strengthen the archaeological heritage management.

Sub-theme 4: Managing monuments as a national resource  
Title : Managing the Archaeological Heritage as an International,  
National and Local Resource  
Author : Mrs Margareta Biörnstad, Sweden

Archaeological heritage management has since the beginning been of vital concern to the work of ICOMOS. Till now the major interest has been devoted to preservation of and care for the impressive monuments which are or have been threatened by normal destruction or by lack of understanding and necessary financial funding.

In accordance with ICOMOS decision to increase its efforts within the archaeological field it has become a matter of concern to try to formulate a policy covering archaeological heritage management on the whole. Such a policy must include guidelines for preservation and care of monuments and sites as well as for archaeological excavations and documentation of such objects which are impossible to preserve. It is also important that a policy for preservation and maintenance of the archaeological heritage is not only carried out with a view to the impressive and since long well-known monuments but instead perceives a totality of the archaeological heritage of different countries and regions and its importance internationally, regionally and on a national och local level.

One objective for ICOMOS International Committee on Archaeological Heritage Management is to carry out a survey of international conventions and recommendations within this specific area and, on the basis of that survey, to draft an ICOMOS Charter on Archaeological Heritage Management.

A first draft of a charter has now been made and will be discussed within ICAHM in order to be presented after further revision to the Bureau and Executive Committee of ICOMOS. In the paper I present the ideas behind the charter and the principal lines of the draft.

As an introduction an attempt is made to describe the relation between people today and the archaeological heritage in different countries and parts of the world. When presenting the drafted charter I will bring forward a number of the main issues, namely

- o Integrated conservation policies
- o Inventory of and information on the archaeological heritage
- o Legislation and economy
- o Archaeological heritage and development schemes
- o Maintenance and conservation

Also included is

- o The relation between AHM and universities/research institutions and the need of education and training.



Sous-thème 4 : La gestion des monuments en tant que ressource nationale  
Titre : Gestion du patrimoine archéologique en tant que ressource nationale et locale  
Auteur : Mme Margareta Biörnstad, Swedén.

La gestion du patrimoine archéologique est depuis l'origine une préoccupation essentielle des travaux de l'ICOMOS. Jusqu'à présent, l'intérêt majeur s'est porté sur la préservation et la sauvegarde des monuments remarquables qui étaient ou sont menacés du fait de la dégradation naturelle ou du manque de compréhension et de moyens financiers.

Conformément à la décision prise par l'ICOMOS d'intensifier ses efforts dans le domaine archéologique, on se préoccupe maintenant de chercher à formuler une politique couvrant la gestion du patrimoine archéologique dans son ensemble. Une telle politique doit inclure des lignes directrices tant pour la conservation et la sauvegarde des monuments et sites que pour les fouilles archéologiques et la documentation relative aux objets qu'il est impossible de préserver. Il importe également que cette politique de conservation et d'entretien du patrimoine archéologique ne soit pas appliquée uniquement au profit des monuments remarquables, bien connus de longue date, mais prenne conscience de la totalité du patrimoine archéologique des différents pays et régions et de sa signification sur le plan international et régional, aussi bien qu'à l'échelon national et local.

L'un des objectifs du Comité international de l'ICOMOS pour la gestion du patrimoine archéologique (ICAHM) est de procéder à une étude des conventions et recommandations internationales existant dans ce domaine spécifique et, sur la base de cette étude, de préparer un projet de Charte de l'ICOMOS sur la gestion du patrimoine archéologique. Une première esquisse de charte a maintenant été établie et sera examinée au sein de l'ICAHM afin d'être présentée en premier lieu, après mise au point, au Bureau et au Comité exécutif de l'ICOMOS. La présente communication expose les idées qui ont présidé aux travaux préparatoires de la Charte et les grandes orientations de l'avant-projet.

A titre introductif, je m'efforce de décrire le rapport des hommes d'aujourd'hui à leur patrimoine archéologique, et les conditions très diverses qui prévalent dans différents pays et différentes régions du monde. En passant en revue les travaux préparatoires de la Charte, j'évoque ensuite un certain nombre de questions capitales, au premier chef:

- o Politiques de conservation intégrées
- o Inventaires et information concernant le patrimoine archéologique
- o Législation et financement
- o Entretien et conservation

J'aborde également

- o les rapports entre la gestion du patrimoine archéologique et les universités/instituts de recherche, ainsi que le besoin de formation et d'information.

En conclusion, je donne un aperçu du rôle de l'ICOMOS dans l'élaboration d'une politique internationale en matière de gestion du patrimoine archéologique.