HOI AN PROTOCOLS
FOR BEST CONSERVATION PRACTICE IN ASIA

Professional guidelines for assuring and preserving the authenticity of heritage sites in the context of the cultures of Asia

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A. PREAMBLE

Background to the Preparation of the Protocols

Experts in conservation from and/or working in South, East and Southeast Asia[1] specializing in the various fields of archaeology, architecture, urban planning and site management met in Hoi An, Viet Nam from 26 February to 2 March 2001 under the auspices of UNESCO and with the support of the governments of Viet Nam and Italy. The Asian conservation experts convened to discuss the establishment and promulgation of regional standards of best conservation practice which will assure that the values inherent in the heritage sites of Asia are safeguarded and that their authenticity is preserved and truthfully explicated during the process of conservation, restoration, rehabilitation and subsequent maintenance and use.

The UNESCO Asia – Pacific Regional Workshop on the 2001 Convention on the Protection of the Underwater Cultural Heritage was held in Hong Kong SAR, 18 – 20 November 2003. The objective of this workshop was to promote the ratification of the Convention by member states as well as to bring together the leading authorities on underwater cultural heritage to share their knowledge. Among the many important topics discussed, the conservation of the authenticity of underwater heritage was highlighted. As a result of these proceedings, which are of extreme relevance to conservation in Asia, it was decided to extend the Protocols to include underwater cultural heritage.

Significant Role of Heritage in Sustainable Development

In Asia, the physical, human-made components of the heritage are not only inextricably linked to but also arise from the natural geography and environmental setting of their respective cultures and serve as the setting for more intangible expressions of cultural traditions. The Experts underscored the inter-relatedness of practices for the conservation of the physical heritage sites, the intangible heritage and cultural landscapes.

The Experts emphasized the importance of the preservation of heritage values represented in heritage sites as fundamental to the preservation of diverse and enduring cultural identities throughout the region, and pointed to the importance of the conservation of local, national and regional cultural resources as basic to sustained and equitable social and economic development.

Increasing Threats within the Region

The Experts noted with concern that the heritage of Asia is under-protected, as evidenced by the relative under-representation of cultural sites from the region inscribed on the World Heritage List,

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[1] Experts from the following countries were present at the meeting: Australia, Cambodia, China, Indonesia, Japan, Malaysia, Myanmar, the Philippines, Thailand, Sri Lanka, and Viet Nam; and well as from Canada, Germany, Italy, Portugal, the United Kingdom, the United States and UNESCO. A list of expert participants is attached.

the erosion of heritage fabric of Asian urban areas and by the relatively low contribution of cultural enterprises to the gross domestic product of Asian economies[2].

The Experts collectively noted that the heritage of Asia is under increasing threat from a variety of forces linked to population growth, environmental degradation, rural-to-urban migration, urban redevelopment, industrialization and globalization of both the economies of the region and the traditional socio-cultural fabric.

It was also recognized that both tourism and the very process of restoration and presentation for tourism purposes introduced new and more subtle threats to authenticity that are only beginning to be understood in the Asian context.

With regard to the conservation of heritage sites in many places in Asia, the Experts noted that the unaddressed threats from development and modernization have too often resulted in negative consequences such as:

- **Dismemberment** of heritage sites, with resultant loss of integrity;

- **Dilapidation** and structural deterioration of the fabric of the region's built environment to the point where it can no longer adequately support the human uses for which it is intended;

- **Replacement** of original components with counterfeit and non-indigenous technologies and materials;

- **Loss** of the sense of place of the region's heritage sites, through inappropriate reconstruction processes which homogenize their unique characteristics.

- **Disenfranchisement** of heritage from the traditions of community use.

Absence of clear definitions of what constitutes the heritage, lack of regulatory controls, inadequate financing and incentives all currently compromise heritage conservation work in Asia. The Experts concluded that these are symptomatic of the greatest danger to longer-term safeguarding of the heritage in Asia, which is inadequate public understanding of the need to conserve the heritage and inadequate localization of stewardship responsibility over heritage resources.

Need for Effective Guidelines for Better Protection and Management of Cultural Resources

It was noted with alarm that these and other threats to the region's heritage threaten the survival and compromise the authenticity of the cultural heritage of Asia and endanger its truthful transmission to future generations. There is an urgent need to establish guidelines to assist political leaders and planners in the protection and management of the heritage and to establish standards of best conservation practice to guide the conservation, restoration and adaptive reuse of heritage properties.

Defining and Assessing "Authenticity" in an Asian Context

The Experts further noted that in the application of the 1972 World Heritage Convention, the nomination, evaluation and periodic reporting processes all require an assessment of success in achieving conservation of the authenticity values of nominated and inscribed properties.

Considering these issues, the Experts concluded that safeguarding of authenticity is the primary objective and requisite of conservation, and that professional standards of conservation practice

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[2] Here we will insert a footnote to the relevant statistical tables of the UNESCO World Culture Report, vol. I and II

everywhere in Asia should explicitly address issues of identification, documentation, safeguarding and preservation of the authenticity of heritage sites.

The Experts however recognized that in Asia, conservation of the heritage should and will always be a negotiated solution reconciling the differing values of the various stakeholders, and underscored that this "negotiated state of mind" is a value inherent in Asian cultural processes.

The Relevance of International Guidelines on Authenticity

The Experts took due note that international standards of conservation practice already exist as codified in the 1972 World Heritage Convention and other UNESCO Conventions and Recommendations[3], as well as in the International Charter for the Conservation and Restoration of Monuments and Sites (the Venice Charter), and the guidelines which have been issued by UNESCO, ICOMOS and ICCROM for its implementation. The Experts called attention, in particular, to the high continued relevance in Asia of the Venice Charter in guiding the conservation of, *inter alia,* historic structures built in non-perishable materials. The value and relevance in the Asian context of the Washington Charter on the Conservation of Historic Towns and Urban Areas, drawn up to complement the Venice Charter, was also reiterated.

The Experts duly noted that the provisions of the Venice Charter have been give culturally-specific application through the Nara Document on Authenticity, the provisions of which are particularly relevant to the establishment of standards of conservation practice relevant to the preservation of the heritage of Asia, and the integration of the preservation of the intangible cultural heritage together with the safeguarding of sites and monuments.

The Experts also noted that within the region, there are national charters of conservation best practice which are extremely important for the establishment of national conservation standards and which can serve as models for other countries of the region in the development of their own national standards. In this regard, the Experts called attention to the regional relevance of the provisions of the Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (the Burra Charter), in particular its importance in establishing guidelines for the preservation of a "sense of place" during the conservation process, and called upon ICOMOS and its national chapters to assist in the development of similar National Charters elsewhere in Asia.

Reference was also made to the Suzhou Declaration on International Cooperation for the Safeguarding and Development of Historic Cities, 1998, which details priorities in the legal, planning and infrastructure needs of historic urban districts. Similarly, the International Roundtable of Mayors of World Heritage Fortress Cities which met in Suwon City, Republic of Korea in 2000 delineated management tool and action plan recommendations relevant to situations in some Asian cities.

The UNESCO Convention on the Protection of the Underwater Cultural Heritage was adopted on 2 November by the Plenary Session of the 31st General Conference (Doc. 31C/24). This document and the Annex, Rules concerning activities directed at underwater cultural heritage, were the main points of reference for the addition of underwater heritage issues to the Protocols.

Also held after the meeting of experts but relevant to development of the Protocols, was the Hoi An Symposium, September 13 – 15, 2003. The results of this Vietnamese and Japanese initiative was the Hoi An Declaration on Conservation of Historic Districts of Asia.

Having noted these relevant precedents, the Experts re-affirmed the provisions of the Venice Charter and endorsed the provisions contained in the Nara Document and, in principle, those of the Burra Charter, as relevant to the conservation of Asian heritage sites.

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[3] A list of UNESCO Conventions and Recommendations will be annexed to the document.

The Need for Regional Protocols

The Experts agreed that regionally-specific protocols are needed to give practical operational guidelines for conservation practitioners working in Asia, thereby establishing high standards of best conservation practice for the region, with specific regard to the safeguarding of the cultural authenticity of heritage sites. These sites include archaeological sites, both excavated and unexcavated; monuments and other standing structures, whether ruined or intact; buildings and other structures of historic or other cultural, social, economic, political or ideological significance; architectural ensembles, historic urban areas and townscapes; underwater cultural heritage and landscapes and environments of historical, cultural and/or socio-economic significance.

Therefore, the Experts have established the following Hoi An Protocols for Best Conservation Practice in Asia, and call upon regional, national and local bodies, both governmental and non-governmental, as well as individuals, responsible for and/or engaged in heritage conservation work, to adopt these standards when undertaking any and all work to protect, conserve, restore or adapt heritage sites in Asia.

The Intended Audience and Implementation of the Protocols

The Hoi An Protocols have been prepared with several target audiences in mind:

- The custodians and managers, both public and private, of heritage properties and places in Asia,
- National, state and local governments and concerned departments involved in strategic and physical planning within heritage sites and in their environs;
- Non-governmental organizations (NGOs), community and voluntary organizations involved in the conservation of cultural heritage resources;
- Private sector commercial practitioners, including planners, architects, archaeologists, landscape architects and others;
- Teachers and trainers of heritage professionals, theorists and technicians;
- The tourism industry involved in development and promotion of cultural tourism in Asia
- Members of the general public with a vested interest in the conservation and development of their communities' cultural resources and assets.

The Protocols are intended to provide guidance at both the theoretical and practical level to all those making decisions and carrying out actions which will directly or otherwise affect the authenticity of heritage resources.

The Protocols are divided into five categories of heritage resource: Cultural Landscapes; Archaeological Sites; Underwater Cultural Heritage Sites, Historic Urban Sites and Heritage Groups; and Monuments, Buildings and Structures. Each category is clearly defined and the overall concepts which frame the approach to each type of heritage are stated. There follows identification of the main threats to preservation of these resources, followed by guidelines entitled "Tools for Preservation of Authenticity". These focus on tools for the identification and documentation of heritage and its authentic elements and tools and approaches to ensure its preservation. Preservation of the intangible aspects which form an essential part of every cultural resource is given special attention. The final section highlights the important role to be played in preservation by the community in which heritage is embedded. Special reference is made to the risks and benefits of cultural tourism to the authenticity of heritage sites and places in Asia.

B   DEFINITIONS

Adaptation means modifying a place to suit the existing use or a proposed use. (Burra Charter Article 1.9)

Assessment of Significance means producing a succinct statement of significance summarizing an item's heritage values. The assessment is the basis for policies and management structures that will affect the items future and will ensure retention of these values. (NSW Heritage Office)

Compatible use means a use which respects the cultural significance of a place. Such a use involves no, or minimal, impact on cultural significance. (Burra Charter Article 1.11)

Conservation "means all the processes of looking after a *place* so as to retain its *cultural significance*." (Burra Charter Article 1.4) "Conservation encompasses the activities that are aimed at the safeguarding of a cultural resource so as to retain its historic value and extend its physical life. There are conservation disciplines that address different kinds of cultural resources. All share a broad concept of conservation that embraces one or more strategies that can be placed on a continuum that runs from least intervention to greatest; that is, from maintenance to modification of the cultural resource." (Parks Canada) All operations designed to understand a property, know its history and meaning, ensure its material safeguard, and, if required, its restoration and enhancement (Nara Document).

Conservation Plans set out clearly the conservation needs, priorities and methodologies for a heritage property. They are used by custodians to guide their actions and the use of funds.

Cultural Heritage Impact Assessment is a systematic methodology for assessing potential impacts on heritage resources of proposed development or other actions. It is embedded in environmental legislation and carried out by heritage professionals who recommend and design mitigating measures to address impacts.

Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. "Cultural significance is embodied in the *place* itself, its *fabric,* setting*, use,* associations, meanings, records*,* related places and related objects "(Burra Charter Article1.2).

Cultural Tourism is that form of tourism whose object is, among other aims, the discovery of monuments and sites. It exerts on these last a very positive effect insofar as it contributes - to satisfy its own ends - to their maintenance and protection. This form of tourism justifies in fact the efforts which said maintenance and protection demand of the human community because of the socio-cultural and economic benefits which they bestow on all the populations concerned.   1976 ICOMOS Charter on Cultural Tourism)

Fabric "means all the physical material of the *place* including components, fixtures, contents and objects" (Burra Charter Article 1.3).

Groups of buildings comprise groups of separate or connected buildings including towns or parts thereof which are noteworthy because of their architecture, their homogeneity, their place in the landscape, or historical, cultural, economic, social, political or ideological significance, whether abandoned, still-inhabited or newly-built.

Information Sources are all physical, written, oral, and figurative sources which make it possible to know the nature, specificities, meaning, and history of the cultural heritage.

Intangible Cultural Heritage means "the practices, representations, expressions, knowledge, skills – as well as the instruments, objects, artefacts and cultural spaces associated therewith – that communities, groups and, in some cases, individuals recognize as part of their cultural heritage" (Convention for the Safeguarding of the Intangible Cultural Heritage, Article 2)

Integrity describes "the health and wholeness" of a heritage resource. A resource can be said to possess integrity when the values for which it was designated are not impaired or under threat; they are effectively communicated to the public; and are respected in all decisions and actions affecting the site (Parks Canada).

Interpretation means all the ways of presenting the cultural significance of a place (Burra Charter Article 1.17).

Maintenance "means the continuous protective care of the fabric and setting of a place, and is to be distinguished from repair. Repair involves restoration or reconstruction." (Burra Charter Article 1.5)

Management Plans set out clearly the short and long term priorities and methodologies to be used to monitor, maintain and conserve the significance and authenticity of a heritage property.

Meaning denote what a place signifies, indicates, evokes or expresses (Burra Chartler Article 1.16).

Monuments are architectural works, works of monumental sculpture and painting, elements or structures of an archaeological nature, inscriptions, cave dwellings, and combinations of these features.

Patina means the sense of age or passage of time as reflected in the layers of visible change to fabric of a building or object.

Period restoration "is the accurate recovery of an earlier form, fabric and detailing of a site or structure based on evidence from recording, research and analysis, through the removal of later additions and the replacement of missing or deteriorated elements of the earlier period. Depending on the intent and degree of intervention, period restoration may be a presentation rather than a conservation activity." (Parks Canada)

Place   "Site**,** area, land, landscape, building or other work, group of buildings or other works and may include components, contents, spaces and views" (Burra Charter Article 1.1). Places may have a range of values for different individuals or groups.

Preservation means "maintaining the fabric of a place in its existing state and retarding deterioration." (Burra Charter Article 1.6) "Preservation encompasses conservation activities that consolidate and maintain the existing form, material and integrity of a resource. Preservation includes short-term protective measures as well as long-term actions to retard deterioration or prevent damage. Preservation extends the life of the

resource by providing it with a secure and stable environment."(Parks Canada Preservation Guidelines) "Preservation standards require retention of the greatest amount of historic fabric, including the historic form, features and details as they have evolved over time" (Secretary of the Interior's Standards for Treatment of Historical Properties

Reconstruction means returning a *place* to a known earlier state and is distinguished from *restoration* by the introduction of new material into the *fabric*. (Burra Charter Article 1.8); "recreation of vanished or irreversibly deteriorated resources" (Appleton Charter).

Redevelopment means " insertion of contemporary structures or additions sympathetic to the setting." (Appleton Charter)

Rehabilitation is the modification, including adaptive re-use, of resource to meet various functional requirements such as safety, property protection and access while preserving the historic character of the structure.

Renovation entails refurbishing and/or adding to the appearance of an original building or elements of a building in an attempt to "renew" its appearance in keeping with contemporary tastes and perceptions of "conservation.

Replication means the copying of an existing structure in order to maintain aesthetic unity and harmony

Restoration means "returning the existing *fabric* of a *place* to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material;" (Burra Charter Article 1.7) " to reveal the original state within the limits of existing material…to reveal cultural values and to improve the legibility of its original design." (Management Guidelines for World Cultural Heritage Sites)

Setting "means the area around a place, which may include the visual catchment" (Burra Charter Artilce 1.12). This includes natural and built aspects, fixtures and the activities associated.

Sites are works of human groups or individuals or the combined works of humans and nature and areas including archaeological sites, cultural landscapes planned or evolved over time through use or human events, environments of cultural significance, sacred geographies, and landscapes religious, artistic, historical or other cultural associations.

Statement of Significance is the product of assessment of significance. It briefly summarizes an item's heritage value and clarifies why the item is important. The statement isan important part of the management of all heritage items and forms the basis for policies, management structures and all good heritage decisions which will affect the item's future. (NSW Heritage Manual)

Sustainability refers to the preservation and management of cultural heritage in such a way as to ensure that its fabric and values are safeguarded for the benefit of future generations.

Tangible Cultural Heritage includes all resources that have some physical embodiment of cultural values such as historic towns, buildings, archaeological sites, cultural landscapes and objects.

Use means the functions of a place, as well as the activities and practices that may occur at the place. (Burra Charter Article 1.10)

C. SIGNIFICANCE AND AUTHENTICITY

The Cultural Significance of heritage sites has been defined by the Burra Charter as the "aesthetic, historic, scientific, social or spiritual value for past, present or future generations" which is "embodied in the place itself, its setting, use, associations, meanings, records, related places and related objects. " The goal of conservation is to   preserve this significance by ensuring that all interventions and actions meet the test of authenticity in all respects.

Understanding the relative degree of significance of heritage resources is essential if we are to rationally determine which elements must be preserved under any circumstance, which should be preserved under some circumstances and which, under exceptional circumstances, will be sacrificed. Degree of significance can be assessed on the basis of the representativeness, rarity, condition, completeness and integrity and interpretive potential of a resource.

Assessment of the significance of a place, site or monument should be carried out as a necessary preliminary to any conservation action. Significance assessment is the process of studying and understanding the meanings and values of places, objects and collections. It involves three main steps; firstly, analyzing the object or resource; secondly, understanding its history and context and thirdly, identifying its value for the communities which created and/or care for it.

The key to the process is the concept of Authenticity which has become the universal concern of the conservation profession since the adoption of the 1972 UNESCO World Heritage Convention, which defines authenticity as the primary and essential condition of the heritage. Authenticity is usually understood in terms of a matrix of dimensions of authenticity: of   location and setting; form, materials and design, use and function and "immaterial" or essential qualities. Together these form the composite authenticity from which significance derives. The retention of authenticity is the aim of good conservation practice.

Dimensions of Authenticity:

LOCATION AND SETTING	FORM AND DESIGN	USE AND FUNCTION	ESSENCE
Place	Spatial layout	Use(s)	Artistic expression
Setting	Design	User(s)	Values
"Sense of Place"	Materials	Associations	Spirit
Environmental niches	Crafts	Changes in use over time	Emotional impact
Landforms and vistas	Building techniques	Spatial distribution of usage	Religious context
Environs	Engineering	Impacts of use	Historical associations
Living elements	Stratigraphy	Use as a response to environment	Sounds, smells and tastes
Degree of dependence on locale	Linkages with other properties or sites	Use as a response to historical context	Creative process

D.   SOURCES OF INFORMATION ON AUTHENTICITY

The Nara Document on Authenticity stresses that in order to understand the authentic heritage values of a place we must employ credible and truthful sources of information. It states that "all judgments about values attributed to cultural properties as well as the credibility of related information sources may differ from culture to culture, and even within the same culture. It is thus not possible to base judgments of values and authenticity within fixed criteria. On the contrary, the respect due to all cultures requires that heritage properties must be considered and judged within the cultural contexts to which they belong. Therefore, it is of the highest importance and urgency that, within each culture, recognition be accorded to the specific nature of its heritage values and the credibility and truthfulness of related information sources."

An authentic source is not only a written record, but information or sources of information such as an archaeological excavation and the information it can provide, or wall paintings that show details of the life and technology of a certain period and area, or continuous craft traditions handed down generation by generation.

Significance is measured by the credibility and truthfulness of the information / documentation on which the judgment is made. The following sources of information form the basis of a check-list which should be consulted to ensure that conservation practices preserve the authenticity of all these aspects of heritage resources:

Historic Sources	Social Sources	Scientific Sources	Artistic Sources	Analogy	Context
Primary Sources					
Primary documents [land deeds, census records etc.]	Oral histories	Traditional indigenous knowledge	Period artwork	Ethnographic records	Spatial integrity
Inscriptions	Religious texts and context	Archaeological investigations	Contemporary literature	Ethnographic collections	Degree of Continuity of use
Genealogies ancestral records	Socio-economic survey of current users	Mapping of background and setting	Dated samples of materials and styles	Experimental studies	Socio – cultural context
Historical Photos	Demographic data	Remote sensing imaging	Traditional crafts manuals and building guides		Environmental change and continuity
Historical maps	Records of clan, neighbourhood and other groups	Geometrical survey and photogrammetry	Patina		Sources of stress and history of trauma

Secondary Sources					
Chronologies	Analysis of continuity of use, occupation etc.	Quantitative and statistical analysis	Artistic commentaries and reviews	Interpretative studies	Surrounding spaces
Travellers' accounts	Studies of craft organization	Laboratory analysis	Stylistic analysis		Political context
Histories and commentaries	Analysis of political consensus	Dating methods	Study of comparative sites and resources	Application of models such as nearest neighbour analysis	Economic development and stagnation
Diaries, correspondence	Social commentaries	Materials analysis		Studies of cultural antecedents	Context of technological change
		Engineering and structural studies			
		Mathematical modeling			

Examination of these and other relevant sources of information in terms of the matrix of the elements of authenticity above creates a palimpsest of overlaid dimensions of the site in a chronological context. These provide an overall picture to guide the conservation effort in preserving the continuity of the site in all its dimensions: form, function, place and essence.

E. AUTHENTICIY AND INTANGIBLE CULTURAL HERITAGE

Reference to the tables above will make it clear that not all the variables reviewed and not all of the sources of information reflect tangible, measurable phenomena. Many are ephemeral and reflect the importance of intangible aspects to our notions of authenticity, cultural diversity and sustainability, as underscored in the *Convention for the Safeguarding of the Intangible Cultural Heritage* (UNESCO 2003). The International Conference on "The Safeguarding of Tangible and Intangible Cultural Heritage: Towards an Integrated Approach", held in Nara Japan in October 2004, stressed the co-existence or inter-connection between elements of the tangible and intangible heritage. It adopted a Declaration on an Integrated Approach (*Yamato Declaration on Integrated Approaches for Safeguarding Tangible and Intangible Cultural Heritage*) based on international case studies.

Most importantly, and of relevance to the stated aims of the Hoi An Protocols, is the acknowledgment that safeguarding techniques for tangible and intangible heritage are fundamentally different. Intangible cultural heritage is by definition not linked to specific monuments or places, but is stored in the minds of tradition bearers and communities and conserved in the continuity of practice. The techniques and methodologies employed to preserve intangible heritage must be culturally sensitive and flexible enough to make this distinction.

In this context, the following points are made regarding maintaining authenticity in terms of the intangible heritage of Asia:

- The notion of authenticity is culturally relative. In much of Asia the rigorous and methodical Western analytical approach needs to be tempered with the abstract and metaphysical concepts that characterize the region.

- Conservation practitioners must not over-emphasize the authenticity of the materials or physical substance of a resource, as in the context of living cultures the absence of the tangible element does not mean that a phenomenon did not exist. "In a number of living cultural traditions, what makes a relic authentic is less what it was (in form) than what it did." (Dawson Munjeri, *The Notions of Integrity and Authenticity –The Emerging Patterns in Africa*)

- Tangible cultural expressions of cultural heritage have their origins in the expression of intangible culture. We need to look at how we can almost turn the traditional equation for cultural heritage conservation on its head and look for the expressions of intangible cultural heritage to guide us towards how we are going to preserve even the tangible heritage

F. SYSTEMIC THREATS TO AUTHENTICITY

We can understand the authenticity of our cultural heritage by examining the credibility of the sources on which the judgment of authenticity is based. Authentic cultural assets are passed through time and communities by un-interrupted transmission, evolving but retaining the essential qualities that make them authentic. Authenticity faces constant and unavoidable threats from the following sources:

1. The Loss of Knowledge

Increasing globalization is resulting in a loss of traditional knowledge, particularly among the younger generations in the region. Skills which are required to create, maintain and present cultural heritage in an authentic manner are at risk. The diversity of these intangible knowledge forms must be mapped, evaluated and protected in order to support other preservation initiatives.

2. Urban Renewal

The social and economic pressures for renewal of the fabric of Asia's towns and cities are growing rapidly. They are fed by increases in property values in these areas which puts heritage buildings and precincts at a real and perceived disadvantage. Although residents may wish to retain the fabric and feeling of their traditional built environment, owners are under pressure to maximize the potential of their land and not the historical structures and spaces on it. The result is demolition of entire historical neighbourhoods, or at best, slow attrition as one building after another is replaced by modern, high – return development,

3. Infrastructure Construction

The speed and scale of engineering works in the region poses a threat to the authenticity of cultural heritage and its context. Major infrastructure works can impact heritage resources directly by damaging or destroying fabric, setting and buffer zones. Works that radically modify the landscape and environment can also do indirect damage to sites in many ways: for example by altering drainage and hydrology; increasing erosion, sedimentation and risk of land slips; changing visual envelopes and destroying symbolic connections between places and places and their settings.

4. Cultural Tourism

In the process of standardizing, modifying and "commodifying" cultural assets for use in cultural tourism there is a serious risk of loss of authenticity. The problem is that too often the "packaging and presentation" of heritage is carried out by the tourism industry for the benefit of its members and not by those responsible for the safeguarding of cultural heritage. As a result, both the physical fabric of a heritage property and its intangible aspects are trivialized and compromised.

When we promote culture for tourism we tend to make the mistake of promoting simple repetition or replication of cultural forms. The same dance is performed over and over again, repeated night after night for changing audiences of tourists. This repetition is not transmission and it results in the interruption of the process and the atrophy of cultural forms into marketable products.

5. De-contextualization and the Loss of Unique Sense of Place

We de-contextualize our culture when we build theme parks around our historic monuments and we treat them as garden ornaments. We also do it with our intangible heritage when we put on dinner dance shows and treat these expressions of art and ritual as some kind of desert for trivial

consumption. This de-contextualization of our culture is a very serious problem because it destroys the authenticity of the cultural expression. Policies of preservation that have led us to look upon our cultural resources as tourism products are the reason for our relative lack of success in conservation. This is an attitude we must correct if we are ever going to succeed in placing culture where it rightfully belongs, as the foundation of development.

G. PREREQUISITES FOR CONSERVATION OF ALL SITES

Many issues concerning the identification and maintenance of authenticity are common to all types of heritage sites, in all parts of the world. These include issues regarding site investigation and conservation such as:

- The value of cultural mapping to provide scope and context and fundamental baseline data for all other steps
- The need for assessment of site carrying capacity
- Rapid appraisal of site condition and the use of non-invasive techniques
- Design and enforcement of defensive regulations to protect heritage
- The implementation of cultural impact assessment as a protective measure
- The need for planning to manage processes of change
- Creative financing and incentive mechanisms to aid conservation

and universal issues concerning the relationship between heritage sites and society which must be addresses at all types of heritage properties. These include:

- Defining social aspirations for heritage
- Enhancement, empowerment and enabling of communities to participate in conservation
- Socialization of the conservation process
- Localization of conservation stewardship
- Inculcating awareness and education among: community, politicians, planners contractors/builders, tourism industry
- Highlighting of the benefits and dangers of cultural tourism

H. ASIAN ISSUES

There are, however, some issues which, although applicable to all kinds of sites, are specific to or particularly relevant to the Asian situation.

- Many countries of Asia are custodians of important heritage sites reflecting religions or cultural traditions different from those of the modern state. It is not unusual, for example, for Islamic nations to have within their borders valuable Hindu and Buddhist sites. The Nara Document on Authenticity states that cultural heritage diversity exists in time and space, and demands respect for other cultures and all aspects of their belief systems. It is therefore incumbent on modern states to preserve and protect the heritage of other religions with the same standards and rigor which they apply to their own.

- Similarly, modern Asian states often incorporate indigenous and minority cultures with their own rich and valuable heritage. As stated in the Nara Document on Authenticity, in cases where cultural values appear to be in conflict, respect for cultural diversity demands acknowledgment of the legitimacy of the cultural values of all parties. States have a universal responsibility to conserve this heritage, with the cooperation of its owners. They must ensure that it is interpreted in a way that provides minorities with a sense of their inclusion and the rest of the world with a full and correct understanding of its sources.

- Education for conservation professionals and site managers falls short of needs throughout most of Asia. Managers attempt to preserve the heritage of the region with enthusiasm and good intentions but without adequate background and training. Attention must focus on developing programmes relevant to Asia, with flexible duration, regional exchange and learning by best practice examples.

- The expansion of road networks and other infrastructure works associated with development in rural areas of Asia is impacting on archaeological sites, cultural landscapes and heritage monuments. It is important that a system of cultural impact assessments be developed for Asia and the Pacific to precede such developments in order to identify threats to heritage and find ways to mitigate damage.

- Similarly, unrestricted traffic within urban historic areas poses serious threats in terms of pollution, access, encroachment and physical damage to heritage resources. When an area is defined as an historical urban assemblage a transport study should be undertaken by professionals to integrate conservation with infrastructure and urban planning.

- The Asia region is vulnerable to a range of potential natural and man-made disasters which can impact severely on all forms of cultural heritage, including living or intangible heritage. In addition, experience has shown that post disaster recovery can pose just as great a threat to heritage. Many post disaster reconstruction measures have irretrievably compromised the authenticity of cultural heritage. Risk preparedness as proposed by the Kobe/Tokyo Declaration on Risk Preparedness for Cultural Heritage of 1997 and developed by the ICCROM manual and training kit must be integrated into the cultural resource management policies of the region. These methods should be based on sustainable techniques and financial mechanisms that are sensitive to local skills and indigenous knowledge systems and incorporate community participation.

- Rapid modernization and urbanization in the region has resulted in the decline and, in some cases, loss of traditional building crafts, artisan skills and materials production. The traditional master-apprentice teaching system is breaking down throughout the region.

There is an urgent need to provide support in these areas through training, institutional support and innovative approaches. Support should involve bringing these two groups together on site and in traditional teaching environments and learning spaces.

■ Custodianship of heritage sites should stay in the hands of traditional custodians who should be empowered and assisted to carry out authentic conservation. "Responsibility for cultural heritage and the management of it belongs, in the first place, to the cultural community that has generated it, and subsequently to that which cares for it." [Nara Document on Authenticity, 8]

I.   SITE SPECIFIC METHODOLOGIES FOR ASIA

I.   CULTURAL LANDSCAPES

1.   Definitions

A cultural landscape is a geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, person or exhibiting other cultural or aesthetic values.

There are three general types of cultural landscapes, not mutually exclusive: The most easily identifiable is the clearly defined landscape designed and created intentionally by human beings. This embraces garden and parkland landscapes constructed for aesthetic reasons, which are often, but not always, associated with religious buildings and ensembles.

The second category is the organically evolved landscape, a relic or living landscape that results from an initial social, economic, administrative, and/or religious imperative and has developed its present form by association with and in response to its natural environment. Such landscapes reflect that process of evolution in their form and component features.

The final category is the associative cultural landscape. The value of such landscapes is by virtue of the powerful religious, artistic or cultural associations of the natural element rather than material cultural evidence, which may be insignificant or even absent.

2.   Framing Concepts

The Experts consider that Cultural Landscapes arise from a long, continual process of interaction between humans and the natural environment. As such, they reflect organizing philosophies and perspectives of different cultures which must be understood and preserved.

Cultural landscapes are not static. Rather than protect the status quo, the conservation objective should be to identify, understand and manage, in a responsible and sustainable manner, the dynamics of those processes which influence their evolution.

Cultural Landscapes in Asia are influenced by and imbued with value systems and abstract frameworks, such as cosmology, geomancy and feng shui, and animism, as well as traditional, technological and economic systems. These systems must be identified and understood for conservation to be effective.

3. Threats to Preservation

(1)   The risks to Cultural Landscapes in Asia are often different from other parts of the world; they reflect a combination of specific environmental/climatic impacts, local pressures to upgrade the built and rural environment, and commercial development pressures.

(2)   Conservation of Cultural Landscapes must negotiate between the needs of authenticity and the economic imperative and potential realities of Asia.

(3)   It must also understand the implications of the particularly Asian combination of extreme weather and environmental conditions with existing levels of administrative preparedness, political will and technical know-how.

4.   Tools for the preservation of authenticity

4.1   Identification and Documentation

(1)   Identification and inventory of the components of Cultural Landscapes should include intangible aspects as essential elements, which in Asia are often integral to authentic meaning and sense of place. Documentation should combine historical research with intensive field investigation in order to fully record existing conditions within a landscape. The result should be a clear statement of what makes a landscape significant and how it can be preserved.

(2)   Methodology for documentation and approaches to cultural landscape preservation and management are presented in detail in such documents as NPS Preservation Brief 36: Protecting Cultural Landscapes, ICOMOS Florence Charter on Historic Gardens, Institute for Cultural Landscape Studies, Harvard. Asia-Pacific Regional Workshop on Associative Cultural Landscapes, Oxford Declaration on Landscape and UNESCO recommendations concerning the safeguarding of the Beauty and Character of landscapes and sites (1962). There is, however, a pressing need for adaptation of international standards to more closely fit the needs of Asian cultural landscape conservation.

 (3)   Cultural Landscapes are comprised of multiple elements in a meaningful balance; decisions regarding conservation must aim to identify and preserve this complex and delicate balance and not destroy authenticity by stressing one component at the expense of others. A Cultural Landscape can include monuments; but whether with or without them, the landscape is the essential element requiring conservation.

(4)   Accurate and meaningful mapping of Cultural Landscapes is a crucial step in the conservation process, particularly where the term is not well understood or there are inadequate legal mechanisms for their protection. Whichever landscape mapping technique is adopted, collection and correlation of data requires a multi-disciplinary approach and will include, as a minimum, consideration of earth sciences, biodiversity, visual and sensory perception, historical time mapping and cultural contexts.

4.2   Safeguarding Authenticity

(1)   After documentation, it is essential that a Preservation or Treatment Plan be designed which takes cognizance of those heritage values which give the cultural landscape significance. Preservation planning is required to ensure that the authenticity of cultural landscapes is preserved. A programme should be designed and implemented which includes the following components: historical research including period plans; inventory and documentation of existing conditions with plans; site analysis and evaluation of significance and integrity;   development of a cultural landscape management plan; strategy for on going maintenance and preparation of a record of treatment and future research recommendations.

(2)   Management of risks must acknowledge and employ often inadequate / under-developed administrative and legal mechanisms for conservation existing in the region. Integration with existing statutory planning tools can therefore often be one of the most effective ways to safeguard Cultural Landscapes, or at least to ensure notification of potential destructive or damaging development proposals.

(3)   Dismemberment must be discouraged by practical means. Alternatives shall be explored to minimize the effect of existing dismemberment, including such methods as replication, reconstruction, relocation etc. and the introduction of legislation to control the appearance, scale and style of future building within a landscape.

(4)   Re-use of Cultural Landscapes must be limited to uses that do not compromise any of the components which make them authentic.

(5)   The diversity of Asian Cultural Landscapes requires multi-disciplinary and inter-sectoral conservation initiatives, therefore, all plans for conservation of Cultural Landscapes should arise from and involve the pertinent communities.

(6)   Science and technologies employed should include Asia – specific methods such as community ideas of natural balance and replication of cosmologies in the landscape.

(7)   Because it is a destructive tool, archaeological excavation should be carried out only after in depth research and baseline study. It should be carefully designed to answer specific questions about a landscape. Overuse of small scale testing is destructive and should be discouraged as a research tool.

(8)   Emphasis should be placed on the use of non-invasive tools in the study, management and conservation of cultural landscapes, including the development of GIS programmes, remote sensing, aerial photographic analysis and cultural impact assessment.

4.3   Safeguarding the Authenticity of Intangible Aspects of Cultural Landscapes

(1)   In Asia it must be recognized that many components of Cultural Landscapes are intangible and/or impermanent. As such, it is necessary to document and understand the organic relationships between the physical components of the landscape and the intangible practices and values which impart cultural significance to a landscape.

(2)   Sources of information must be credible at the local level and include material which is locally generated and is manifested in varied forms and media, such as myth, oral history, village records etc.

(3)   The spatial integrity of a cultural landscape cannot always be sharply defined and can change over time. The landscape recognized as relevant by its inhabitants is that which reflects the negotiated balance between environmental and cultural realms. This fact must be accommodated in planning management and legal protection.

4.4   Heritage Authenticity and the Community

(1)   The concept of Cultural Landscape is relatively new to the heritage world as a whole and particularly to Asia. As such, public education programmes are essential to Cultural Landscape conservation.

(2)   The listing of World Heritage sites is just one aspect of engaging public awareness of Cultural Landscape issues. Ultimately, the idea of cultural heritage is rooted in a sense of place and a sense of self-identity. These should be promoted even in areas without World Heritage sites.

(3)   Cultural tourism development of Cultural Landscapes is unavoidable; an important part of the preservation process is to inform visitors of the value of the landscape, the features which make it authentic and the responsibility of visitors to safeguard it. On-site education must be more than just historical narrative.

(4)   Asian Cultural Landscapes are frequently inhabited and / or worked by local populations; it is important that many of the tasks of conservation be given to these communities, with

appropriate training and supervision, in order that they can consolidate their own heritage.

(5)   The intention in conserving Cultural Landscapes is to safeguard them, not just as historical evidence, but as living systems and possible future templates for cultural development. Working landscapes should continue to be economically viable within the framework of authenticity.

Major Threats to Authenticity	Indicators	Action
Encroachment	Inappropriate elements and scale; attrition to incompatible land use (ex. modern commercial or residential complexes, large scale agriculture etc.)	Impact assessment, planning enforcement, community mobilization
Loss of function	Erosion of important features due to lack of maintenance (ex. Bunds, terrace walls, canals etc.)	Management Planning, training, national and international technical assistance
Dismemberment	Division by linear infrastructure or built elements (ex. roads, rail lines, drainage channels etc.)	Impact assessment

II.   ARCHAEOLOGICAL SITES

1.   Definitions

An archaeological site comprises any combination of structural remains, artefacts and ecofacts within a culturally modified soil matrix. A site may lie entirely beneath the surface or appear partially above it. It may be fully or partially excavated or it may be known only through textual reference or subsoil or remote sensing.

2.   Framing Concepts

Archaeological sites are comprised of many components with conflicting preservation requirements held in a delicate balance by a soil matrix. There is also inevitable uncertainty regarding the nature and extent of buried archaeological deposits. Multiple definitions of and perspectives on authenticity are therefore required. Authenticity of archaeological sites can be measured in terms of:
- the degree of our understanding of the probable limit and extent of the site;
- the degree of our understanding of the chronology of the site through stratigraphy and dating;
- the extent to which the site has been encroached upon or damaged by agriculture, natural erosion, partial archaeological excavation and/or construction; and how accessible the site is to researchers and the public.

3.   Threats to preservation

(1)   The exact location and limits of archaeological sites are, by definition, often not clearly visible; as a result, sites are particularly at risk of encroachment and dismemberment with an inevitable loss of authenticity.

(2)   Archaeological sites are often located in places which had value in the past and are still regarded as valuable. This means there are often continuing and long-term pressures for use, often inappropriate, of these locations. Examples include places of strategic military value, religious or cult value and coastal areas with development potential.

(3)   There is a danger that the inherent value and significance of an archaeological site will be judged on the basis of what can be seen above the surface of the ground. Under - valuing of archaeology without a built or monumental element fails to recognize that authenticity and value in fact lie in the potential for a site to inform us about the past.

(4)   Archaeology can be a destructive science. Although it has the power to inform us about the past, it also has the power to rob us of evidence and deny us a second look. This potentially damaging aspect of archaeological practice must be acknowledged and understood by those who design, implement and authorize field programmes.

(5)   The traditional agricultural practices of Asia can impact negatively in many ways on archaeological sites. Excavation of soil from one area for use in other fields can destroy archaeological deposits and relocate material resulting in loss of context. Similarly, the construction of terraces, bunds and channels as part of paddy field or other field preparation may have direct impacts on buried remains, particularly on shallow archaeological sites. The regular alternation of wet and dry cycles associated with rice cultivation may also adversely affect archaeological deposits, particularly if they occur close to the surface. Artefacts may shift position, the soil matrix in which they occur can chemically change and the fabric of ceramics in particular can degrade. The effects on

archaeological material of chemical fertilizers and insecticides is not fully understood; corrosion and decomposition of metal and ceramic fabrics may result.

4.   Tools for Preservation of Authenticity

4.1   Identification and Documentation

(1)   Regional and local survey methods which give as complete a picture as possible of the location and extent of archaeological sites are an essential first step in managing and preserving the archaeological record. Survey reconnaissance methodology is highly developed in many countries and yet still underutilized in Asia as a whole. This is due, in part, to the special requirements of survey in the tropics and semi-tropics where overseas methods cannot be employed. There is a need for a consensus on methods and standards for the region in order to expand the archaeological baseline for Asia.

(2)   The use of GIS (Geographical Information System) is highly recommended as it provides the ideal tool for collection, manipulation and interpretation of such baseline mapping data.

(3)   Non-invasive techniques such as aerial photograph analysis, remote sensing, chemical soil studies and photogrammetry should be employed whenever possible to acquire data regarding the nature and extent of archaeological sites without loss of site integrity.

(4)   Research, site documentation and archives written in Asian languages should wherever possible be made available in translation to make data available to a wide audience. Similarly, western scholars and researchers should aim to translate as much of their work as possible into the relevant local language.

(5)   In order to maintain authenticity in conservation of an archaeological site it is important to build up sample collections of all building materials such as bricks, tiles, mortars and stone. These should be properly labeled, catalogued and stored in local museums or other designated locations.

4.2   Safeguarding Authenticity

1   Support should be given to the introduction of comprehensive legislation on the preservation of archaeological sites. Such legislation must be predicated on an assumption of preservation in situ yet have the flexibility to integrate change and advanced research when required

2   Protective zoning of archaeological sites as areas of special scientific and/or heritage interest within existing planning legislation is another tool which, if enforced, can help protect sites and their buffer areas.

3   As stated above, GIS is a valuable conservation and site management tool. It has the additional advantage that it can be used to integrate archaeology into regional development frameworks. This allows archaeological potential to be mapped as a development variable.

4   Within sites, the concept of zoning can play an important role. The use of a hierarchical system of zones with different levels of protection acknowledges the different need of the varied elements of a site such as heritage and landscape protection zones, environment conservation zones, archaeological research zones and monument management zones.

5   Archaeological impact assessment should be a requirement when any type of infrastructure development is proposed near an archaeological site or in an area of archaeological potential. The assessment should focus not only on direct impacts which could adversely affect the site, but also on indirect impacts which can alter the   micro-environment of the soil in which a site lies.   Assessment should use a   package of research and field techniques appropriate for the region in order to identify sites and to assess the impacts which development will have on them. Assessment should then recommend measures to mitigate unacceptable impacts, including, if necessary, complete preservation in situ.

6   A multidisciplinary approach is needed for a comprehensive reconstruction of the past from archaeological sites. Conventional archaeological methodology should be augmented with input from as wide a range of specialists as is applicable. Effective preservation of the authenticity of our archaeological sites will be assisted by having a broad understanding of the resources.

7   Custodians of archaeological sites must develop work plans, with the assistance of specialists, designed to preserve, maintain and present sites to the public. Work plans should include implementation schedules and designate those responsible for specific tasks. Detailed records should be kept of all interventions and processes carried out in accordance with the work plan.

8   There may be circumstances when reburial of archaeological sites is necessary in order to protect them from the elements and/or vandalism. Full documentation should be carried out before reburial and the lateral limits of site components must be clearly surveyed and marked on the new ground surface.

9   Support should be given in whatever way possible to the local and overseas training of staff from local cultural and museum institutions. Training should inculcate an understanding of the concept of authenticity and its relevance to local archaeological sites. Ways in which this authenticity can be preserved at a grass roots level should be at the core of training programmes.

10   Looting and illegal excavation of archaeological sites to feed the illicit market for antiquities is a constant problem facing site managers. The planning for every archaeological site must include assessment of security needs and a commitment to a protective strategy based on community involvement, education and regular inspection.

4.3   Safeguarding the Authenticity of Intangible Aspects of Archaeological Sites

1.   The authenticity of archaeological sites is directly correlated to their capacity to retain cultural memory of events, ideas, beliefs, or artistic and literary works of outstanding universal significance.

2   Most of any archaeological site is buried beneath the ground and only a partial excavated record is on view. Managers of sites must devise ways to preserve the "readability" of such remains and to maximize their narrative potential to present an historical time-line to visitors, linking the past to the present.

3.   The multi-period stratigraphy of soils, debris and building periods presents a complex palimpsest of time which must not be over-simplified by, for example, the reconstruction of a site to one period ignoring all others.

4.4 Heritage Authenticity and the Community

1   Emphasis should be placed on the educational function of local museum or cultural offices in increasing the interest of the local community.

2   The trend in Asia for army base or related military compounds and structures to be established on archaeological sites must be reversed.

3   Many archaeological sites in Asia have a continuing religious function with shrines, temples, pilgrims and festivals. Ways must be found to accommodate such uses within a conservation framework.

4   Archaeological sites can pose dangers to the public if they are not properly managed. It is important that potential risks and fragile elements be fenced or otherwise made inaccessible in order to protect visitors to the site and the integrity of the site itself.

Major Threats to Authenticity	Indicators	Action
Destruction or disturbance of archaeological deposits and remains	Intrusive activities such as construction, excavating for utilities, traditional agricultural practices and modern tools and chemicals etc. causing direct disturbance of archaeological deposits Above and below ground works (roads, pipelines, drainage and river works etc.) through areas of archaeological importance	Planning regulations, impact assessment
Inadequate protection	Unrestricted access and lack of monitoring of sites allowing looting of sites; vandalism	Documentation; Legal protection and enforcement
Deterioration	Erosion and decomposition due to weathering and pollutants	Conservation and maintenance planning

III.   UNDERWATER SITES

1. Definitions

Underwater Cultural Heritage comprises all cultural, historical or archaeological vestiges of human existence which have been preserved partially or totally under water either periodically or continuously. The range of resources is large, from artifacts and wooden structural remains to aircraft, vessels and their cargo. It also includes remains of sites which were originally on land but have been inundated over time. All have been preserved by the matrix of water, sand and mud which ultimately overtook them or in which they came to rest.

2. Framing Concepts

It is acknowledged that the physical context in which underwater archaeology is embedded means that particular and exacting approaches and methodologies are needed to ensure retention of authenticity in situ and during excavation and presentation.

3. Threats to Preservation

1. Underwater sites are at risk from actions which affect the matrix in which they are held, altering the delicate balance that enables preservation. These actions can be natural (storms) or anthropogenic (dredging, river diversion changing inlet dynamics); and can result in chemical change / aerobic change or physical disturbance of archaeological remains.

2. Damage may be caused by uninformed recreational divers who unintentionally interfere with archaeological deposits or alter the fragile environment at sites.

3. Underwater sites are at great risk from organized looting whether by individuals or commercial salvage companies seeking antiquities to sell on the international market.

4. Direct impacts on archaeological sites result from development off shore involving dredging, piling and other site formation works or for sand and gravel extraction.

5. Adjacent on-shore activities and development can also pose threats to underwater cultural heritage by releasing sediment, burying sites under dumped dredging spoil, altering the chemical environment and/or introducing pollutants.

6. The commercial fishing industry threatens underwater archaeological deposits by trawlers scraping the sea floor.

4. Tools for Preservation of Authenticity

4.1 Identification and Documentation

1. GIS is a particularly valuable tool for recording and protecting underwater heritage site. It allows archaeologists and managers to record and assess the development of the programme and to monitor the status of sites. It gives excellent visual representation of numerical and visual data which can be of special value on underwater sites with limited access and visibility.

2. Limited use should be made of intrusive investigative methods, with an emphasis on survey over recovery. Sampling techniques employed must have minimal impacts and

follow the ethic of least damage and reversibility of procedures. This is achievable, if expensive, with the substantial advancements being made in remote sensing technology.

3. The urgency is to document and protect, not to remove underwater cultural heritage; the goal is *in situ* preservation to maintain the delicate equilibrium of heritage resources in their matrix.

4. Underwater archaeologists must be the only persons authorized to plan and carry out underwater archaeological investigations. Oceanographers, salvage operators, dive tour operators, treasure hunters and others may have varying roles to play in discovering sites and managing them, but not in their recording and excavation.

5. The intertidal zone comprises the area between the levels of high and low water which is subjected repeatedly to periods of exposure and submergence. The occurrence of archaeological material in this area includes inundated land sites, hulks, remains associated with the wharfage of vessels and shipbuilding and deposits of artifacts lost during landings and unloading. Special methodologies must be adopted to locate and document these sites which are alternately land and underwater archaeology.

6. The recruitment of oil exploration companies to assist governments to locate underwater cultural heritage sites in conjunction with their work will be an important objective

4.2 Safeguarding Authenticity

1. Special reference should be made to the *Annex* of the *Convention on the Protection of the Underwater Cultural Heritage* to ensure the maintenance of authenticity during and resulting from archaeological excavation.

2. When an important underwater site is identified there is often an issue of whether or not to disclose its precise location to the public. Disclosure can result in looting and unintentional damage by amateur archaeologists and commercial divers. If site locations are going to be made public there must be some way to restrict access.

3. Cultural material removed from the seabed poses special conservation problems due to the matrix in which it has been preserved. Planning is needed at the earliest stages to provide controlled environments and the necessary processing to ensure that the information encoded in these finds is not lost.

4. The provision of professional training courses for marine archaeologists, including the many amateur divers who make important contributions, is regarded of great importance if investigations are to be carried out in a way that extracts the most information in an environmentally responsible manner.

5. Management and maintenance of underwater sites is necessary to preserve their significance. Mechanisms should be put in place in the form of an advisory committee or management board to control access to the site before and during investigations.

6. Management will include assuring the stability and integrity of exposed material and the release of information to the public; maintaining a surveillance system, actively monitoring the site, and mitigating threats to the site by stabilizing or recovering artifacts and archaeological information. Exploratory site testing may continue. After fieldwork is completed decisions will need to be made regarding the best way to "seal" the site.

7. In situ preservation consists of covering exposed portions of the site to diminish deterioration and the likelihood of damage from storms and human interference. Occasional site monitoring would be needed.

8. The financial advantages of proper investigation and creative museum display of underwater finds can be substantial. When this potential is shown by example, the community at large can see the long term and widespread benefits of preservation as opposed to the immediate benefits to only a few which result from the sale of looted antiquities.

9. A dive permit system is one option for controlling the impacts of divers on underwater cultural resources. It is a legally endorsed "user pays" system that generates revenue for conservation but denies free access to identified sites on the seabed. Experience has shown that this type of control is more appropriate when most of the community is made up of non-local tourist divers.

10. Charter owners, who might otherwise work against preservation efforts, have been enlisted as official heritage inspectors. This strengthens efforts by providing another group authorized to administer legislation. They provide feed-back on sites and are empowered to prosecute those breaking the law.

11. A well designed public information programme yields long term benefits. Interest in on going exploration and best practice recovery plus the results of analysis of previous data means that the public continues to return year after year to learn more about underwater heritage. Release of information stimulates further interest leading to an informed and eager public.

12. Investigation of the underwater archaeological potential of an area should be part of the Cultural Heritage Impact Assessment system. Any development or works planned for offshore, intertidal or coastal areas should be assessed for impacts that may occur on archaeology. This includes desk based background studies, geophysical survey to identify seabed anomalies, dive inspection to clarify anomalies, assessment of potential impacts and recommendations to mitigate impacts.

13. Preservation of underwater cultural heritage requires planning and land use zoning tools. The extension of existing coastal protection zones should include intertidal and off shore areas. The creation of zoning designations for sites of underwater cultural heritage significance should also be considered. Other planning tools include the application of restrictions on land use in areas adjacent to underwater sites; areas where site formation, major engineering works would impact on the stability of underwater environments.

14. Underwater wrecks often have an international dimension due to the origins of vessels and their cargoes. Projects should be developed between colonies and former colonial powers and between historic trading partners that relate to this shared underwater cultural heritage.

15. PADI programmes such as Nautical Archaeological Society (NAS) Course should be supported to inculcate safeguarding values in the diving public.

16. Declaration of legally enforced "Protection Zones" around wreck sites or other underwater archaeological sites, marked by buoys, piles or floats, to restrict the number of visitors to sites, prevent accidental damage and discourage looting.

4.3   Safeguarding the Authenticity of Intangible Aspects of Underwater   Heritage

1.   A distinction can be made between underwater archaeological sites and memorial sites. The latter is defined as a relatively recent site where the dead still have immediate descendents who would consider excavation as invasive. Such sites should be maintained and made available for viewing but should not be excavated.

2.   Sunken vessels, whatever their period, are a unique form of archaeological deposit; unlike complex stratified sites they represent a single event. As such, they are like time capsules from the past. Care is needed to authentically interpret their stories.

3.   Access to underwater sites is available only to those with diving skills. Particular effort is required to bring the intangible sense of place and context to the land-based audience. It may require new technologies and ways to graphically recreate an authentic sense of site.

4.4   Heritage Authenticity and the Community

1.   There is a widespread perception that maritime archaeology is the realm of the academic world only, with little benefit filtering down from the academic to the public sector. It is incumbent on heritage professionals to make underwater archaeology accessible to the public.

2.   The stakeholders in underwater cultural heritage are a particularly wide and diverse group, often with conflicting interests that need to be resolved:
    - The general non—diving public who feel unable to understand their underwater heritage but are keen to have it meaningfully interpreted
    - The local diving community who are often unwilling to cooperate because they may be gaining from sale of artifacts and/or dislike of authorities interfering
    - The recreational diving tourist who wants maximum experience in minimum time period
    - Commercial salvage companies whose aims conflict with preservation
    - Commercial dive charter and tourism operators who need to see that there can be commercial advantages and long term benefits from preservation of underwater cultural heritage
    - NGOs who
    - Government sector agencies – the greater the inter-governmental cooperation that exists, the greater the public service profile
    - Archaeologists whose main concern is to document, interpret and preserve.

4.   The idea of offering rewards to recreational divers for revealing the locations of underwater sites can be looked into. Rewards could be gauged on the state of preservation of the site in order to discourage looting before reporting.

5.   Public display of findings is important to raise community interest. Exhibitions should be not only in museums, but also in tourist venues such as hotels to create a wider forum for all stakeholders to see the results of underwater research.

6.   Display and interpretation of underwater cultural heritage needs to be approached on both land and underwater. Coastal wreck trails with lookout points and information boards can increase awareness and concern for maritime heritage. This type of remote visitation is to be encouraged. Underwater wreck trails should be laid out with waterproof information sheets available and site markers with information about sites and correct on site behaviour.

Major Threats to Authenticity	Indicators	Action
Destruction	Planned development or engineering works impacting directly on the seabed and deposits and/or their preservation environments	Impact assessment
Removal of material from its archaeological context	Looting by recreational divers and commercial salvage and appearance of material on illegal market	Enforcement of laws; international pressure
Compromise	Changes in the surrounding matrix resulting in shifting, mixing, contaminating of deposits	Impact Assessment; documentation and area protection

IV. HISTORIC URBAN SITES AND HERITAGE GROUPS

1 Definitions

An Historic Urban Site or Heritage Group is made up of a number of related and spatially adjacent, or at least proximate, resources, all of which are individually of heritage value and/or which contribute to the overall heritage significance of the group.

2 Framing Concepts

The Experts share the conviction that our historic urban sites form a rapidly dwindling resource under threat from economic development and change. Urgent action is needed to reconcile development and heritage and to integrate culture and sustainable development in a manner that retains the authenticity of historic urban cores . In this process attention must be paid to the special qualities, both concrete and abstract, which characterize the Asian   urban tradition and to their authentic preservation.

3. Threats to preservation

1   Threats to the preservation of Historic Urban Areas of Asian cities and towns come from various quarters. In particular, they face the loss of historic structures and replacement with new buildings as a result of economic pressures to develop valuable property.

2   Heritage resources in urban areas also face the slow decay of structural fabric due to lack of maintenance; as a result of shortages of funding, lack of interest and failure of owner/occupiers to appreciate the value of what may be humble components of a valuable urban assemblage.

3   There is a steady onslaught of pollution including chemical action on historical building materials, damage from vibration and settlement, changes in water levels and moisture etc. in the urban environment.

4   Heavy, uncontrolled traffic and polluting vehicles within and around historic urban areas pose a serious and immediate threat to the integrity of heritage groups. Planning to reroute traffic, designate pedestrian areas, impose clean air policies and enforce a range of transport solutions should be a conservation priority.

5   The loss of traditional occupations and of the traditional economic – residential mix of the community which gave urban areas their authentic flavour. This includes the loss of artisan skills associated with traditional building construction and repair.

4. Tools for Conservation of Authenticity

4.1 Identification and Documentation

1   Detailed documentation of urban morphology is a fundamental task. It must include recording and analysis of both the areas physical structure and its patterns of use, taking special care to distinguish both the palimpsest of historical patterns which make it significant and the current pattern. Documentation should also include details of access, infrastructure and transport within and near the heritage area.

2   Documentation should recognize the total ensemble including less significant vernacular architecture and not give priority to monuments and listed buildings. In this exercise, the

type and credibility of sources of information of authenticity will be especially important to consider.

3   The temptation to separate small picturesque architectural ensembles from their larger context should be avoided; the process should aim to demarcate larger contiguous entities for conservation using historical social and economic contexts to define these entities.

4   Inventory at a minimum "core" level of all components of the heritage group, both physical and social, as well as all details of each component, recognizing that the specific "personality" of the site is to be found in the details. Several techniques of inventory may be employed including building survey, photogrammetry and GIS . The archive of this inventory constitutes one of the sources of information on authenticity of the site, informing conservation work.

4.2   Safeguarding Authenticity

1   "Defensive" mechanisms such as planning zones or designation of historic precincts or special conservation zones with moratoria, or at least restrictions, on redevelopment can aid conservation of the integrity of historic areas.

2.   Overall management plans are needed for historic areas to integrate conservation with urban planning and the provision of utilities and infrastructure. It is important to protect and safeguard the local sensibilities and Asian value systems of the inhabitants of these areas while planning for their conservation and upgrading.

3   Wherever possible, existing historic building stock should be conserved, up-graded and re-used in sympathetic ways. The focus should be on assisting residents of properties to continue residential use. Continued residential use may not always be feasible or desirable, and former housing stock may need to be adapted for commercial or community use.   This must not be done at the cost of displacement of populations and homogenization or commercialization of originally diverse precincts.

4   An historic assemblage is an organic entity and it will often comprise of buildings representing different periods. No attempt should be made to restore all buildings to a single historic period; instead it is recommended that changes over time be made clearly visible so that the visitor can recognize the multiple layers and read the history of the group.

5.   Heavy CBD (Central Business District) requirements should be directed into new development areas; no attempt should be made to try to cram such modern functions into historical areas beyond their carrying capacity.

6   It is important to identify and actively promote traditional and endangered local trades. The pattern of bazaars which makes up the ancient quarters of many Asian cities is in itself a valuable heritage component. Planning and conservation must facilitate their continuing viability, where possible, in original buildings and locations.

7   The historic urban areas of most Asian cities have already experienced attrition; quarters or rows of historical buildings are interrupted by modern unsightly structures that compromise the heritage value of the assemblage. However, the replacement of

modern intrusions with replicas of historical buildings or infill -buildings in traditional styles should be carefully considered.

8   Unlike discrete monuments or archaeological sites, living urban assemblages often have no institutional custodian. It is therefore important that an administrative and decision-making body be formed which combines local government, business and community representation with professional conservation and planning expertise. The function of this body is to plan long-term integrated conservation and urban improvement and to establish sustainable financing incentives and mechanisms.

9   Tourism offers opportunities for income generation for conservation efforts and for poverty alleviation within historic urban areas, if adequately managed. Tourism plans should be prepared which retain a mix of commercial and other uses, including residential, and do not allow tourist shops and facilities to dominate the historical precinct.

10   Any major infrastructure or development projects planned for urban historic areas or their environs should be preceded by a Cultural Impact Assessment, in order to identify any negative and cumulative impacts which may result.

4.3   Safeguarding the Authenticity of Intangible Aspects of Historic Urban Sites and Heritage Groups

1.   The elements that make the urban area recognizable, coherent and authentic are texture, streets, squares, blocks and buildings, in other words, the structure of space. Therefore, it is this mental template which must be preserved as the skeleton of the conservation plan. Urban textures are the basic material for building a city and thus conserving a city. They include: regularity of proportion, density, repetitiveness, grain and directionality.

2.   The structure of space in an Asian urban setting is hierarchical: streets are ritual paths, squares are sacred of cultural places. In this structure of space the edges are linear elements which constitute the physical boundary of historic towns and frame the continuity of the entire urban fabric. Gates and sometimes buildings act as openings into this urban wall. The authenticity of both buildings and entire blocks is therefore paramount.

3.   The historic urban fabric has evolved over centuries and is a reflection of the distinctive culture and value system of its residents. If the lifestyles and traditional characteristics are destroyed the conservation of the buildings will be nothing but a theatre prop, devoid of the flavour and value system that produced the special attributes of historic cities. In view of the needs of contemporary living and the evolving character of living cities, the focus on striking a balance will be paramount. Thus ongoing discussions and discourse transfer of the community's value system from one generation to another will be an important ingredient of the conservation strategy.

4.   Preservation of the intangible cultural heritage of traditional towns requires that knowledge be transmitted from teacher to pupil and from master to audience. It is therefore important that authentic spaces and venues for transmission be set aside and protected; ritual spaces, institutions, schools, performance venues and other such spaces. The city as a marketplace of ideas and skills is an essential component of authenticity.

5.   The traditional trades and inherited occupations of historic towns imbue the built environment and its spaces with life. These economic activities are integrally linked to social and familial groupings and create a pattern of intangible life styles, tools and work

environments which are reflected in the shape, plan and layout of the townscape. They should be documented, studied and supported as essential components of cultural authenticity.

4.4   Heritage Authenticity and the Community

1   A high level of public awareness regarding the importance of historic urban heritage areas is a prerequisite for ensuring their safeguarding. The authenticity and integrity of such areas will be safer in the hands of those with a sense of pride as custodians and owners of unique heritage buildings.

2   Decision making regarding the conservation of historical urban areas should involve a wide range of stakeholders from administrative and political levels, the community, business and the profession in order to socialize an appreciation of heritage values.

3   The economic future of urban historic areas is integrally tied to development of managed tourism. Cultural tourism creates new pressures on these areas which can only be mitigated by effective public-private cooperation between stakeholders. The UNESCO Lijiang Models of Cooperation for the Development of Sustainable Tourism in Asia and the Pacific supply an effective and regionally appropriate tool for engendering this cooperation.

4.   Historic urban centres are living entities and those whose lives lend them vigour should be supported and enriched by the conservation process. Conservation professionals should work with community programmes and activists to educate the public about the value of their heritage and the ways in which they can be involved in and benefit from its preservation.

Major Threats to Authenticity	Indicators	Action
Dismemberment/Loss of integrity	Loss of historical structures and spaces and replacement with inappropriate building styles	Impact assessment, Management Planning, education through example of conservation best practice
Scale	Construction of buildings of incorrect scale in or in environs of historical precinct	Impact assessment and enforcement of planning law
Neglect and decay	Structural failure and collapse, erosion of decorative elements, damage from insect infestation, vegetation growth and uncontrolled water movement	Management Planning, community level technical training
De-contextualization	Inappropriate / inauthentic activities and uses of historical environment	Impact assessment, Management Planning, community action

V.   MONUMENTS, BUILDINGS AND STRUCTURES

1 Definitions

This category encompasses individual built heritage resources and architectural complexes in their setting which are deemed to possess heritage significance and have been or will be listed or declared for protection and conservation.

2. Framing Concepts

The authenticity of monuments, buildings and structures is integrally linked to the temporal narrative embedded in their fabric. Understanding the chronological development of a monument and the multiple and complex structural, spatial and decorative layers which result is essential to the conservation of authenticity.

The experts hold that successful and authentic conservation of monuments, buildings and sites can best be achieved by giving them a contemporary context. They should be accessible to the community, both physically and in terms of interpretation and display.

3.   Threats to Preservation

1   Individual monuments and complexes face numerous threats to preservation and authenticity including demolition or dismemberment in the face of development, structural decay due to disinterest and neglect and erosion of fabric as a result of pollution and environmental impacts.

2   Unintentional threats to authenticity result from inappropriate and misguided conservation efforts. The urge to beautify and improve the appearance of a building can lead to the removal of original elements and their replacement   with new ones in comparable modern materials. The result can be, for all intents and purposes, a completely new and unauthentic structure.

3   The integrity of a monument can be challenged by loss of or damage to its historical setting. Encroachment by modern Asian cities on their monuments must be controlled by the implementation of planning legislation and byelaws. Similarly, the original setting of rural monuments should be documented and their boundaries researched and enforced to prevent their gradual erosion.

4.   Renovation and reconstruction of monuments and historical buildings in order   to legitimize regimes and to substantiate ethnic or religious claims is an   unacceptable use of conservation efforts.

4.   Tools for Preservation of Authenticity

4.1   Identification and Documentation

1   Detailed historical research, documentation of past interventions and present condition of a building or monument should culminate in a statement of its significance, ie. a description of those irreplaceable values which give it heritage meaning and must be preserved throughout any subsequent interventions.

2 It is important to establish appropriate data bases to serve as a baseline for use in the implementation of conservation projects which maintain authenticity. These data sets should include the following:

- Environmental information
- Grounds / soils information
- Geological and seismic data
- Historical information
- Ownership details
- Architectural details
- Functions analysis
- Stylistic analysis and description
- Structural assessments(status, damage, mechanisms)
- Materials assessments (characterization, decay, causes)
- Archaeological materials
- History of past interventions

3 All interventions carried out on monuments and buildings should be fully documented. All photographs, drawings and all notes, reports, analyses and diagnoses and other data gathered for a conservation project should be archived. Ideally, the final conservation report should be published in an authoritative scientific journal.

4 Samples of all original materials of the monuments such as bricks and roofing tiles, from well documented and dated contexts should be collected for consultation when new materials are required for building conservation. Any new materials and mixtures used in conservation should be archived, with details of their use.

5 Minutes of all progress meetings held at the site should be archived along with monitoring records and any other accounts of works undertaken.

6 Decisions regarding the type and extent of intervention carried out as part of a conservation plan should only be taken after extensive research, expert discussion and weighing of conservation options. Intervention should be the minimum required to ensure the preservation of the heritage values and authenticity of a monument or building.

4.2 Safeguarding Authenticity

1. Special reference should be made to the Burra Charter; this document is particularly relevant and meaningful with regard to maintenance of authenticity as part of the conservation of buildings, monuments and structures. The guidelines regarding preservation, restoration and reconstruction should serve as a basis for the decision making process.

2. Conservation of buildings and monuments should be carried out following a Conservation Plan designed to maintain the authenticity and integrity of the heritage resource. There are some basic components of such a Plan: :

- The principle coordinator of a Conservation Project should be a conservation architect.
- An expert team should be assembled (conservators, art historians, architects, archaeologists, material specialists, surveyors, soil specialists, engineers, laboratory experts, geo-technicians, etc.)
- The work to be carried should be clearly defined and scheduled with responsible parties identified.

- Investigation, analysis, diagnosis and design require the following: drawings, photographs, samples, laboratory tests, on-site testing and controlling, monitoring, working drawings, specifications, construction details, mixtures, execution control, etc.
- Complete documentation of the building or monument is fundamental, including a detailed history of interventions.

3. A clear understanding is needed of the different levels of intervention available to conservation professionals and the criteria for selecting the appropriate minimum level in specific circumstances.

4. Restoration of a monument to a specific period or reconstruction should only be carried out in exceptional circumstances when it is required to reveal or recover the heritage value of a site. It must be based on careful research and not conjecture.

5. Relocation of a monument should only be considered as a last resort if preservation in situ is impossible. It should only be undertaken if a new location can be found which is sympathetic to the buildings period, form and function. The dismantling process should be overseen by a qualified conservation architect after exhaustive photographic, cartographic and materials documentation. The new site must be prepared before dismantling begins.

6. Reconstruction of lost buildings on the basis of existing physical evidence, of similarity to other buildings and historical research should only be considered in exceptional circumstances and with expert consensus. The result can only be new buildings in the form of old, with a resultant loss of authenticity.

7. Retention of historical building facades or features for incorporation into a modern structure should be discouraged as a conservation approach. The authenticity of a heritage site will rarely survive this sort of disclocation and alteration of setting.

8. Particular care must be taken if conservation involves introduction of new materials. Compatibility in the use of new materials is fundamental to maintaining authenticity. Several types of compatibility must be considered to ensure that new materials do not impact negatively on a monument:
   - Chemical compatibility: the two materials should not react chemically (i.e. cement and sulfate) causing expansive phenomena
   - Physical compatibility: (I) the new and the old material cannot have differential movement due to dilations under temperature variation. (ii) the ferocity of new materials should not be much different from that of existing materials
   - Mechanical compatibility: Strength and stiffness of the new material should be equal to or lower than that of the original material.

9. All new materials and construction must be identifiable as such and not presented as original. In order to achieve this all added new materials should be stamped with the date of use and all newly constructed parts of a structure should be clearly differentiated from the original.

10. Practitioners should aim to establish regional guidelines for best practice in conservation of specifically Asian building materials and methods; such as earth building, local brick, carved wood, marble carving and inlay, mirror inlay, mural painting etc. These should conform to international charters accepted by UNESCO, ICOMOS, etc. but focus on Asian needs. Support of traditional building crafts and guilds is an integral part of this process.

11.   For much of Asia, moisture is a serious conservation issue. Conservation Projects should establish moisture controls including measurement of moisture content and distribution and should undertake the design of measures to reduce moisture resulting from rain from above and absorption from below ground.

4.3   Safeguarding the Authenticity of Intangible Aspects of Monuments, Buildings and Structures

1.   Traces of the intangible heritage of the past which are embedded in a monument can only be deciphered and read if we understand the "language" or "code". It is the responsibility of heritage managers to explicate this historical palimpsest to visitors in a way that reflects the authentic values of the site.

2.   A monument creates or defines a sense of place simply by virtue of its presence; an otherwise unexceptional landscape takes on special meaning by association. It is important that conservation planning includes this associated space and does not neglect the environs of monuments and important buildings.

3.   The religious activity and/or sacred elements associated with many monuments, buildings and structures contribute to their authenticity. These symbolic aspects may have guided the original design of a monument and be built quite literally into its fabric. Or the structure may have acted as a stage or backdrop for a range of sacred activity which changed through history. These associations must be identified through research and reflected in the conservation of the site.

4.   In a similar manner, the dedicated use(s) for which a monument or building was originally designed play an important part of our understanding of its authenticity. We must identify these uses and how they impacted on the design and plan of a monument and ensure that this information is reflected in conservation and interpretation.

5.   Knowledge and practices concerning nature and the universe are built into the fabric and design of a monument. A building can therefore be read as a book of knowledge and traditional craftsmanship and skills. Interpretation of a monument should describe these knowledge forms and not merely focus on the finished products.

4.4   Heritage Authenticity and the Community

1.   A sense of ownership should be inculcated within the local communities living in and around heritage properties. If residents come to understand the qualities which make their monument both significant and special, they will prize this authenticity and support efforts to preserve it.

2.   While many monuments have continuing religious, community or other uses which give them a sense of authentic purpose, there are many which lie dormant after conservation is completed. Creative ways should be founds to re-use monuments and historical buildings which are economically viable and yet sensitive to the preservation of authentic features and settings. A special focus is needed to show that social benefit can result from conservation by finding uses that bring the community into close rapport with historical properties.

3.   A pool of artisans with skills in a wide variety of traditional building and decorative techniques is required for the conservation and continuing maintenance of monuments

and historical buildings. Although the range of specific skills will vary across the region, many places share a serious shortage of such talent and many crafts and specialist skills are dying out. Efforts must be made to support these crafts and to supply training and apprenticeship opportunities at the local and national level if authentic workmanship and design is to be part of   conservation efforts.

Major Threats to Authenticity	Indicators	Action
No maintenance	Structural failure and collapse, erosion of decorative elements, damage from insect infestation, vegetation growth and uncontrolled water movement	Management Planning, community level technical training
Environmental decay	Chemical weathering from pollutants, acid rain, stone cancer etc.	Expert technical assessment and action
Misguided conservation	Loss of original fabric and replacement with "new versions of the past"; the urge to make a site look "as good as new".	Conservation planning and training, best practice examples inside the community
Loss of setting /encroachment	Prohibited construction and land use within designated buffer zones	Impact assessment, Planning controls and community action

J   THE ROLE OF CULTURAL HERITAGE IMPACT ASSESSMENT

Cultural Heritage Impact Assessment is an invaluable tool for safeguarding the authenticity of all forms of cultural heritage. In brief, it involves the following procedures:

- full documentation of all the cultural heritage in and near a defined area and understanding of the character defining elements which constitute the value and authenticity of that heritage.
- Understanding of the proposed works or development and how they will or may impact on the fabric, context and authenticity of cultural heritage resources
- Consultation with stakeholders to identify priorities and issues

- Design of measures to mitigate any negative impacts on heritage which may result from the proposed project
- Monitoring of the implementation of those measures to ensure compliance

Stakeholders and participants in this process range from government departments and international donor agencies to heritage professionals and local community members. The result is a system which factors in all possible interpretations of "authenticity".

The Protocols strongly support the formal and wide-ranging integration of Cultural Heritage Impact Assessment as a basic tool for best conservation practice in Asia. Safeguarding authenticity is the primary objective and requisite of conservation, and this methodology which assesses all action in terms of its impact on authenticity is therefore ideally suited to achieving this goal.