

H@R  
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# HERITAGE AT RISK

ICOMOS WORLD REPORT 2000  
ON MONUMENTS AND SITES IN DANGER



K · G · Saur















INTERNATIONAL COUNCIL ON MONUMENTS AND SITES  
CONSEIL INTERNATIONAL DES MONUMENTS ET DES SITES  
CONSEJO INTERNACIONAL DE MONUMENTOS Y SITIOS  
МЕЖДУНАРОДНЫЙ СОВЕТ ПО ВОПРОСАМ ПАМЯТНИКОВ И ДОСТОПРИМЕЧАТЕЛЬНЫХ МЕСТ

# HERITAGE AT RISK

Patrimoine en Péril / Patrimonio en Peligro

ICOMOS WORLD REPORT 2000 ON MONUMENTS AND SITES IN DANGER

ICOMOS rapport mondial 2000 sur des monuments et des sites en péril

ICOMOS informe mundial 2000 sobre monumentos y sitios en peligro

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## Foreword

Producing a first World Report on Heritage@Risk is a major task that ICOMOS undertook with success in a very short time frame. Achieved in continuity with ideas of our former president, Roland Silva, this accomplishment is the result of efforts by many different people around the world. ICOMOS and its H@R Taskforce would like to express their gratitude to all those people.

ICOMOS is a network of expert members. The Heritage@Risk initiative and report benefited from the input and submissions of ICOMOS National and International Scientific Committees. Other contributions came from individual experts or related organisations. Other information was collected and assembled by the Taskforce.

We would like also to thank the experts who participated in the Munich meeting in July 2000. Through their review of the survey's preliminary results, they gave a global and critical perspective and reinforced the intellectual bases for this ongoing ICOMOS initiative.

The actual production of the report required countless hours of work. It owes a lot to the impressive efforts of an editorial team made of Marilyn Truscott, past president of Australia ICOMOS who generously dedicated the best part of her sabbatical in Paris to helping this exercise, and John Zieseemer, with the help of Hannelore Puttinger from ICOMOS Germany. Gustavo Araoz, director of US/ICOMOS helped with clever suggestions and translation. We do not want to forget the essential and discreet support of the staff of the ICOMOS Secretariat in Paris.

In the name of ICOMOS, the members of the Heritage@Risk Taskforce would like to express their gratitude to all these individuals for their precious and generous contributions and their work.

The Taskforce  
Michael Petzet (Germany)  
Sheridan Burke (Australia)  
Dinu Bumbaru (Canada)

## Préambule

L'élaboration d'un premier Rapport Mondial sur le Patrimoine en Péril est une tâche majeure, que l'ICOMOS a entrepris avec succès dans un délai pourtant très court. Dans la continuité des idées de notre ancien président, Roland Silva, cette réussite est le fruit des efforts d'une multitude d'individus dans le monde, auxquels l'ICOMOS et son groupe de travail Patrimoine en Péril souhaitent exprimer leur gratitude.

L'ICOMOS est un réseau de membres experts. L'initiative et le rapport Patrimoine en péril ont eu le privilège de bénéficier des informations fournies par les Comités Nationaux et les Comités Scientifiques Internationaux de l'ICOMOS. D'autres experts ou organisations associées ont eux aussi apporté leur contribution. Certaines informations ont été recueillies et compilées par le groupe de travail lui-même.

Nous souhaiterions également remercier les experts qui ont participé au sommet de Munich en juillet 2000. Grâce à leur examen des résultats préliminaires de l'étude, ils lui ont conféré une perspective mondiale et critique, et ont renforcé les fondations intellectuelles de cette initiative de l'ICOMOS.

La rédaction du rapport proprement dite a nécessité des heures innombrables de travail. Il doit beaucoup aux remarquables efforts de l'équipe éditoriale, composée de Marilyn Truscott, ancienne présidente de l'ICOMOS Australie, qui a généreusement consacré la majeure partie de ses congés à Paris à cet exercice, et de John Zieseemer, avec l'aide d'Hannelore Puttinger, de l'ICOMOS Allemagne. Gustavo Araoz, directeur de l'ICOMOS États-Unis, a apporté ses intelligentes suggestions et son talent de traducteur. Nous ne voudrions pas passer sous silence le soutien essentiel et discret du personnel du Secrétariat International de l'ICOMOS, à Paris.

Au nom de l'ICOMOS, les membres du groupe de travail Patrimoine en Péril souhaitent exprimer leur plus profonde reconnaissance à toutes ces personnes, pour leur précieuse et généreuse contribution et leur travail.

Le groupe de travail  
Michael Petzet (Allemagne)  
Sheridan Burke (Australie)  
Dinu Bumbaru (Canada)



## Preámbulo

La redacción de un primer Informe Mundial sobre Patrimonio en Peligro es una tarea importante que ICOMOS asumió con éxito en un plazo de tiempo muy breve. Realizado en continuidad con las ideas de nuestro presidente anterior, Roland Silva, este logro es el resultado de esfuerzos de individuos muy diferentes de todo el mundo. ICOMOS y su equipo especial de trabajo "Patrimonio en Peligro" quieren expresar su gratitud a todas estas personas. ICOMOS es una red de miembros expertos. La iniciativa y el informe sobre Patrimonio en Peligro han tenido el privilegio de beneficiarse de las informaciones aportadas por los Comités Nacionales y los Comités Científicos Internacionales de ICOMOS. Otras contribuciones provienen de expertos individuales o de organizaciones asociadas. Parte de la información fue recogida y compilada por el equipo especial de trabajo. También quisiéramos dar las gracias a los expertos que participaron en la reunión de Munich, en julio de 2000. Gracias al examen que hicieron de los resultados preliminares de la encuesta, estos expertos aportaron una perspectiva global y crítica y reforzaron las bases intelectuales

de esta iniciativa de ICOMOS. La redacción del informe exigió muchas horas de trabajo. Mucho se debe a los considerables esfuerzos de un equipo editorial formado por Marilyn Truscott, ex-Presidente de ICOMOS Australia, que dedicó generosamente la mayor parte de su año sabático en París a ayudarnos en este ejercicio, y a John Ziesemer, con la ayuda de Hannelore Puttinger, de ICOMOS Alemania. Gustavo Araoz, director ejecutivo de ICOMOS/EE.UU., nos ayudó con sus inteligentes sugerencias y su talento de traductor. No queremos olvidar el apoyo esencial y discreto del personal del Secretariado de ICOMOS en París. En nombre de ICOMOS, los miembros del equipo especial de trabajo Patrimonio en Peligro quieren expresar su gratitud a todas estas personas por su preciosa y generosa contribución y por su trabajo.

El equipo especial de trabajo  
Michael Petzet (Alemania)  
Sheridan Burke (Australia)  
Dinu Bumbaru (Canadá)



## ICOMOS World Report 2000 on Monuments and Sites in Danger

ICOMOS, the International Council on Monuments and Sites, is the advisory body for UNESCO on issues concerning the world cultural heritage, in particular the evaluation of monuments and sites that have been placed on the World Heritage List or are under consideration for listing. With some 6000 members organised in 107 National Committees and 21 International Scientific Committees, ICOMOS is also committed to preservation of our heritage world-wide, wherever monuments, sites or cultural landscapes that are defined by historic buildings are affected. According to the preamble of the Venice Charter (1964), which is considered a founding document for ICOMOS, the preservation of the authentic material evidence of our history is at stake: "Imbued with a message from the past, the historic monuments of generations of people remain to the present day as living witnesses of their age-old traditions. People are becoming more and more conscious of the unity of human values and regard ancient monuments as a common heritage. The common responsibility to safeguard them for future generations is recognised. It is our duty to hand them on in the full richness of their authenticity."

Of course ICOMOS and many of its National Committees have always been involved in individual battles to save monuments, protesting against the destruction or endangerment of specific historic buildings. In the event of catastrophes we have also given on-site advice and have attempted to provide assistance, an example being the Greek National Committee's missions in Kosovo in recent months. But new reports of dangers to our cultural heritage reach us almost daily: a call for help because of flooding in Venezuela, the recent report from the USA of fires in Mesa Verde National Park in the vicinity of the famous Indian cliff dwellings. In order to be better equipped for such dangers ICOMOS has a special Committee on Risk Preparedness which is concerned with the questions how to prevent the risks and how to mitigate the damage in case of accident. Going beyond the issue of risk preparedness, an initiative by ICOMOS and its then director Leo van Nispen further led in 1996 to establishment of the International Committee of the Blue Shield, a partnership of ICOMOS with the organisations for museums (ICOM), archives (ICA) and libraries (IFLA). In the coming decades this committee, which has even been recognised in the Second Protocol of the Hague Convention of 1954 for the Protection of Cultural Property in the Event of Armed Conflicts, could develop into a sort of Red Cross organisation for monuments and historic cultural goods.

But our endangered heritage needs solutions now, before it is too late. When the catastrophe has already occurred, something must be done, even if one was not at all prepared for the risk. Our Heritage at Risk initiative, developed by a task force from Australia, Canada and Germany and endorsed at the ICOMOS General Assembly in Mexico City in October 1999, is a critical first step in this direction. Just as only those monuments that are recognised and recorded as such can be protected with legal means, in order to provide help in case of risk there is first a need for world-wide information about the dangers that are threatening our monuments. Moreover we hope that the [H@R](#) report will inspire further commitments on national and international levels, generate new initiatives in preservation, and pro-

vide an additional positive impulse for existing institutions such as the ICOMOS-supported Blue Shield. The effect should also extend to international foundations that are involved in preservation such as the Getty Foundation or the World Monument Fund. The latter, sponsored above all by American Express, assists a small selection of monuments in connection with its announcement every two years of a "List of 100 Most Endangered Sites". This good example could also influence other internationally operating sponsors, now that there is increased awareness of the economic importance of heritage conservation and its special role in terms of the much-heralded "sustainable development".

With its first World Report on Monuments and Sites in Danger ICOMOS hopes not only to gain the moral support of the world public in the battle against all kinds of threats, but also to achieve practical results in co-operation with all forces that are interested in preservation/conservation of the cultural heritage. As a non-governmental organisation, ICOMOS can identify monuments in danger from a strictly preservation-based perspective without political considerations, can bluntly address the absolutely desperate situation facing the historic heritage in many countries of the world, and can detect dangerous trends at an early stage. The types of threats that show up in the reports that are presented here are very diverse. On the one hand mankind's built historic heritage has always been threatened by natural disasters: by the consequences of earthquakes, typhoons, hurricanes, floods and fires, as well as by the effects of natural weathering and attack by insects or plants. On the other hand wars are still leading to tremendous losses; consider for example the aftermath of the wars, combined with ethnic confrontations and campaigns against culture, in the region of former Yugoslavia. But man-made disasters also include the consequences of world-wide pollution of our air, water and land such as the pollution-linked destruction of monuments of metal and stone, which in some cases have deteriorated faster in the last decades than they had in the previous centuries. The current threats to our historic heritage are incomparable to those of earlier times now that we live in a world that has been undergoing faster and faster change since the last decades of the 20<sup>th</sup> century. This rapid development, taking place under the pressures of world population growth and progressive industrialisation, leads to ever-greater consumption of land – destroying not only archaeological evidence under the earth but entire historic cultural landscapes – and to faster and faster cycles of demolition and new construction with their concomitant burden on the environment.

With this social and economic change historic buildings that are no longer in use become endangered, by deterioration or by destruction through neglect. Even for the historic building stock that is put to good use there is often a lack of means for the simplest building maintenance; in the long run this, too, leads to loss. In many countries, however, not only are the financial means unavailable to guide such developments in the direction of cultural continuity – so important for the identity of a land – but the political will is also missing. This is demonstrated, for instance, by the absence of a state preservation organisation with appropriate experts, by the total lack of preservation laws,



or by legal regulations that exist but are not put to use. The continuous loss of the historic heritage is pre-programmed if there is not a certain amount of public-sector protection in the interest of the general public. Without sufficient protection the criminal scene operating in the background of the international art market can develop further. Many archaeological sites continue to be plundered by illegal excavations, and the illicit traffic of works of art represents a continuous loss of cultural goods that from a preservation perspective should be preserved on their original site. Not only paintings, sculptures and the artefacts of cult sites are being decimated in many countries through theft, but art monuments are actually being destroyed in order to gain fragments for the market: temple complexes are being ruined, sculptures decapitated, frescoes cut up.

With or without an economic background, such shocking acts of vandalism now have an even worse effect thanks to the arsenal of destructive technologies that is available today, in an epoch in which even the most distant corner of the earth is "accessible". In some countries the tourism industry, ubiquitous in its connection with monuments, historic districts and cultural landscapes, apparently provides the only reason to protect monuments, at least as sightseeing objects. A community-based soft tourism naturally would have its positive effect on preservation. But mass tourism, to which entire cultural landscapes have fallen victim over the last decades, represents as before a danger. It remains a disappointment that, despite the many assurances at countless conferences on the theme of tourism and preservation, there is a lack of commitment by the tourism industry, which by now with its sales in the billions is the most important branch of industry world-wide. The tourism industry exploits the cultural heritage through over-use which is sometimes ruinous (consider some of the Egyptian grave sites), but does not render any serious financial contribution to the protection and preservation of the cultural heritage.

Finally, in the development of an increasingly globalised world that is dominated by the strongest economic forces, the tendency to make all aspects of life uniform represents an obvious risk factor for the historic heritage. With the new global "lifestyle", attitudes to historic evidence of the past naturally also change. However there is hope that in some places this very globalisation is causing a renewed consciousness of the significance of the monuments that embody regional and national identity. This trend can also be identified for artistic and craftsman's traditions, out of which the historic heritage has developed in the course of centuries. Nevertheless the mass products of the industrial society that are distributed world-wide remain a tremendous threat because they continue to displace the historic techniques of the skilled craftsman, and thus prevent the possibility of repair with authentic materials and techniques that is so critical for preservation. Consider, for instance, the continuous replacement of traditional clay and wood construction with concrete structures to which so many traditional "house landscapes" have fallen victim.

In addition to the loss of handicraft traditions – a loss which must be fought in the interest of sustainable development – monuments are endangered during rehabilitation work by the use of inappropriate methods and technologies when properly-trained professionals and other preservation specialists are not available at all or in sufficient numbers and preservation know-how is missing. Thus many well-meant preservation measures also fail simply on the basis of lack of competence. I would like

to emphasise here that in preservation practice the maintenance and repair of the existing building stock, which often would require only modest financial means, is more important than many a luxury rehabilitation or extreme reconstruction, which may in fact cause damage to a monument. Overzealous restorations based on aesthetic or sometimes even religious arguments can also represent a danger under some circumstances.

With its Heritage at Risk initiative ICOMOS is concerned with monuments and sites in the broadest sense: not only individual monuments but also different types of immovable cultural properties such as archaeological sites, historic areas and ensembles, cultural landscapes and various types of historic evidence from prehistory and ancient history up to the modern movement of the 20<sup>th</sup> century, as well as monument-related collections and archives. Given our cultural diversity, the threats and dangerous trends outlined above naturally have very different effects in the different regions of the world and in some circumstances endanger only special groups of monuments. For example countless archaeological sites are disappearing around the world because of the erection of dams, the most spectacular example being the Three Gorges Dam on the Yangtse River; innumerable historic urban districts suffer from a careless, often totally unplanned renewal process and uncontrolled urban sprawl in their environs. In the face of the industrialisation of agriculture, vernacular architecture is particularly endangered in many countries, disappearing altogether or sometimes "surviving" only in a few open-air museums. Construction methods using clay, wood and stone – materials that are obtainable locally (a fact of great importance in terms of sustainable development in the future) and which once defined entire cultural landscapes but now represent a mostly unprotected historic heritage that is not recorded in any monument list – are being lost, making room for concrete constructions used all over the world.

But also the built evidence of our industrial history, structures erected with once modern techniques and now themselves worthy of preservation, poses difficult problems for the conservationist when the original use is no longer possible. As our world report shows, even architectural masterpieces of the modern movement of the 20<sup>th</sup> century are threatened with demolition or disfigurement. The monuments and sites, historic districts and cultural landscapes that are entered on UNESCO's World Heritage List should actually be numbered among the non-endangered monuments, but our report shows that here, too, there are individual cases of substantial danger, above and beyond the List of World Heritage in danger, maintained by UNESCO; a case in point is the study presented here on conditions at Pompeii. On the whole, the UNESCO Convention for the Protection of the World Cultural and Natural Heritage, passed in 1972, remains one of the few successful efforts at world cultural politics directed at saving mankind's historic heritage, and ICOMOS is proud to be able to work with UNESCO as an advisory body. A certain unevenness in the representation of the non-European countries in the UNESCO World Heritage List, however, has to do with the fact that the Convention demands – justifiably – not only unique significance for the objects on the list but also appropriate state protective regulations for the monument and its surroundings, a protection that unfortunately does not exist in some countries. Thus for various reasons in future *H@R* reports even the greatest works of mankind may appear, "works of unique and universal value", as it says in the provisions of the UNESCO Convention.



Building each time on the foundation of the previously cited Venice Charter, ICOMOS has developed a number of universally acknowledged charters and guidelines for preservation, principles whose application can help to ward off dangers and prohibit mistakes in maintenance and rehabilitation. ICOMOS moreover is working toward continuously improved standards both for the training of conservationists and for use in daily conservation practice. Through its scientific committees ICOMOS supports the sometimes astonishing advances in certain fields such as archaeological prospection, historic building research, or the safeguarding of historic structures. "Safeguarding the Structure of our Architectural Heritage" is in fact the theme for a conference organised in Bethlehem in co-operation with UNESCO.

The first World Report on Monuments and Sites in Danger, presented at an international press conference, may moreover be understood as an appeal to all colleagues active in preservation to intensify their efforts on all levels to develop solutions for the abundance of practical tasks facing us and to strengthen professional work overall. The field of conservation and restoration, which is not becoming any simpler because of our ever-increasing knowledge, is not a place for amateur activists, but rather presents a continuous challenge for professionals from various branches, including archaeologists, architects, art historians, restorers, specialised scientists and others. Under the leadership of my predecessor Roland Silva in the past decade ICOMOS has developed into a globally anchored organisation that is active all over the world. So, we must also make use of the principles of the profession, previously strongly oriented to a European understanding of preservation, in the direction of a "pluralistic" effort that is appropriate for our cultural diversity. And given the challenges, indeed the often desolate situation, revealed in our H@R report, for every preservation measure we must first pose the critical question as to whether it in fact serves the conservation of an authentic part of our historic heritage and saves it for the future, or whether it perhaps even pre-programmes further loss of historic fabric and future risks.

ICOMOS is naturally aware that it has only a weak voice – a voice that in the past decades was perhaps not loud enough – in a global confrontation about the preservation or destruction of our environment, given the immense technical possibilities and the tremendous financial means that directly or indirectly contribute to continuous losses of the historic heritage today. ICOMOS is also conscious that this World Report 2000 on Monuments and Sites in Danger is out of necessity very incomplete. In the brief period since the H@R conference in early July 2000, organised by ICOMOS Germany with representatives from all the continents, not all of our National Committees were able to submit their contributions. Nonetheless I am of the opin-

ion that this initial endeavour, which offers a wealth of information, had to be made. The World Report 2001 will already have further contributions which can incorporate the criticism that is to be expected and the necessary supplemental material from our colleagues, and it will surely have additional emphasis. In conjunction with a continually updated presentation of our H@R initiative in the future, which will be available simultaneously on the Internet, a general overview of other initiatives in the field of preservation and their legal framework would also be of use; a model case study for the United Kingdom is offered in the present publication. Statistics on the number of protected monuments in individual countries also would be helpful, although the systematic survey of all the world's monuments (even if only in the form of simple lists) must remain a task of the public sector monument offices (which unfortunately do not exist in many countries). A complete inventory and documentation of the world's historic building stock, a task for the coming decades, cannot be achieved by ICOMOS; in its annual World Report ICOMOS can merely attempt to draw attention again and again to the current dangers, before the background of the enormous losses of monuments in the previous century.

ICOMOS hopes that the message from the World Report on Monuments and Sites in Danger will be understood as an urgent appeal to the world public to commit itself more than ever before to saving the cultural heritage that is invoked in so many international resolutions and conferences. We must also encourage our National Committees to make vigorous efforts to save our monuments. We must see practical results from our work, instead of merely being present at all kinds of new initiatives, such as the interesting scientific games our information society has to offer. Even if a "virtual heritage network" can now be created, as claimed by a recent report from the International Society on Virtual Systems and Multimedia, our handling of the authentic evidence of our history – of tangible monuments and sites – cannot be replaced by virtual reality, as fascinating as it may be. The attempt to preserve real authentic objects as memory is part of man's essence as a "historic being", just as repair and reconstruction, an elemental concern of man practised over the centuries, takes us back to the roots of conservation theory and practice. We can certainly also build on the moral strength of our concerns, if we take seriously the challenges to the practice of globalised preservation which are contained in the H@R report. I hope very much that a Heritage at Risk report from ICOMOS – added to continuously, published every year, and also disseminated through the Internet – will reach far beyond the specialised circles organised within the ICOMOS framework to all those to whom the preservation of the historic heritage is important.

Michael Petzet



## Rapport Mondial 2000 de l'ICOMOS sur les Monuments et Sites en Péril

L'ICOMOS, Conseil International des Monuments et des Sites, est l'organe consultatif de l'UNESCO en matière de patrimoine culturel mondial, particulièrement en ce qui concerne l'évaluation des monuments et des sites inscrits sur la Liste du Patrimoine mondial ou dont l'inscription sur celle-ci est envisagée. Comptant quelques 6000 membres regroupés en 107 Comités Nationaux et 21 Comités Scientifiques Internationaux, l'ICOMOS se consacre également à la préservation de notre patrimoine mondial, qu'il s'agisse de monuments, de sites ou de paysages culturels définis par des bâtiments historiques. Selon le préambule de la Charte de Venise (1964), considérée comme l'un des textes fondateurs de l'ICOMOS, c'est la préservation des témoignages vivants de notre histoire qui est en jeu. «Chargées d'un message spirituel du passé, les œuvres monumentales des peuples demeurent dans la vie présente le témoignage vivant de leurs traditions séculaires. L'humanité, qui prend chaque jour conscience de l'unité des valeurs humaines, les considère comme un patrimoine commun, et, vis-à-vis des générations futures, se reconnaît solidairement responsable de leur sauvegarde. Elle se doit de les leur transmettre dans toute la richesse de leur authenticité.»

Comme l'on pouvait s'y attendre, l'ICOMOS et bon nombre de ses Comités Nationaux prennent depuis toujours part à des campagnes individuelles de sauvegarde de monuments, protestant contre la destruction ou la mise en péril de certains bâtiments historiques. Lorsque surviennent des catastrophes, nous nous déplaçons également pour donner nos conseils sur le terrain et, dans la mesure de nos possibilités, apporter notre aide : citons pour mémoire les missions du Comité National Grec au Kosovo ces derniers mois. Mais tous les jours ou presque, nous recevons de nouveaux rapports nous signalant des menaces pour notre patrimoine culturel : un appel à l'aide suite à des inondations au Venezuela, le récent rapport concernant les incendies américains dans le parc national de Mesa Verde, à proximité des célèbres habitations troglodytiques indiennes... Pour mieux se préparer à lutter contre ces dangers, l'ICOMOS a mis en place un Comité Scientifique International sur la Préparation aux Risques, chargé des mesures d'urgence à prendre dans le sillage de désastres tels des tremblements de terre ou des incendies. Au-delà de la question de la préparation aux risques, une initiative de l'ICOMOS et de son directeur, Leo van Nispen, a mené en 1996 à l'établissement du Comité International du Bouclier Bleu, regroupant l'ICOMOS, le Conseil International des Musées (ICOM), le Conseil International des Archives (CIA) et la Fédération Internationale des Associations de Bibliothécaires et des Bibliothèques (IFLA).

Dans les prochaines décennies, ce Comité, déjà reconnu dans le second protocole complétant la Convention de la Haye de 1954 pour la protection des biens culturels en cas de conflit armé, pourrait prendre peu à peu la forme d'une sorte de Croix-Rouge pour les monuments et les biens culturels historiques.

Malheureusement, c'est maintenant, avant qu'il ne soit trop tard, que notre patrimoine en péril a besoin de solutions. Toute catastrophe appelle une réaction, même en l'absence totale de préparation à ce risque. Notre initiative Patrimoine en Péril, élaborée par un groupe de travail (Australie, Canada et

Allemagne) et avalisée lors de l'Assemblée Générale de l'ICOMOS au Mexique, en octobre 1999, est un premier pas essentiel dans cette direction. De fait, tout comme seuls les monuments reconnus et enregistrés comme tels peuvent faire l'objet d'une protection juridique, nous devons, avant de pouvoir aider en cas de risque, disposer d'informations mondiales sur les épées de Damoclès suspendues au-dessus de nos monuments. Nous espérons en outre que le Rapport Patrimoine en Péril inspirera d'autres engagements, à l'échelle nationale et internationale, donnera naissance à de nouvelles initiatives de conservation, et insufflera un nouvel élan aux institutions existantes, telles le Bouclier Bleu soutenu par l'ICOMOS. Son effet devrait également s'étendre aux fondations internationales concernées par la conservation, comme la Fondation Getty ou le World Monument Fund. Ce dernier, dont American Express est le principal sponsor, dresse tous les deux ans une «Liste des 100 sites les plus menacés» et apporte son aide à un certain nombre d'entre eux. Cet excellent exemple pourrait également influencer d'autres sponsors internationaux, alors même que chacun prend de plus en plus conscience de l'importance économique de la conservation du patrimoine, et du rôle majeur qu'elle a à tenir dans le cadre de ce «développement durable» dont l'on entend partout parler.

Avec son premier Rapport Mondial sur les Monuments et Sites en Péril, l'ICOMOS espère non seulement obtenir le soutien moral du public dans la bataille contre les menaces de toutes sortes, mais aussi obtenir des résultats pratiques en coopération avec toutes les forces intéressées à la préservation du patrimoine culturel. En tant qu'organisation non gouvernementale, l'ICOMOS peut identifier les monuments en danger du strict point de vue de la préservation, sans considérations politiques, se pencher franchement sur la situation absolument désespérée du patrimoine historique d'une kyrielle de pays, et détecter précocement les tendances dangereuses. Les types de menace expliqués dans les rapports présentés ici sont très variés. D'une part, le patrimoine historique bâti de l'humanité a toujours été à la merci des catastrophes naturelles, tremblements de terre, typhons, ouragans, inondations et incendies, ainsi que des intempéries et des attaques des insectes ou de la végétation. D'autre part, nous ne pouvons oublier les guerres, qui entraînent toujours des pertes colossales : on peut citer pour exemple les séquelles des conflits armés, des affrontements ethniques et des campagnes menées contre la culture dans la région de l'ancienne Yougoslavie. Parmi les désastres infligés de la main de l'homme figurent en outre les conséquences de la pollution mondiale de notre air, de nos eaux et de nos terres, comme la destruction liée à la pollution des monuments en métal et en pierre, qui, pour certains, se sont plus dégradés ces dernières décennies qu'ils ne l'avaient fait en des siècles. Les menaces qui pèsent aujourd'hui sur notre patrimoine mondial n'ont rien de commun avec celles du temps jadis, car nous vivons dans un univers connaissant, depuis les dernières décennies du 20<sup>ème</sup> siècle, une évolution en constante accélération. Ce développement rapide, soumis aux pressions conjointes d'une démographie galopante et d'une industrialisation progressive, a pour résultat l'accroissement incessant de l'occupation de



terrain – détruisant non seulement les témoignages archéologiques enfouis mais des paysages culturels historiques tout entiers – et des cycles de démolition et de reconstruction toujours plus rapides, qui font payer un lourd tribut à l'environnement.

Dans un tel contexte de changement socio-économique, les bâtiments historiques désaffectés sont en péril, puisqu'ils risquent la détérioration, voire la destruction pure et simple, par négligence. Même dans le cas de ceux qui demeurent en usage, on constate souvent l'absence de la plus élémentaire maintenance, ce qui, à long terme, conduit aussi à la disparition. Quoiqu'il en soit, non seulement nombre de pays ne disposent pas des moyens financiers nécessaires pour guider ces développements dans l'optique de la continuité culturelle – si importante pour l'identité d'une région – mais ne manifestent de toute façon aucune volonté politique en ce sens. Comme en atteste, par exemple, l'absence d'une organisation gouvernementale de conservation dotée des experts adéquats, l'absence totale de lois sur la conservation, ou l'inefficacité de textes législatifs ignorés. La perte progressive du patrimoine culturel est inéluctable si l'État ne lui offre pas lui-même une certaine protection, dans l'intérêt public. Sans protection suffisante, le marché illégal international de l'art peut continuer de se développer. Beaucoup de sites archéologiques sont encore pillés par des fouilles illégales, et le trafic illicite des œuvres d'art représente une disparition permanente de biens culturels qui, du point de vue de la conservation, devraient demeurer sur leur site d'origine. Non seulement les peintures, les sculptures et les objets des lieux de culte sont décimés par le vol, mais les monuments artistiques sont détruits pour en mettre des fragments sur le marché : des temples sont ruinés, des sculptures décapitées, des fresques découpées.

Qu'ils aient ou non une justification économique, de tels actes de vandalisme ont aujourd'hui des conséquences encore plus néfastes, grâce à l'arsenal de technologies de destruction à leur disposition, à une époque où même les contrées les plus reculées sont «accessibles». Dans certains pays, l'industrie du tourisme, intrinsèquement liée aux monuments, aux quartiers historiques et aux paysages culturels, est apparemment la seule raison de la protection des monuments, au moins en tant que lieux «à visiter». Un tourisme communautaire doux aurait naturellement un effet positif sur la conservation. Mais le tourisme de masse, dont sont victimes des paysages culturels entiers depuis quelques décennies, représente lui aussi un péril. Il est décevant de constater que, en dépit des assurances données lors d'innombrables colloques sur le thème du tourisme et de la préservation, l'industrie touristique ne s'est pas toujours engagée sur cette voie alors qu'elle représente désormais, avec ses milliards de chiffre d'affaires, le premier secteur économique à l'échelle planétaire. L'industrie du tourisme exploite le patrimoine culturel, par une utilisation abusive parfois ruineuse (citons pour exemple certains des tombeaux égyptiens), mais n'apporte en retour aucune contribution financière notable à la protection et à la conservation du patrimoine culturel.

Enfin, dans le contexte d'un «village» de plus en plus global, dominé par la loi de la jungle économique, la tendance à l'uniformisation est elle aussi un facteur de risque évident pour le patrimoine culturel. Avec le nouveau «mode de vie» mondial, les attitudes envers les témoignages historiques du passé se modifient. L'on ose espérer toutefois que cette tendance à la

mondialisation, par contrecoup, sensibilise la population locale à l'importance de ses monuments, témoins de l'identité régionale et nationale. Cette tendance se retrouve dans les traditions artistiques et artisanales, qui ont donné naissance au patrimoine historique au fil des siècles. Néanmoins, les produits de masse de la société industrielle distribués dans le monde entier font toujours peser une énorme menace, car ils supplantent les techniques traditionnelles des artisans, et pervertissent ainsi les possibilités de réparation au moyen de matériaux et de techniques authentiques, si vitales pour la conservation. Considérons par exemple le remplacement continu des constructions d'argile et de bois traditionnelles par des structures de béton dont tant de «paysages résidentiels» ont été les victimes.

En sus de la perte des traditions artisanales – une tendance qu'il convient de combattre dans l'intérêt du développement durable – les monuments sont mis en danger, durant les travaux de réhabilitation, par l'utilisation de méthodes et de technologies inappropriées, parce que l'on manque de professionnels qualifiés et de spécialistes de la conservation, ou parce qu'ils ne sont pas en nombre suffisant, et parce que le savoir-faire en matière de conservation est absent. C'est ainsi que beaucoup de mesures de conservation pourtant pleines de bonnes intentions s'avèrent des échecs, simplement par pénurie de compétence. Je souhaite également souligner ici que, dans la pratique de la conservation, la maintenance et la réparation des bâtiments existants, qui ne nécessiteraient souvent que des moyens financiers modestes, sont bien plus importantes que beaucoup de réhabilitations luxueuses ou de reconstructions extrêmes, qui peuvent au contraire porter gravement préjudice au monument. Les restaurations trop zélées, basées sur des arguments esthétiques, voire même parfois religieux, représentent elles aussi, dans certains cas, un risque.

Avec son initiative Patrimoine en Péril, l'ICOMOS se préoccupe des monuments et des sites au sens le plus large du terme : non seulement les monuments individuels mais aussi différents types de bien culturel immobilier, comme les sites archéologiques, les zones et les ensembles historiques, les paysages culturels et divers témoignages historiques, de la Préhistoire et de l'Antiquité jusqu'au mouvement moderne du 20<sup>ème</sup> siècle, ainsi que les collections et les archives associées. Étant donné notre diversité culturelle, les menaces et les dangers déjà mentionnés ont naturellement un impact très différent en fonction des régions du monde et, dans certains cas, ne posent problème que pour certains groupes de monuments. Par exemple, d'innombrables sites archéologiques disparaissent à cause de la construction de barrages : l'exemple le plus frappant en est le barrage des Trois Gorges sur le Yangtse. Dans les villes, on ne compte plus les quartiers historiques en proie à la reconstruction inconsidérée, d'où l'urbanisme est souvent totalement absent, et à l'expansion urbaine incontrôlée dans leur voisinage. De par l'industrialisation de l'agriculture, l'architecture vernaculaire est particulièrement mise en péril dans certains pays, disparaissant purement et simplement ou ne survivant plus que dans quelques rares musées à ciel ouvert. Les méthodes de construction faisant appel à l'argile, au bois et à la pierre – des matériaux disponibles localement (fait de grande importance pour le développement durable), qui étaient jadis l'apanage de paysages culturels entiers mais qui représentent aujourd'hui un patrimoine historique très largement laissé à l'abandon et



absent de toutes les listes de monuments – se perdent, cédant la place aux constructions de béton omniprésentes.

En outre, les témoignages bâtis de notre histoire industrielle, des structures érigées à l'aide de techniques qui furent un jour modernes mais dignes elles aussi, aujourd'hui, d'être préservées, posent un problème délicat au conservateur lorsque l'usage d'origine n'est plus possible. Comme notre rapport mondial le montre, même les chefs d'œuvre architecturaux du mouvement moderne du 20<sup>ème</sup> siècle sont menacés de démolition ou de défiguration. Les monuments et sites, quartiers historiques et paysages culturels inscrits sur la Liste du patrimoine mondial de l'Unesco devraient de fait figurer parmi les monuments non menacés, mais notre rapport indique qu'on y observe pourtant certains cas de grand danger, au-delà de la Liste du patrimoine mondial en péril de l'UNESCO. Citons à l'appui de cet argument l'étude présentée ici sur les conditions de Pompéi. Dans l'ensemble, la Convention de l'UNESCO pour la Protection du Patrimoine Culturel et Naturel Mondial, adoptée en 1972, demeure l'un des rares efforts réussis de politique culturelle mondiale visant à sauvegarder le patrimoine historique de l'humanité, et l'ICOMOS est fier de travailler, en tant qu'organe consultatif, aux côtés de l'UNESCO. On constate cependant une certaine inégalité dans la représentation des pays non européens sur la Liste du Patrimoine mondial de l'UNESCO, inégalité due au fait que la Convention exige – avec raison – non seulement l'importance exceptionnelle des objets sur la liste, mais également des réglementations gouvernementales de protection appropriée pour les monuments et leurs environs, une protection qui n'existe malheureusement pas dans certains pays. Ainsi, les futurs rapports sur le patrimoine en péril risquent de faire figurer même les plus grandes œuvres de l'humanité, des «œuvres d'une valeur unique et universelle», selon les termes de la Convention de l'UNESCO.

À partir de la Charte de Venise, l'ICOMOS a rédigé plusieurs chartes et directives de conservation universellement reconnues, principes dont l'application peut aider à écarter les dangers et à éviter les erreurs dans la conservation et la réhabilitation. En outre, l'ICOMOS travaille à l'amélioration continue de la formation des conservateurs et de la pratique quotidienne de la conservation. Par le biais de ses Comités Scientifiques, l'ICOMOS soutient des percées parfois surprenantes dans certains domaines comme la prospection archéologique, la recherche historique sur les bâtiments ou la sauvegarde des structures historiques. «Sauvegarder la structure de notre patrimoine architectural» est d'ailleurs le thème d'un colloque qui se tiendra à Bethléem, en coopération avec l'UNESCO.

Le premier Rapport Mondial sur les Sites et Monuments en Péril, qui sera présenté à l'occasion d'une conférence de presse internationale, peut en outre être pris comme un appel à tous les acteurs de la conservation : un appel à intensifier leurs efforts à tous les niveaux, pour développer des solutions convenant à toutes les tâches pratiques auxquelles nous devons faire face et pour renforcer globalement leur travail. Dans la conservation et la restauration, que nos connaissances sans cesse accrues ne rendent pas plus simples, loin s'en faut, les activistes amateurs n'ont pas leur place ; c'est en revanche un défi permanent pour les professionnels de diverses branches : archéologues, architectes, historiens de l'art, scientifiques et autres. Sous la tutelle de mon prédécesseur, Roland Silva, l'ICOMOS est

devenu ces dix dernières années une organisation mondiale, active partout sur la planète. Nous devons également appliquer les principes de la profession, jadis nettement orientée vers une compréhension européenne de la conservation, dans la direction d'un effort «pluraliste» adapté à notre diversité culturelle. Et, au vu des enjeux, au vu de la situation souvent désespérée que révèle notre Rapport sur le Patrimoine en Péril, nous devons poser pour chaque mesure de préservation une question critique : sert-elle la conservation d'une authentique partie de notre patrimoine historique et la sauvegarde-t-elle pour les générations futures, ou est-elle en fait elle-même augure de plus grandes pertes dans le tissu historique et de nouveaux risques ?

L'ICOMOS, naturellement, ne sait que trop à quel point sa voix a du mal à se faire entendre – et cela était encore plus vrai, peut-être, pour les décennies passées – dans une confrontation mondiale où s'opposent préservation et destruction de notre environnement, étant donné les immenses possibilités techniques et les gigantesques moyens financiers qui contribuent directement ou indirectement à la destruction définitive du patrimoine historique actuel. L'ICOMOS sait aussi que ce Rapport Mondial 2000 sur les Monuments et les Sites en Péril est forcément très incomplet. Dans le bref laps de temps depuis le colloque sur le patrimoine en péril de juillet 2000, organisé par l'ICOMOS Allemagne avec des représentants de tous les continents, tous nos comités nationaux n'ont pas pu soumettre leurs contributions. Je suis toutefois d'avis que ce premier effort, qui offre une infinie richesse d'informations, s'imposait. Le Rapport mondial 2001 aura d'ores et déjà de plus amples contributions à apporter, qui pourront prendre en compte les critiques prévisibles et les matériaux complémentaires nécessaires apportés par nos collègues, et il mettra certainement en exergue d'autres données. Conjointement à une présentation continuellement mise à jour de notre initiative Patrimoine en péril, qui sera disponible simultanément sur Internet, un aperçu général des initiatives en matière de conservation et de cadre juridique serait également utile ; un modèle d'étude de cas pour le Royaume-Uni ce trouve dans cette publication. Des statistiques sur le nombre de monuments protégés dans chaque pays seraient également d'une grande aide, bien que le recensement systématique de tous les monuments du monde (même sous la forme de simples listes) doive rester une prérogative des offices compétents du secteur public (qui, malheureusement, n'existent pas dans nombre de pays). L'inventaire complet et la documentation des bâtiments historiques du monde, une tâche nécessitant plusieurs dizaines d'années, ne peut être réalisée par l'ICOMOS. Dans son Rapport mondial annuel, l'ICOMOS ne peut qu'attirer l'attention, encore et toujours, sur les dangers existants, au regard des immenses pertes de monuments du siècle précédent.

L'ICOMOS espère que le message du Rapport Mondial sur les Monuments et les Sites en Péril sera compris comme un appel urgent au public mondial, un appel à s'engager plus que jamais pour sauver ce patrimoine culturel invoqué dans tant de résolutions et de conférences internationales. Nous devons également encourager nos Comités Nationaux à s'efforcer vigoureusement de sauvegarder nos monuments. Notre travail doit avoir des résultats sur le terrain, et non pas se contenter de toutes sortes de nouvelles initiatives, en dépit des fascinants jeux scientifiques qu'a à offrir notre société de l'information.

Même s'il est aujourd'hui possible de créer un «réseau virtuel du patrimoine», comme l'affirme un récent rapport de la Société Internationale sur les Systèmes Virtuels et le Multimédia, nous ne pouvons laisser remplacer notre histoire, faite de monuments et de sites tangibles, par la réalité virtuelle, si fascinante soit-elle. La tentative de préservation des objets authentiques et réels comme autant de trésors vivants de notre mémoire s'inscrit dans l'essence de l'homme en tant qu' «être historique», tout comme la restauration et la reconstruction, préoccupations premières de l'homme tout au long des siècles, nous emmènent aux sources de la théorie et de la pratique de la conservation. Nous pouvons également certainement nous appuyer sur la force morale de nos

préoccupations, si nous prenons au sérieux les risques pour la pratique de la conservation mondiale que met en lumière le Rapport sur le Patrimoine en Péril. Pour ma part, je souhaite ardemment qu'un rapport de l'ICOMOS sur le patrimoine en péril – sans cesse actualisé, publié chaque année, et également diffusé sur Internet – aille bien plus loin que les cercles spécialisés au sein de la structure de l'ICOMOS, et parvienne jusqu'à tous ceux pour qui la conservation du patrimoine historique est importante.

Michael Petzet



## Informe Mundial 2000 de ICOMOS sobre Monumentos y Sitios en Peligro

ICOMOS, Consejo Internacional de Monumentos y Sitios, es el órgano consultivo de la UNESCO en materia de conservación y de protección del patrimonio cultural mundial y en particular en lo referente a la evaluación de monumentos y sitios que han sido incluidos en la Lista del Patrimonio Mundial, o cuya inclusión está en estudio. Con unos 6000 miembros agrupados en 107 Comités Nacionales y 21 Comités Científicos Internacionales, ICOMOS se encuentra también comprometido en la preservación de nuestro patrimonio mundial, siempre que se vean afectados monumentos, sitios o paisajes culturales definidos por edificios históricos. Conforme al preámbulo de la Carta de Venecia (1964), considerada como uno de los documentos fundacionales de ICOMOS, la preservación de testimonios vivos de nuestra historia está en juego: "Imbuidos de un mensaje espiritual del pasado, los monumentos históricos de generaciones precedentes permanecen hoy día como testigos vivientes de sus tradiciones seculares. Las personas son cada día más conscientes de la unidad de los valores humanos, y consideran los monumentos antiguos como un patrimonio común. El salvaguardarlos para las generaciones futuras se reconoce como una responsabilidad común. Nuestra obligación es dejárselos en la plena riqueza de su autenticidad."

Por supuesto, ICOMOS y muchos de sus Comités Nacionales, han participado desde siempre en batallas individuales para salvaguardar monumentos o para protestar contra la destrucción o la amenaza de edificios históricos específicos. En caso de catástrofes, también hemos dado nuestros consejos en el terreno mismo y hemos tratado de prestar ayuda, siendo un ejemplo las misiones del Comité Nacional griego en Kosovo, llevadas a cabo en los últimos meses. Pero prácticamente todos los días nos llegan informes señalándonos nuevas amenazas para nuestro patrimonio cultural, por ejemplo : la llamada de ayuda después de las inundaciones en Venezuela, o el informe reciente de EE.UU. por los incendios en el Parque Nacional Mesa Verde, cerca de las célebres viviendas trogloditas indígenas. Con el fin de estar mejor equipados para luchar contra dichos peligros, ICOMOS cuenta con un Comité Científico Internacional para la Prevención de Riesgos, encargado de estudiar las medidas de emergencia a adoptar en caso de terremotos, incendios u otros desastres. Además de la cuestión de la prevención de riesgos, una iniciativa de ICOMOS y de su director, Leo van Nispen, llevó en 1996 a establecer el Comité Internacional del Escudo Azul, una asociación entre ICOMOS y el Consejo Internacional de Museos (ICOM), el Consejo Internacional de Archivos (ICA) y la Federación Internacional de Bibliotecarios y de Bibliotecas (IFLA). En las próximas décadas este Comité, que ha sido reconocido en el Segundo Protocolo de la Convención de La Haya de 1954 para la protección de los Bienes Culturales en Caso de Conflictos Armados, puede convertirse en una especie de Cruz Roja para los monumentos y los bienes culturales históricos.

Pero nuestro patrimonio en peligro necesita soluciones ahora, antes de que sea demasiado tarde. Cuando ocurre una catástrofe, hay que saber enfrentarse a la situación, incluso si no se está totalmente preparado para asumir el riesgo. Nuestra iniciativa Patrimonio en Peligro, desarrollada por un equipo de

Australia, Canadá y Alemania y respaldada por la Asamblea General de ICOMOS en México en octubre de 1999, constituye un primer paso trascendental en esta dirección. Sólo aquellos monumentos que han sido reconocidos y están inscritos como tales, pueden ser protegidos con medios legales. Por tanto, para poder prestarles ayuda en caso de riesgo, se necesita primero una información a nivel mundial sobre los peligros que amenazan a nuestros monumentos. Además, esperamos que el Informe sobre Patrimonio en Peligro inspire mayores compromisos a nivel nacional e internacional, genere nuevas iniciativas en cuanto a preservación y dé un impulso positivo adicional a las instituciones existentes, tales como el Escudo Azul apoyado por ICOMOS. El efecto debería también extenderse a fundaciones internacionales comprometidas en la preservación, tales como la Fundación Getty o el World Monuments Fund. Este último, patrocinado principalmente por American Express, ayuda a una selección reducida de monumentos, con la publicación cada dos años de su "Lista de los 100 Sitios que corren Mayor Peligro". Este buen ejemplo podría también influir en el ánimo de otros patrocinadores que operan a nivel internacional, ahora que crece la conciencia sobre la importancia económica de la conservación del patrimonio y su papel fundamental en el tan mencionado "desarrollo sostenible".

Con su primer Informe Mundial sobre Monumentos y Sitios en Peligro, ICOMOS espera no sólo ganar el apoyo moral del público de todo el mundo en la batalla contra todo tipo de amenazas, sino también alcanzar resultados prácticos en cooperación con todas las fuerzas interesadas en la preservación / conservación del patrimonio cultural. Como organización no gubernamental, ICOMOS puede identificar monumentos en peligro desde una perspectiva estrictamente basada en la preservación, al margen de consideraciones políticas; puede presentar con franqueza la situación absolutamente desesperada en la que se encuentra el patrimonio histórico en muchos países del mundo, y detectar precozmente tendencias peligrosas. Los tipos de amenaza que aparecen en los informes que aquí se presentan son de orden muy diverso. Por una parte, el patrimonio histórico construido de la humanidad ha estado siempre amenazado por desastres naturales como terremotos, tifones, huracanes, inundaciones e incendios, así como por la acción corrosiva de los elementos naturales y el ataque de insectos o plantas. Por otra parte, las guerras siguen causando terribles pérdidas: por ejemplo, las consecuencias de las guerras combinadas con confrontaciones étnicas y con campañas contra la cultura en la antigua Yugoslavia. Pero entre los desastres causados por el hombre también se incluyen las consecuencias de la contaminación del aire, del agua y de la tierra en el mundo entero, así como la destrucción de monumentos de piedra y metal a causa de la contaminación, que en algunos casos ha causado más deterioro en las últimas décadas que en todos los siglos anteriores. Las amenazas a las que se expone actualmente nuestro patrimonio histórico son incomparables con las de épocas anteriores, ahora que vivimos en un mundo que está experimentando cambios cada vez más rápidos desde las últimas décadas del siglo XX. Este rápido desarrollo que tiene lugar por la presión del crecimiento de la población mundial y



por la progresiva industrialización, lleva a un consumo cada vez mayor de terreno, destruyendo no sólo vestigios arqueológicos bajo tierra sino también paisajes culturales históricos completos, y lleva también a ciclos cada vez más rápidos de demolición y de nuevas construcciones, con su peso concomitante sobre el medio ambiente.

Con este cambio social y económico, los edificios históricos que ya no se utilizan pasan a estar en peligro, amenazados por el deterioro o por la destrucción debida a una total negligencia. Incluso en el caso de edificios históricos rehabilitados, a menudo faltan medios para asegurar un mantenimiento elemental. A largo plazo esto también lleva a pérdidas. En muchos países, sin embargo, no sólo no se cuenta con los medios financieros para guiar este tipo de desarrollo hacia una continuidad cultural, tan importante para la identidad de un país, sino que también falta la intención política. Esto queda demostrado, por ejemplo, por la ausencia de una organización gubernamental que se encargue de la preservación y que cuente con expertos adecuados, por la falta total de leyes que regulen la preservación, o por la existencia de una legislación que no se aplica. La pérdida continua del patrimonio histórico se encuentra irremediablemente pre-programada si no se da una cierta protección por parte del sector público en beneficio del interés general. Sin protección suficiente, la criminalidad que opera en el trasfondo del mercado internacional del arte puede seguir desarrollándose: muchos sitios arqueológicos siguen siendo saqueados por excavaciones ilegales, y el tráfico ilícito de obras de arte representa una pérdida continua de bienes culturales que, desde la perspectiva de su preservación, deberían ser conservados en su emplazamiento original. No sólo pinturas, esculturas y objetos de sitios de culto se han visto diezmados por robos en muchos países, sino que actualmente se están destruyendo monumentos artísticos con el objeto de conseguir fragmentos destinados al mercado: templos arruinados, esculturas decapitadas y frescos troceados.

Con o sin justificación económica, estos actos aberrantes de vandalismo tienen un efecto aún más grave a causa del arsenal de tecnologías destructivas disponibles hoy en día, en una época en que incluso el más recóndito rincón del mundo se ha vuelto "accesible". En algunos países, la industria del turismo, intrínsecamente ligada a monumentos, barrios históricos y paisajes culturales, constituye al parecer la única razón para proteger monumentos, al menos en cuanto puedan ser considerados como lugares de interés. Un turismo comunitario moderado, podría tener, desde luego, efectos positivos en la preservación. Pero el turismo masivo, del que han sido víctimas en las últimas décadas paisajes culturales enteros, representa ante todo un peligro. Es decepcionante comprobar que, a pesar de todas las garantías expresadas en las innumerables conferencias que han tenido lugar sobre el tema del turismo y la preservación, la industria turística siga sin comprometerse en este sentido, aun siendo actualmente, con sus ventas de miles de millones, el sector industrial más importante a escala mundial. El turismo explota el patrimonio cultural mediante un uso excesivo, a veces ruinoso (citamos algunas tumbas egipcias, por ejemplo), pero no aporta ninguna ayuda financiera para la protección y preservación del patrimonio cultural.

Finalmente, en el contexto de un mundo cada vez más "globalizado", dominado por presiones económicas cada vez más poderosas, la tendencia a regularizar todos los aspectos de la vida representa un factor de riesgo indudable para el

patrimonio histórico. Naturalmente, con el nuevo "estilo de vida" mundial, la actitud ante testimonios históricos del pasado también cambia. Sin embargo, queda la esperanza de que en algunos lugares, esta misma tendencia a la "mundialización" provoque, por el contrario, una nueva toma de conciencia acerca de la importancia de los monumentos como testigos de la identidad regional y nacional. Esta tendencia también se identifica en las tradiciones artísticas y artesanales a partir de las cuales se ha desarrollado nuestro patrimonio histórico a lo largo de los siglos. Aún así, los productos masivos de la sociedad industrial que son distribuidos por todo el mundo representan una tremenda amenaza, porque continúan reemplazando a las técnicas tradicionales de los artesanos, impidiendo así la posibilidad de efectuar reparaciones con materiales y técnicas auténticas, que son de vital importancia para la preservación. Consideremos, por ejemplo, el reemplazo permanente de construcciones de arcilla y madera por estructuras de hormigón, del que han sido víctimas tantos "paisajes residenciales".

Además de la pérdida de las tradiciones artesanales, pérdida que debe combatirse en aras del desarrollo sostenible, los monumentos corren riesgos durante el trabajo de rehabilitación debido a la utilización de métodos y técnicas inadecuadas cuando no se dispone de profesionales debidamente cualificados y de otros especialistas de la conservación, cuando éstos son insuficientes o cuando faltan conocimientos técnicos en materia de preservación. Así, muchas medidas de preservación adoptadas con las mejores intenciones, fracasan simplemente por falta de competencia. Quisiera subrayar aquí que en la práctica, la preservación, el mantenimiento y reparación de edificios, que a menudo sólo requiere medios financieros modestos, es más importante que muchas rehabilitaciones de lujo o reconstrucciones extremas, que pueden de hecho dañar un monumento. Las restauraciones realizadas con exceso de celo en base a argumentos estéticos e incluso religiosos, también pueden representar un riesgo en determinadas circunstancias.

Con su iniciativa Patrimonio en Peligro, ICOMOS se preocupa de los monumentos y sitios en el sentido más amplio: no sólo monumentos individuales sino también diferentes tipos de bienes culturales inmuebles, como los sitios arqueológicos, las áreas y conjuntos históricos, los paisajes culturales y los distintos tipos de testimonios históricos, que van desde la prehistoria y la historia antigua hasta el movimiento moderno del siglo XX, así como las colecciones y archivos relacionados con los monumentos. Dada nuestra diversidad cultural, las amenazas y peligros expuestos anteriormente tienen desde luego un impacto muy diferente en las distintas regiones del mundo, y en algunas circunstancias solo suponen una amenaza para algunos grupos especiales de monumentos. Por ejemplo, están desapareciendo innumerables sitios arqueológicos en todo el mundo debido a la construcción de presas, siendo el ejemplo más espectacular el de la Presa de los Tres Cañones del río Yangtsé en China. En los núcleos urbanos son innumerables los barrios históricos que sufren procesos de renovación descuidados y a menudo totalmente carentes de planificación, así como la expansión urbana incontrolada hacia la periferia. Frente a la industrialización de la agricultura, la arquitectura vernácula se encuentra particularmente amenazada en muchos países, desapareciendo por completo o "sobreviviendo" a veces en unos pocos museos al aire libre. Los



métodos de construcción que utilizaban arcilla, madera y piedra – materiales que se obtienen localmente (un factor de gran importancia para el desarrollo sostenible), que antaño definieron todo un paisaje cultural, y que actualmente representan un patrimonio histórico altamente desprotegido, que no se encuentra registrado en ninguna lista de monumentos – se pierden, cediendo la plaza a las construcciones de hormigón utilizadas en todo el mundo.

Pero incluso testimonios edificados de nuestra historia industrial, estructuras erigidas con lo que antaño fueron técnicas modernas y actualmente dignas de ser preservadas, plantean problemas difíciles para el conservador cuando su utilización original ya no es posible. Como lo indica nuestro informe mundial, incluso las obras maestras arquitectónicas del movimiento moderno del siglo XX están amenazadas por la demolición o la desfiguración. Los monumentos y sitios, barrios históricos y paisajes culturales incluidos actualmente en la Lista de Patrimonio Mundial de la UNESCO deberían en realidad figurar entre los monumentos fuera de peligro, pero nuestro informe indica que también aquí se observan casos de riesgo sustancial, además de y más allá de la Lista del Patrimonio de la Humanidad en peligro realizada por la UNESCO. Un caso que apoya este argumento es el estudio que se presenta aquí sobre las condiciones de Pompeya. En general, la Convención de la UNESCO para la Protección del Patrimonio Cultural y Natural Mundial, establecida en 1972, sigue siendo uno de los pocos esfuerzos realizados con éxito en el ámbito de la política cultural mundial para salvaguardar el patrimonio histórico de la humanidad, e ICOMOS está orgulloso de trabajar con la UNESCO, en tanto que órgano consultivo. Sin embargo, se puede constatar una cierta desigualdad en la representación de países no europeos en la Lista del Patrimonio Mundial de la UNESCO, desigualdad que tiene que ver con el hecho de que la Convención exige (justificadamente) a los bienes que son objeto de la lista, no sólo una importancia excepcional, sino también normas de protección estatales adecuadas para los monumentos y su entorno, protección que desgraciadamente no existe en algunos países. Por lo tanto, por diferentes razones, en los futuros Informes sobre Patrimonio en Peligro pueden figurar las más importantes obras de la humanidad, “obras de valor único y universal”, como se cita en la Convención de la UNESCO.

Construyendo siempre sobre los cimientos de la ya citada Carta de Venecia, ICOMOS ha redactado una serie de cartas y de directivas relativas a la conservación, universalmente reconocidas, principios cuya aplicación pueden ayudar a evitar los peligros y errores en el mantenimiento y la rehabilitación. ICOMOS está trabajando además para mejorar continuamente tanto la formación de los conservadores como la práctica cotidiana de la preservación. A través de sus comités científicos, ICOMOS apoya los avances a veces sorprendentes en determinados campos, tales como la prospección arqueológica, la investigación histórica de edificios o la protección de estructuras históricas. “Salvaguardar las Estructuras de nuestro Patrimonio Arquitectónico” es, de hecho, el tema de la conferencia que tendrá lugar en Belén, organizada en cooperación con la UNESCO.

El primer Informe Mundial sobre Monumentos y Sitios en Peligro, que será presentado en una conferencia de prensa internacional, anteriormente mencionada, debe ser entendido más bien como una llamada a todos los colegas activos en el

campo de la preservación para intensificar sus esfuerzos, a todos los niveles, con el fin de desarrollar soluciones que convengan a las múltiples tareas prácticas con las que nos enfrentamos y para reforzar globalmente el trabajo profesional. En el campo de la conservación y de la restauración, que no se simplifica en la medida en que aumenta nuestro conocimiento, no hay lugar para activistas aficionados. Por el contrario, este campo representa más bien un desafío permanente para profesionales de diferentes ramas : arqueólogos, arquitectos, historiadores del arte, restauradores, científicos especializados y otros. En la última década, bajo la dirección de mi predecesor, Roland Silva, ICOMOS se convirtió en una organización de desarrollo global, activa en todo el mundo. Así, debemos aplicar los principios de la profesión, antaño orientada hacia una comprensión europea de la conservación, en la dirección de un esfuerzo “pluralista”, adaptado a nuestra diversidad cultural. Y dados los retos que plantea la situación actual, más bien desoladora, que sin duda revela nuestro Informe sobre Patrimonio en Peligro debemos en primer lugar formular una pregunta crítica para cada medida de preservación : acaso esta medida sirve para la conservación de una parte auténtica de nuestro patrimonio histórico y lo preserva para las generaciones futuras, o por el contrario augura pérdidas adicionales en el tejido histórico y nuevos riesgos futuros?.

ICOMOS es desde luego consciente de la dificultad de hacer oír su voz – una voz que en las últimas décadas quizás no fue suficientemente potente- en una confrontación mundial entre la preservación y la destrucción de nuestro medio ambiente, dadas las inmensas posibilidades técnicas y los desmesurados medios financieros que directa o indirectamente contribuyen hoy a la pérdida del patrimonio histórico. ICOMOS es también consciente de que el Informe Mundial 2000 sobre Monumentos y Sitios en Peligro está aún muy incompleto. En el breve período desde la conferencia sobre el Patrimonio en Peligro que tuvo lugar a principios de julio de 2000, organizada por ICOMOS Alemania, con representantes de todos los continentes, no todos nuestros Comités Nacionales han podido o podrán presentar su contribución. Sin embargo, opino que este intento inicial, primer paso rico en información, tenía que darse. El Informe Mundial 2001 contará incluso con más contribuciones, que podrán incorporar las críticas previsibles y el material complementario necesario aportado por nuestros colegas, y pondrá de relieve otros datos. Junto con una presentación permanentemente actualizada de nuestra iniciativa Patrimonio en Peligro, que estará disponible simultáneamente por Internet, una visión global de otras iniciativas en materia de conservación y su marco legal será igualmente difundida; un modelo de estudio de casos e presentado para el Reino Unido en la presente publicación. Las estadísticas referentes al número de monumentos protegidos en cada país serían de enorme utilidad, a pesar de que el censo sistemático de todos los monumentos del mundo (incluso bajo la forma de listas simples) debe seguir siendo una prerrogativa de las oficinas competentes del sector público (inexistentes por desgracia en muchos países). El inventario y la documentación completa de todos los edificios históricos mundiales, tarea para las próximas décadas, no pueden ser realizados por ICOMOS. En su Informe Mundial anual, ICOMOS no puede sino llamar una y otra vez la atención sobre los peligros actuales, ante el telón de fondo de las enormes pérdidas de monumentos del siglo anterior.

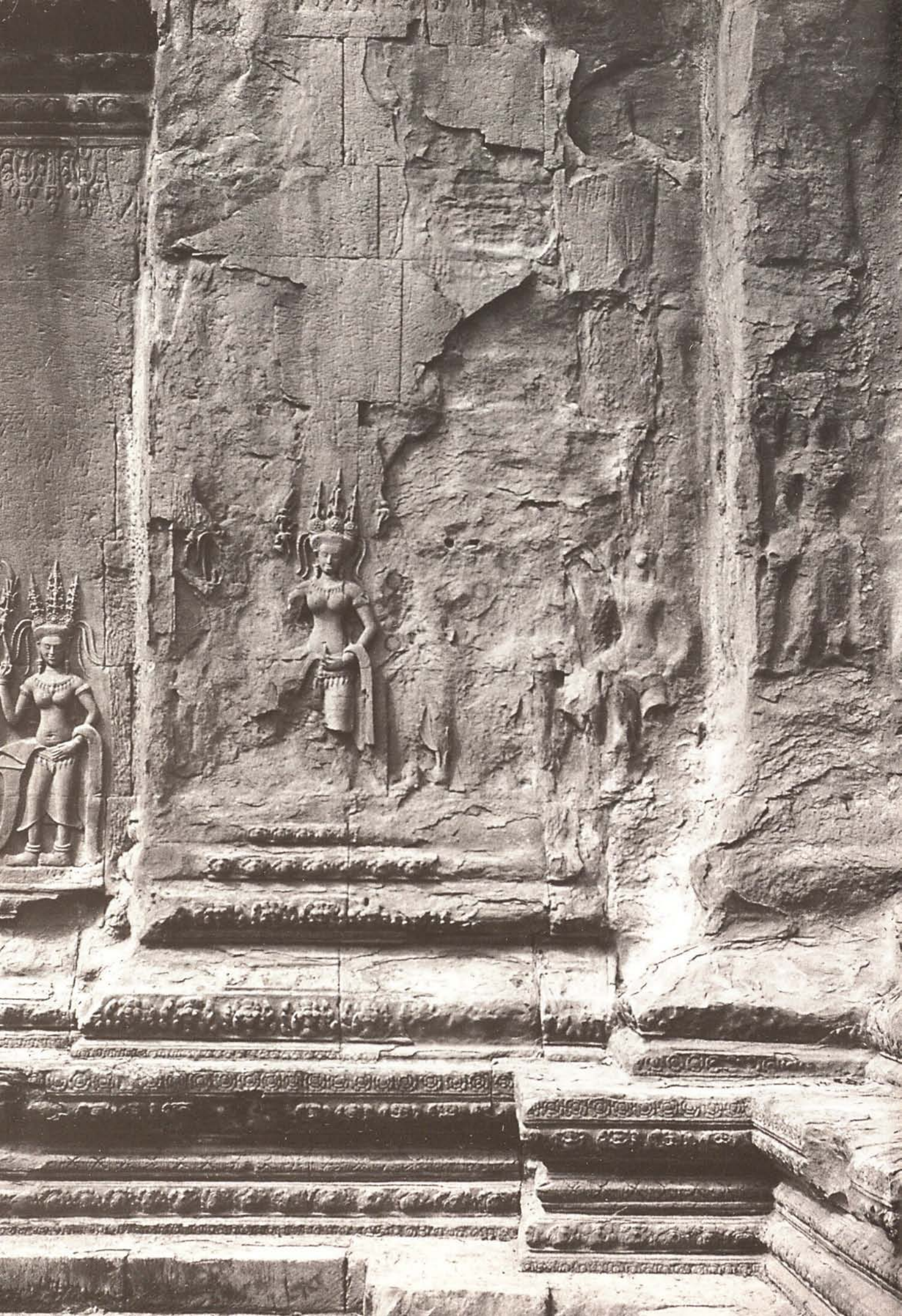


ICOMOS espera que el mensaje del Informe Mundial sobre Monumentos y Sitios en Peligro sea entendido como una llamada urgente al público de todo el mundo para comprometerse más que nunca en la salvaguardia del patrimonio cultural tantas veces invocada en otras tantas resoluciones y conferencias internacionales. También debemos estimular a nuestros Comités Nacionales para que hagan esfuerzos aún mayores para salvar nuestros monumentos. Nuestro trabajo debe tener resultados prácticos, y no contentarse con todo tipo de nuevas iniciativas, tales como los interesantes juegos científicos que nuestra sociedad de la información puede ofrecer. Incluso si hoy es posible crear una "red de patrimonio virtual", como lo proclamaba un informe reciente de la Sociedad Internacional de Sistemas Virtuales y Multimedia, no podemos dejar que nuestra historia, constituida de monumentos y sitios tangibles, sea reemplazada por la realidad virtual, por fascinante que ésta sea. El intento de

preservar objetos reales auténticos como tesoros vivos de nuestra memoria, es parte de la esencia del hombre como "ser histórico", así como la reparación y la reconstrucción, preocupaciones elementales del hombre practicadas a través de los siglos, que nos llevan a las raíces de la teoría y práctica de la conservación. También podemos aumentar la fuerza moral de nuestras preocupaciones si nos tomamos en serio los retos a los que hace frente la práctica de la preservación globalizada y que están contenidos en el Informe sobre Patrimonio en Peligro. Esperamos sinceramente que el Informe sobre Patrimonio en Peligro de ICOMOS, sumado al material permanentemente publicado cada año y también difundido a través de Internet, llegue mucho más allá de los círculos especializados organizados dentro del contexto de ICOMOS, a todos aquellos para los cuales la preservación del patrimonio histórico es importante.

Michael Petzet







## Trends, Threats and Risks

### 1. A First Global Report on Heritage at Risk

In launching the Heritage@Risk programme in 1999 and in producing this first Global Report, ICOMOS initiated a process that brought its whole membership into action to improve the state of conservation of cultural heritage, monuments and sites around the world. This action relied on a great number of reports that provided national, international or thematic perspectives and information. These reports do not cover the entire heritage of the world in an exhaustive fashion but their content is sufficiently diversified in cultural, geographic or historical origins and in types to be considered representative for this first Global Report.

### 2. Effective Protection against Risks

The concept of risk is intimately linked to that of effective protection of which it is a measure. In many ways, the real type and level of risks affecting a heritage place, a monument or a site is indicative of its total effective level of protection.

Adequate protection of a heritage place, monument or site will ensure it maintains its cultural significance and its physical integrity, through time and eventual changes, as a document/record for the benefit of current and future generations. Protection is provided by all sorts of actions, whether they focus on the heritage itself and on its values by their statutory mandate, or they have an indirect positive impact on it. Protection can be legal, physical or moral, and includes preventive measures as well as maintaining an appropriate use or developing cultural or educational activities. It relies on a community commitment and, as a result, raising public awareness and appreciation of the cultural heritage is a condition of success as well as a necessary action to ensure active and sustainable conservation of a heritage place. Beyond awareness, conservation requires skills and resources, in particular financial; otherwise even the effectiveness of protection mechanisms will decline.

Legislation might define powers to list a place and control its transformation by human activities, but it cannot stop natural processes that may damage it. For those, a culture or programme of active maintenance and adequate management is required.

### 3. Documenting the Threats

Conservation, or historic preservation as it is also called, deals with current conditions of heritage places, monuments and sites in order to secure their safe transmission to future generations, just as we have received them from our ancestors. But, the reason we care for those places or material objects is usually the intangible meanings and values they carry. Even if this meaning evolves over time, the unchanging physical existence of heritage places, monuments and sites is important to the sequence of generations.

As a result, documenting or monitoring the level of conser-

vation and risk is more a qualitative exercise to appreciate actions and their impact on those values and the material we are preserving, than strictly statistical work. Whereas the decay of material under air pollution, for instance, can be measured in terms of speed of deterioration or the number of buildings demolished per year can be counted, the confusion of the meaning of a heritage place or the loss of spirit associated with traditional crafts or with patina, is something that cannot be expressed in numbers. This Global Report recognises this fact and the need for appropriate indicators. It identifies trends as well as individual cases.

### 4. Global Trends

The reports indicated the following broad trends affecting heritage:

- Changing role of the state towards divesting itself of its responsibilities
- Changing balance between public values and private interests
- Lack of human, financial and professional resources
- Domination of global economical interests
- Global trend of standardisation of culture, construction industry, practices etc.
- Accelerated rate and greater scale of destruction
- Increase of population and poverty

Main threats identified through the survey:

- Maintenance deficiency
- Economic and social changes
- Insufficient conservation standards
- Tourism-related issues

### 5. Most Threatened Cultural Heritage Types

The reports identify a number of types of heritage structures that are most vulnerable at this point, and might require special attention.

#### *Religious heritage*

Religious heritage forms a major part of most societies' heritage and is very diversified in its nature, including sacred sites, graves, isolated monuments or markers, individual buildings or groups, archives, fragile artworks and musical instruments, and sacred landscapes. Changes in religious traditions lead to transformation of buildings or places. Due to the specific architectural characteristics of many religious buildings – size, shape, location, type of construction –, maintenance is a major effort that requires specific skills and resources. Also, in the context of inter-ethnic conflicts, religious heritage is threatened by violent actions, vandalism or total destruction. In addition, looting and stealing of artworks or parts of the buildings for art smuggling, is a major problem around the world.



### *Residences, manor houses and palaces*

Large historic houses, their contents and their estates are particularly threatened by dispersion of their collection, lack of maintenance, internal changes to accommodate modern functions or respond to comfort standards, or demolition. This heritage may also be subject to particular economic and tax constraints that put the weight of conservation on individual owners. Change of ownership within the family, by confiscation and restitution or by sale, create discontinuity in the custodial role and often leads to sales of furniture and surrounding land.

### *Urban Areas*

Urban heritage is subject to a wide range of economic and political forces that transform it in different ways, from the small-scale erosion coming from the introduction of new building products that then spread throughout the whole built landscape, to the creation of new roads, to the massive demolition of entire neighbourhoods to respond to modern so-called progressive standards. The large quantity of buildings as well as their contents and the presence of other dimensions such as archaeological resources, constitutes a complex challenge that is not fully addressed by traditional conservation methods aimed at individual buildings. The complexity of ownership and legal structure requires a capacity to successfully negotiate the case of heritage in urban areas and neighbourhoods that are also living places as human habitats.

### *Vernacular Heritage*

Vernacular heritage includes rural buildings, villages, as well as traditional town buildings. It is composed of modest elements that embody building traditions and a popular culture of architecture and construction that has evolved over centuries, forming a built cultural landscapes. Today's threats are that individual buildings are demolished or renovated using modern materials to meet the images of modern comfort. Entire villages are left empty by population migrations. Many are being destroyed in the context of large industrial, power generation or land reform projects. A lot of that heritage is still insufficiently identified and protected. Also, some of the building techniques found in vernacular architecture – earthen construction technique, for instance – are particularly vulnerable and require the special attention it often does not get. Another potential threat (although it can provide an acceptable alternative to abandonment or destruction) is the gentrification of vernacular areas.

### *Industrial Heritage*

Industrial heritage is a privileged testimony of major pages of human activities whether it relates to technological development or the social and physical transformations associated with production, transportation and trade. It has often been produced to meet a specific and not always sustainable need, such as housing production processes and machines that are subject to rapid obsolescence in some cases. It relates to production or transportation, and very often to specific technologies. Around the world, changes in the economy and in technical standards of production, have led to the destruction of buildings, the loss of historic machinery and the obsolescence of entire ensembles, including workers' neighbourhoods or villages forming whole

landscapes. In many places, industrial heritage, whether it predates the Industrial Revolution or not, has not yet reached a sufficient level of recognition for individual objects, sites or landscapes. Environmental legislation and requirements enhance the difficulty of recycling or maintaining such property and often force their destruction.

### *20<sup>th</sup> Century Heritage*

Recent heritage, particularly that associated with the classical modern styles, is an important part of our common heritage, expressing major developments in architecture and society. It is suffering from a lack of recognition and protection as compared to "older" or more traditional heritage. In addition, sophisticated designs and often experimental technology give it additional vulnerability. Simple changes to meet more current needs, can alter the subtle architectural qualities of the buildings. In addition, the large quantity of such production of buildings or urban ensembles creates a problem for establishing protection and conservation priorities.

### *Cultural Landscapes*

Cultural landscapes include a variety of situations, from the planned monumental gardens in some European contexts to the highly spiritual description of a natural place achieved by indigenous cultures in North America or Aboriginal cultures in Australia, to the land patterns in cities or countryside. Agriculture is in many places a major source of the cultural identity of the land; changing practices in agriculture and in the food industry world-wide are affecting these, often leading to total loss. Major development projects also threaten the fragile values associated with indigenous spiritual landscapes. Loss of traditional skills and methods are also a concern. In general, the lack of understanding, recognition or knowledge of cultural landscapes enhances the lack of protection they endure.

### *Archaeological Sites*

Archaeological sites constitute a major archive of the world and often the last tangible evidence of lifestyles or even entire cultures. Yet, they are often an invisible and often unexpected part of our heritage in most cases. They are very vulnerable to modern or intensive agricultural practices, urban sprawl, transportation or power dam projects as well as constructions such as underground car parks. In the case of many exposed sites, their maintenance, safety protection and interpretation do not receive adequate resources which threatens the integrity of the place and objects related to it. Additional threats of looting affect particularly underwater heritage, as treasure hunting is facilitated by new technologies and markets, in a context of insufficient international and national legislation.

### *Intangible Values and the Authentic Spirit of Sites*

The spiritual value of a sacred place or landscape, the associated traces of history, the marks of the craftsmen's tools or the evidence of age are often disregarded as we move towards a more materialistic and superficial society. Conservation practice also creates some threats to those dimensions of heritage as it often focuses only on the material or design dimensions and reverts to strong cleansing and upgrading interventions.



### *Contexts of Heritage Places, Monuments or Sites*

Too often, monuments, heritage places or sites are treated, protected or managed without much consideration paid to their immediate surroundings or greater setting. This risk is increased as legislations are often narrow in their application and lack the provisions or impact assessment capacity that would enable surroundings protection as a standard practice.

### *Objects and Documents Belonging to Heritage Places*

Buildings as well as archaeological sites or cultural landscapes have a value as immovable properties but also through the objects they include. Conservation effort is too often concentrated exclusively on the built fabric. Furniture, artwork, ethnological objects, archival documents relating to a heritage place, or even smaller landscape features are subject to various forms of neglect or dispersal. The immovable monument is then deprived of its full meaning. In addition, documents such as archaeological records or investigation reports, produced to enhance the knowledge and understanding of a heritage place, often using destructive methods, are also at risk.

## **6. Risks from Natural Processes**

Natural processes or risks are more likely to be predictable pending on appropriate scientific and technological means. Many of them have already been addressed through history in the development of traditional construction methods or traditions. Natural processes not only threaten heritage through spectacular events or natural catastrophes of great destructive potential. They also act as a permanent condition resulting from the environment of the heritage place or monument, like weathering or wearing of a building, that can be addressed through maintenance to limit its effects. Here is a list of such processes and risks:

### *Natural conditions*

- Humidity (rapid changes)
- Cold, heat
- Wind pressure, wind-borne sand, etc.
- Soil characteristics, ground water, salts, etc...

### *Natural processes*

- Natural decay of materials, rot, corrosion
- Insects, vegetation overgrowth or fungal infestation
- Salt migration
- Erosion, changes in the river beds, shore lines, dunes etc.
- Weathering
- Structural settling

### *Natural hazards*

- Ground movements, landslides, earthquakes, volcanoes, subsidence, etc.
- Floods, heavy rains, etc.
- Forest fire, lightning fire etc.
- Windstorms, hurricanes, etc.

Such processes are natural but our response to prevent the risk they represent to cultural heritage is a human responsibility. In some cases, we do not provide any response or even no prevention methods at all; for instance, a fire alarm system. In other cases, the response is more damaging than the threat itself; for instance when giant tetrapods are used to stabilise the seashore next to temples.

### *Type of response*

- Develop early warning and monitoring technology and methods
- Promote traditional and modern preventive technology
- Promote adequate maintenance with proper skills
- Develop heritage-friendly technology for earthquake and other disaster mitigation

## **7. Development-related Risks**

Human activities have created the heritage we are now conserving. Current human activities can also be the source of a great range of threats to that heritage: from locating incompatible functions close to heritage places to their total destruction. The degree of impact is based on the degree of knowledge, recognition and legal protection of the heritage. Development choices and trends can be anticipated to a certain degree but they can also be influenced by the development choices processes, the rules or the conservation framework. Examples of the pressures are:

### *Economic pressure*

- Changing land use (urban sprawl, industrialised agriculture; high density, gentrification)
- Accelerated obsolescence of heritage buildings induced by new constructions
- Environmental impacts (air, water and soil pollution, deforestation, land erosion)
- Urban transformation (gentrification, densification, façadism, demolition by neglect)
- Redevelopment of large estates or heritage landscapes (loss of gardens or landscapes)
- Inappropriate land use in sensitive heritage areas (intrusive shopping centres, high rises)
- Global market economy (impact on cultural diversity, local traditions, crafts, identity)

### *Large development projects*

- Power dam and reservoir construction (construction, permanent flooding)
- Mining and forestry operations
- Transport infrastructure (road, bridge, railway, parking, harbour facilities, airports)

### *Unmanaged tourism*

- Visitors behaviour and accessibility (disrespect, mass consumption of sites and monuments)
- Accelerated physical abuse of heritage places (erosion of grounds, floor surfaces, walls)



- Impacts of related facilities (on-site facilities, parking and souvenir shops, hotels, roads)
- Intrusive or excessive presentation and related works, including inappropriate reconstruction

Unchallenged or uncontrolled development practices have led to irreversible damage or losses to all our heritage. New and powerful trends are evolving in the context of a more global and interrelated economy whose influence on the world's cultural diversity is potentially devastating. Deep or planet-wide trends cannot be acted upon only through regular conservation tools or legislation, but action can be taken to enhance the level of national, regional or local ability to create an adequate balance between conserving and maintaining traditional or appropriate use of existing heritage places, monuments or sites, and responding to economic needs. Sustainability of heritage and cultural heritage are important in themselves.

#### *Type of response*

- Ensure the recognition of heritage as an indicator of sustainable development
- Encourage the proper use of heritage places before new construction
- Improve and enforce pollution control with respect to its impact on heritage
- Apply land use plans that protect heritage places and their surroundings
- Anticipate and control tourism impacts
- Establish and promote a tourism industry code of ethics for heritage places
- Ensure legislation deals with heritage's surroundings or buffer spaces

## **8. Risks from Social and Collective Behaviours**

Human behaviour prevails at the individual level as well as the collective, and has proven to be a source of cultural heritage as well as a constant threat to its future. Human creativity created the artwork we enjoy today while the expressions of cultural identity have given our generation a rich set of symbols and witnesses from a near or distant past. These factors are highly qualitative and hardly measurable. Yet, they can be assessed and observed so as to anticipate danger for cultural heritage.

#### *Social breakdown*

- Large human migrations (refugees, displacement, ethnic cleansing, etc.)
- Organised crime / corruption (theft, illicit traffic or excavations, demolition, arson, etc.)
- Fanaticism (religious, inter-ethnic, economic tensions, etc.)
- Violence (vandalism, terrorism, internal conflicts, etc.)
- War (massive destruction, looting, refugees, long-term effects such as land mines, etc.)

#### *General social issues*

- Political choices (sharing powers amongst authorities, public interest vs owners' rights)

- Consumerism (short-term view, need for constant renewal, fashion, media, appeal of the new)
- Unification of the world's culture (global culture replacing deep cultural diversity)
- Property structure (restitution, responsibility and capacity of the owners)
- Demography (housing and survival needs; lack of resources; desertification; ghost towns)

Conservation activities can only have a limited impact on the sources of many of these risks considering their root in entire social dimensions. Yet, tools have been developed up to now to try to address some of these threats. At a broader level, education to put heritage among positive values of a society in a more open and humanistic world can be seen as possible paths to follow. Also, promoting the contribution of cultural heritage to the construction of a more peaceful and sustainable human society, is necessary. Conservation – in particular maintenance and repair-oriented practices – is also a basic component of a sustainable strategy to poverty reduction and developing a responsible sense of ownership.

#### *Type of response*

- Promote and improve the implementation of international conventions
- Promote the recognition of cultural diversity and its heritage dimensions
- Develop a broad education base to reinforce cultural identity in a global context
- Promote cultural diversity

## **9. Weaknesses of the Conservation Safety Net**

Risks to heritage are largely the results of factors or pressures coming from either the natural, social or economic environment. Also, some of the damage or loss mentioned in the reports refer to the necessity to consider possible weaknesses and improvements to the protection framework and to the tools that exist to prevent further threats to cultural heritage. These potential weaknesses can range from the lack of legal tools to a competitive or clustered division of work amongst the various disciplines, to a conservationist corporate attitude which does not always put continuous care, maintenance and repair, as a priority. Professional issues are also crucial as the protection "safety net" we trust, relies so much on human beings and their ability or will to act properly to preserve sites, monuments and heritage places in regular or exceptional circumstances. Another major weakness is found with the need to better integrate heritage conservation concerns in the other activities of the public authorities such as public properties management or post-disaster recovery.

#### *Protection framework*

- Policy (competing, conflicting authorities, inconsistent interventions, inefficient bureaucracy)
- Legislation (outdated definitions, lack of implementation measures, unrealistic obligations)
- Conservation practices (lack of standards, maintenance tradition, competing disciplines)



- Management (fragmentation, disciplinary division of work, lack of monitoring)
- Interventionism (urge to act without proper knowledge base, lack of low intervention option)
- Listing (exclusive rather than inclusive, specialised concerns, need for updating)
- Conservation ethics (damaging restoration, lack of regular review, lack of knowledge sharing)
- Institutions (weakening of conservation institutions, lack of human and financial resources)
- Community involvement (lack of public consultation, incentives for maintenance)

### *Professional issues*

- Training (insufficient or occasional training, limited knowledge, lack of operational research)
- Young professionals (wasting trained people as weakened institutions cannot integrate them)
- Crafts and skilled labour (transmission of skills at threat, pre-fabricated building materials)
- Ethics (conservation mercenaries, disrespect for local cultures, privatising knowledge)

The safety net of conservation is built by a range of different players: the public sector (national, regional and local authorities and agencies, conservation institutions, universities); the private sector (owners, manufacturers and builders, professional conservators, craftsmen, planners), and the civil society (non-governmental organisations, private associations, volunteers). Risks related

to that safety net should be monitored through an on-going monitoring exercise to help identify weaknesses and address them so as to improve the overall system. As defined in the context of the World Heritage Convention, monitoring should be seen as a collaborative exercise to improve the state of conservation and, as such, is best realised jointly and in an open form. The focusing of a diversity of players is a great challenge for the conservation framework. It raises a range of issues: the public sector's commitment to have an exemplary attitude in its own interventions; the needs for incentives to stimulate or support the private owners; the capacity to ensure an effective field presence of conservation institutions in a context of budget and staff reduction.

### *Type of response*

- Reinforce political commitment to assess, update and implement policies, legislation and practices
- Improve public works, property management or post-disaster actions with respect to heritage
- Promote conservation as part of sound development practice
- Develop and disseminate appropriate conservation standards including existing charters
- Improve listing, monitoring and maintenance procedures, in particular for "ignored heritage"
- Improve involvement and co-ordination of public, private and non-governmental actions
- Improve the implementation of international conventions
- Provide training and permanent education to professionals, managers and crafts



## Tendances, menaces et risques

### 1. Un premier Rapport global sur le Patrimoine en Péril

En initiant le programme en 1999 et en produisant ce premier rapport global, l'ICOMOS a mis en marche un processus qui a mobilisé tout son réseau expert de membres et de comités nationaux et internationaux dans le but d'améliorer l'état de conservation du patrimoine culturel immobilier, des monuments et des sites à travers le monde. Ce travail et ce résultat reposent sur un grand nombre de rapports qui ont fourni des informations et des perspectives nationales, internationales et thématiques sur la question. Ces rapports ne décrivent pas la réalité du patrimoine culturel de manière exhaustive. Cependant, ils sont suffisamment diversifiés en termes de distribution culturelle, géographique ou historique ou de types de biens patrimoniaux, pour que l'on puisse les considérer comme représentatifs dans le contexte de la production de ce premier rapport.

### 2. Les risques et l'efficacité des protections

Le concept même de risque est intimement lié à celui de protection dont il est une des mesures. À bien des égards, le niveau de risque affectant un monument, un site ou un lieu patrimonial est indicatif du niveau de global de protection effective de ce bien.

Une protection adéquate assurera à un lieu patrimonial, un monument ou un site le maintien de sa valeur culturelle et de son intégrité physique à travers le temps, au fil des changements et des évolutions, en tant que document et que message aux générations futures. Cette protection est le fait d'une grande diversité d'actions, certaines ayant pour mandat spécifique de veiller au patrimoine, d'autres ayant une influence positive indirecte sur son avenir. La protection peut être légale, physique, morale ou sociale. Elle comprend des mesures préventives autant que le maintien d'un usage adéquat ou la réalisation de programmes éducatifs ou culturels pour rehausser l'appréciation populaire. La protection repose sur l'engagement collectif et, conséquemment, la sensibilisation au patrimoine culturel est une condition de succès tout aussi importante que des mesures de conservation nécessaires et soutenues. Au-delà de la sensibilisation, la conservation du patrimoine requiert des talents et des ressources, financières notamment. Autrement, même l'efficacité des mesures de protection et de contrôle déclinera.

Les lois définissent les pouvoirs qui permettent de classer des biens patrimoniaux et d'en contrôler les transformations par des activités humaines mais elles ne peuvent empêcher les phénomènes naturels qui les endommagent. Pour cela, une culture ou des programmes actifs d'entretien préventif et de gestion sont nécessaires pour compléter les protections.

### 3. La documentation des menaces

La conservation des biens ou lieux patrimoniaux, des monuments et des sites (ce que plusieurs appellent

« restauration »), traitent de l'état actuel de ceux-ci pour en assurer la transmission aux générations futures, tout comme notre génération les a reçus des précédentes. Cependant, nous soignons ces lieux ou des objets matériels pour le sens et les valeurs que nous leurs reconnaissons. Même si ces valeurs évoluent dans le temps, le maintien de l'existence physique de ces monuments, de ces sites ou des autres lieux patrimoniaux est important dans la séquence des générations.

En conséquence, documenter et suivre le niveau de conservation et de risque demande de pouvoir apprécier l'impact qu'ont des conditions naturelles ou des activités humaines sur ces valeurs et sur les éléments matériels que l'on conserve. C'est plus qu'une opération statistique. S'il est vrai qu'on puisse mesurer, par exemple, la vitesse de dégradation d'un matériau soumis à la pollution ou compter le nombre de bâtiments démolis chaque année, on ne peut exprimer en chiffres la confusion ou la perte de sens ou de patine d'un lieu patrimonial ou encore l'érosion des savoir-faires traditionnels. Ce Rapport global reconnaît cette dualité et souligne l'importance de développer des indicateurs adaptés à la réalité du patrimoine. En ce sens, il porte un regard sur des tendances autant que sur des cas individuels.

### 4. Des tendances globales qui affectent le patrimoine culturel

Des rapports reçus se dégagent un certain nombre de tendances lourdes qui affectent le patrimoine.

- Évolution du rôle de l'État vers un dégageant de ses responsabilités
- Évolution de l'équilibre entre les valeurs collectives et les intérêts privés
- Insuffisance des ressources humaines, financières et professionnelles
- Domination par les intérêts économiques mondialisés
- Tendance vers une standardisation et une uniformisation de la culture, de l'industrie du bâti, etc.
- Destruction accélérée et amplifiée
- Accroissement de la population et de la pauvreté

Les sources principales de menaces identifiées à travers cet exercice sont :

- Insuffisance de l'action continue, de l'entretien
- Changements sociaux et économiques
- Absence ou faiblesses des principes et normes de conservation
- Impacts du tourisme

### 5. Les types de patrimoine culturel les plus menacés

À travers les nombreux rapports et les études de cas, on voit émerger des catégories de biens et de lieux patrimoniaux plus vulnérables à ce moment et qui demanderaient une attention particulière.



### *Patrimoine religieux*

Le patrimoine religieux constitue la majeure partie du patrimoine de la plupart des sociétés. Il est fort diversifié par nature et comprend, par exemple, des sites sacrés, des sépultures, des monuments ou des stèles isolés, des édifices individuels ou formant des ensembles, des archives, de fragiles oeuvres d'art ou instruments de musique, des paysages sacrés ou des sites de pèlerinages. Les transformations des traditions religieuses mènent souvent à la transformation des bâtiments ou des lieux. Les caractéristiques spécifiques de nombreux édifices religieux – dimension, forme, emplacement, type de construction, etc. – posent des défis de maintenance qui requièrent des talents et des ressources particuliers. Le patrimoine religieux est très menacé par la violence, le vandalisme ou la destruction qui accompagne les tensions ou conflits inter-ethniques. Enfin, le pillage et le vol des oeuvres d'art ou de composantes de bâtiments pour alimenter le marché de l'art est un problème majeur qu'on retrouve à travers le monde.

### *Palais, manoirs et résidences*

Les grandes résidences historiques, maisons et hôtels particuliers ainsi que leur contenu et leurs domaines sont menacés par la dispersion des meubles et collection, par la subdivision des sites, par le manque d'entretien, par les modifications internes pour accommoder des normes modernes de confort ou d'usage ou encore par la démolition. Ce patrimoine est aussi sujet aux conditions économiques et fiscales qui font reposer sur les propriétaires, une charge importante en matière de conservation. Les changements de propriétaires par succession, par vente, par confiscation ou par restitution, entraînent souvent des ruptures dans la continuité de la gestion de ces biens qui se traduisent souvent par la vente des collections ou le morcellement des sites.

### *Ensembles urbains*

Le patrimoine urbain subit les effets d'une grande variété de forces économiques et sociales qui le transforment. Ici, ce sont de petits gestes comme l'installation de nouveaux matériaux qui se répandent et érodent le paysage bâti. Là, ce sont des quartiers entiers qui sont démolis pour répondre à des normes qu'on se aime qualifier de progressistes. Ailleurs, les ensembles vivent une densification démographique très forte avec la concentration, dans les centres historiques, d'une population démunie pour laquelle la conservation du patrimoine ne peut être une priorité évidente. La présence d'un grand nombre de bâtiments avec leur contenu et d'autres types de patrimoine comme les ressources archéologiques, font que le patrimoine urbain pose des défis complexes auxquels ne répondent pas entièrement les méthodes traditionnelles de conservation, orientées sur les bâtiments individuels. La complexité de la structure de propriété et des réglementations exige une capacité de négocier et de plaider la cause du patrimoine dans des zones urbaines et dans des quartiers qui sont également des milieux de vie et des habitats humains.

### *Patrimoine vernaculaire*

Le patrimoine vernaculaire comprend des bâtiments et sites ruraux, des villages ainsi que des bâtiments qui témoignent des

traditions de bâtir en milieu urbain. Il réunit des éléments modestes qui expriment une architecture, des techniques et une culture populaires qui ont évolué au fil des siècles, formant des paysages culturels bâtis. La menace actuelle varie grandement. Ici, ces bâtiments sont démolis ou rénovés avec des matériaux peu sensibles à leurs qualités, pour répondre aux normes de confort moderne. Ailleurs, des villages entiers laissés à l'abandon par les migrations. Plusieurs autres sont détruits au profit de grands projets industriels, hydro-électriques ou de réformes foncières. Une grande partie de ce patrimoine est encore méconnu ou insuffisamment protégé. Certaines technologies traditionnelles – la construction en terre crue, par exemple – sont particulièrement vulnérables aux intempéries et demandent une attention qu'elles reçoivent de moins en moins. Bien qu'elle puisse apporter une solution au problème de l'abandon ou de la destruction, la gentrification des ensembles vernaculaires ou ruraux présente une autre forme de menace.

### *Patrimoine industriel*

Le patrimoine industriel témoigne de périodes importantes de l'histoire humaine qu'il s'agisse de développement technologiques ou de la transformation sociale et culturelle qu'entraînent les moyens de production, de transport ou de commerce. Le patrimoine industriel a souvent été produit pour répondre à des besoins ou des technologies spécifiques qui ne sont pas toujours viables, comme abriter des machines ou des procédés de fabrication qui deviennent obsolètes rapidement. À travers le monde, l'évolution de l'économie ou des normes de production ou encore le rejet de ce patrimoine associé au travail et à la misère, mènent à de nombreuses démolitions, à la perte de machines historiques ou à la mise au rancart d'ensembles entiers, y compris des quartiers ou des villages ouvriers et des paysages industriels. En plusieurs endroits, le patrimoine industriel qu'il soit antérieur à la Révolution industrielle ou non, ne bénéficie pas encore d'une reconnaissance de sa valeur patrimoniale. Les réglementations et normes environnementales augmentent également la difficulté de recycler ou de conserver de tels biens, et contribuent souvent à leur destruction.

### *Patrimoine du 20e siècle*

Le patrimoine récent, en particulier celui associé aux formes classiques du modernisme, constitue une partie importante de notre patrimoine commun à titre de témoignage d'étapes importantes de l'évolution de l'architecture et des sociétés. Il souffre cependant d'un manque de reconnaissance et de protection si on le compare aux biens patrimoniaux plus anciens ou traditionnels. La simplicité des formes et le recours fréquent à des technologies souvent expérimentales augmentent sa fragilité et sa vulnérabilité. Des changements mineurs réalisés pour répondre à certaines conditions actuelles peuvent ainsi briser les qualités subtiles de cette architecture. De surcroît, la grande quantité de tels bâtiments ou ensembles pose un problème de priorisation dans la protection et la conservation de ce patrimoine.

### *Paysages culturels*

Ces paysages décrivent une diversité de situations, depuis les grands jardins aménagés d'Europe, aux appréciations



spirituelles de certains espaces naturels chez les cultures indigènes d'Amérique du Nord ou d'Australie, ou encore aux trames d'occupation du sol rural ou urbain. En plusieurs endroits, l'agriculture est une source de l'identité de paysages que menace l'évolution de l'industrie agro-alimentaire à l'échelle mondiale, amenant souvent leur destruction totale. De grands projets économiques menacent aussi les valeurs fragiles associées aux paysages spirituels des cultures indigènes. La perte des savoir-faire traditionnels est aussi problématique. En général, le manque d'appréciation, de reconnaissance ou de connaissance des paysages culturels accentue leur manque de protection.

### *Sites archéologiques*

Les sites archéologiques forment une archive précieuse, le plus souvent invisible et inattendue de notre patrimoine. Dans de nombreux cas, ces ressources patrimoniales sont les uniques témoignages qui subsistent de modes de vie ou de cultures entières. Les biens archéologiques sont cependant très vulnérables face aux pratiques agricoles intensives et industrialisées, à l'étalement urbain, aux infrastructures de transport ou de production hydroélectrique ou devant des constructions plus petites comme des garages souterrains. Dans le cas de sites ayant été mis à jour, leur entretien, leur gardiennage et leur interprétation ne reçoivent pas toujours les ressources nécessaires, ce qui menace l'intégrité physique et scientifique des sites et des objets qui y sont associés. Le pillage du patrimoine archéologique est une menace majeure qui affecte notamment le patrimoine subaquatique, alors que la chasse de trésor est facilitée par les nouvelles technologies et les vides juridiques dans les conventions internationales et les lois nationales.

### *Valeurs intangibles et esprit authentique des lieux*

La valeur spirituelle des lieux sacrés, les traces de l'histoire et du temps, les marques des outils des artisans ou les témoins de l'âge d'un bien patrimonial sont souvent mal protégés alors que l'on se dirige vers une société de plus en plus matérialiste et superficielle. Les pratiques de conservation contribuent également aux menaces dont font l'objet ces dimensions immatérielles du patrimoine alors que les interventions se concentrent très souvent sur les aspects formels et construits, et se traduisent par des nettoyages vigoureux et des améliorations strictement esthétiques.

### *Contextes et environs des lieux patrimoniaux, des monuments ou des sites*

Trop souvent, le traitement, la gestion et la protection des biens patrimoniaux ne porte que sur les objets eux-mêmes, sans que leurs environs immédiats ou étendus ne soient considérés comme contribuant à leur valeur. Le risque de conflit entre le monument ou l'ensemble patrimonial et son contexte est accentué par les insuffisances du cadre législatif qui ne prévoit pas toujours de protection ou d'évaluation des impacts patrimoniaux pour les abords des monuments ou des ensembles patrimoniaux.

### *Objets et documents appartenant aux lieux patrimoniaux*

Les bâtiments, sites archéologiques ou paysages culturels possèdent une valeur patrimoniale à titre de biens immeubles qui bénéficie de la valeur des objets qui s'y trouvent. Or, trop souvent, les actions de protection ou de conservation se concentrent exclusivement sur le bâti. Dans ce contexte, les meubles, les objets d'art ou d'intérêt ethnologique, les archives associés aux lieux patrimoniaux ou même des objets participant aux aménagements paysagers sont négligés ou dispersés, privant ainsi le monument immeuble de son sens complet. Cette préoccupation s'applique aussi aux documents réalisés pour rehausser la connaissance et l'appréciation d'un lieu patrimonial comme c'est le cas des archives ou des collections de sites archéologiques ou d'autres documentations. Constitués aux fils de recherches destructives qui en font les porteurs exclusifs d'une partie de la mémoire d'un site, ces documents patrimoniaux sont aussi en péril.

## **6. Risques provenant de processus naturels**

Il soit plus concevable d'anticiper les phénomènes naturels grâce au progrès des connaissances scientifiques et de la technologie. Au fil du temps, les sociétés y ont apporté certaines réponses dans les rites et les méthodes de construction traditionnelles. Les processus naturels ne menacent pas le patrimoine uniquement sous forme de catastrophes dévastatrices. Ils agissent également sous forme d'une condition permanente de l'environnement dans lequel se trouve le bien patrimonial et se traduisent par le vieillissement ou l'usure naturelle du bâtiment dont on contient les effets par l'entretien. En voici quelques exemples :

### *Conditions naturelles*

- Humidité (variations rapides)
- Froid, chaleur
- Pression éolienne, sable, etc.
- Caractéristiques du sol, présence d'eau ou de sel, etc...

### *Processus naturels*

- Dégradation naturelle des matériaux, pourriture, corrosion
- Insectes, végétation intrusive, attaque fongique, algues
- Migration des sels
- Érosion, changement des cours des rivières ou des rives, dunes
- Vieillessement
- Compaction du sol

### *Risques naturels*

- Mouvements de sol, glissements, séismes, effondrements de mines, volcans, etc.
- Inondations, pluies torrentielles, etc.
- Incendies de forêts, foudre, etc.
- Tempêtes, ouragans, etc.

S'il est vrai que de tels processus sont naturels, la prévention ou l'atténuation des risques qu'ils présentent pour le patrimoine culturel est une responsabilité humaine. Dans certains cas,



aucune mesure préventive n'est prise; pas même l'installation d'un système d'alarme incendie. Dans d'autres, la mesure cause plus de dommages au patrimoine que la menace elle-même; par exemple, lorsqu'on installe des tétrapodes géants en béton devant un temple délicat pour freiner l'érosion d'une côte.

### *Type de réponse*

- Développer les techniques et méthodes pour assurer une veille, une alerte et un suivi efficaces
- Promouvoir les méthodes traditionnelles et modernes de prévention
- Promouvoir les pratiques d'entretien en y consacrant les talents adéquats
- Élaborer des techniques de protection – antisismique notamment – respectueuses du patrimoine

## **7. Risques associés au développement**

Les activités humaines sont à la source du patrimoine que nous cherchons à conserver. Les activités actuelles peuvent cependant constituer des nombreuses menaces à son égard, allant de l'implantation de fonctions incompatibles à proximité de lieux patrimoniaux à leur destruction totale. Le degré de l'impact dépend de la connaissance, de la reconnaissance et de la protection légale de ce patrimoine. Les choix en matière de développement peuvent être anticipés dans une certaine mesure mais ils peuvent aussi être encadrés et conditionnés à travers le processus qui y mène, les règles et les mesures de conservation. Voici quelques exemples de telles pressions :

### *Pression économique*

- Changements dans l'utilisation du sol (étalement urbain, industrialisation de l'agriculture, densification des territoires, gentrification)
- Obsolescence accélérée des édifices patrimoniaux induite par la quantité de nouvelles constructions
- Impacts environnementaux (pollution de l'air, de l'eau et du sol, déforestation, érosion)
- Transformation urbaine (gentrification, densification, façadisme, démolition par négligence)
- Subdivision de grands domaines, de jardins et de paysages culturels
- Utilisation du sol incompatible avec les zones patrimoniales sensibles (intrusions commerciales, constructions en hauteur ou hors d'échelle)
- Mondialisation des marchés (impact sur la diversité culturelle, sur l'identité et les traditions locales, sur les métiers)

### *Grands projets de développement*

- Barrages hydro-électriques et réservoir (construction, inondation permanente, nappe phréatique, effet sur la végétation)
- Opérations minières et forestières
- Infrastructures de transport (routes, ponts, chemins de fer, parking, ports et aéroports)

### *Tourisme incontrôlé*

- Comportement et accès des touristes (irrespect, pollution, déchets, consommation de masse des sites et monuments)
- Dégradation accélérée des lieux patrimoniaux (érosion des sols, des planchers, des murs ou des jardins, concentration d'humidité dans les espaces intérieurs, etc.)
- Impacts des installations et services d'accueil (boutiques, restaurant, stationnement, signalisation, pollution visuelle, toilettes, hôtels, routes et voies d'accès, etc.)
- Muséographie et interprétation excessives, incluant une pression en faveur de reconstructions inappropriées.
- Perte du génie des lieux patrimoniaux (concentration de visiteurs, pollution visuelle, bruit)

Le développement incontrôlé a causé des dommages et des pertes majeures et irréversibles à notre patrimoine. De nouvelles tendances, plus lourdes encore, se développent dans le contexte d'une économie mondialisée dont les effets sur la diversité culturelle du monde entier risquent d'être dévastateurs. Les instruments normaux de la conservation sont inutiles devant de telles tendances lourdes et planétaires. Cependant, il est possible d'agir pour renforcer la capacité nationale, régionale ou locale de définir un équilibre adéquat entre la conservation et le maintien des usages traditionnels des lieux patrimoniaux, des monuments et des sites, et la réponse aux besoins ou aux aspirations économiques. La conservation du patrimoine culturel est une valeur importante en soi et une composante d'un développement véritablement durable.

### *Type de réponse*

- Voir à faire reconnaître l'état du patrimoine comme indicateur de développement durable
- Encourager le bon usage des lieux et édifices patrimoniaux avant de construire à neuf
- Réduire et contrôler la pollution quant à ses impacts sur le patrimoine culturel
- Établir des plans d'utilisation du sol qui protègent les lieux patrimoniaux et leurs abords
- Anticiper et contenir les impacts du tourisme
- Préparer et faire valoir un code d'éthique à l'intention de l'industrie touristique
- Veiller à ce que les lois protègent les abords des lieux patrimoniaux

## **8. Risques découlant des comportements collectifs et sociaux**

Les comportements humains, à l'échelle des individus ou du collectif, sont à la fois une des sources du patrimoine culturel et une menace constante pour son avenir. La créativité humaine a généré les oeuvres d'art que l'on apprécie aujourd'hui. La diversité culturelle offre à notre génération, une richesse de symboles et de témoins d'un passé lointain ou proche. Ces facteurs sont fortement qualitatifs et difficilement mesurables. On peut cependant les évaluer et en faire l'observation afin de mieux anticiper les dangers pour le patrimoine culturel.



### *Instabilité sociale*

- Grands déplacements de population (réfugiés, déportation, purification ethnique, etc.)
- Crime organisé et corruption (vol, trafic ou fouilles illicites, démolitions, incendies criminels, etc.)
- Fanatisme (religieux, inter-ethnique, tensions d'ordre économique, etc.)
- Violence (vandalisme, terrorisme, conflits internes, etc.)
- Guerre (destruction massive, pillage, réfugiés, effets durables comme les mines, etc.)

#### Enjeux sociaux généraux

- Choix politiques (partage des pouvoirs, équilibre entre intérêts publics et droits des propriétaires)
- Consumérisme (vue à court-terme, influence de la mode et du renouveau constant, médiatisation)
- Banalisation de la culture mondiale (culture globale remplaçant une diversité profonde)
- Propriété privée (restitution, responsabilité et ressources des propriétaires)
- Démographie (besoins de logement et de survie, pauvreté, désertification, désertion de villes entières)

Les actions de conservation n'ont qu'un impact limité sur les sources de plusieurs de ces risques enracinés dans des problématiques sociales d'envergure. Toutefois, certains outils préventifs ont été élaborés, notamment sous forme des instruments de coopération internationale. À un niveau plus général, on peut voir certaines pistes dans une action éducative qui valoriserait le patrimoine comme élément des valeurs positives d'une société, dans un monde plus humaniste et ouvert. La promotion de la contribution du patrimoine culturel à l'édification d'une société humaine fondée sur les valeurs de la paix et du développement durable, est elle aussi nécessaire. La conservation, en particulier les activités continues d'entretien et de réparation, est également une composante fondamentale d'une stratégie durable de réduction de la pauvreté et de l'exclusion sociale, et de développement d'un sentiment individuel et collectif de responsabilité et d'appropriation.

### *Type de réponses*

- Promouvoir et améliorer la mise en oeuvre des conventions internationales sur le patrimoine
- Promouvoir la reconnaissance de la diversité culturelle et du patrimoine comme porteur
- Développer l'éducation pour renforcer la place de la diversité culturelle dans un contexte global

## **9. Faiblesses du filet de sureté en conservation**

Les risques et menaces qui pèsent sur le patrimoine émanent principalement de pressions venant de son environnement naturel, social ou économique. Cependant, plusieurs des dommages ou pertes mentionnées dans les rapports invitent à évaluer et corriger les faiblesses des outils de protection dont on dispose pour contrer les menaces au patrimoine. Ces faiblesses peuvent varier de l'absence de législation de protection adéquate à la concurrence entre les disciplines dans le contexte

d'une division étanche des tâches, ou encore à une attitude corporatiste qui ne priorise pas toujours la conservation continue, l'entretien et la réparation. Les enjeux professionnels sont également essentiels à l'efficacité de ce « filet de sureté » protecteur auquel on confie notre patrimoine; les mailles de ce filet sont formées d'êtres humains qualifiés et disposés à agir pour protéger et conserver les lieux, monuments et sites patrimoniaux dans des circonstances normales ou exceptionnelles. Le manque d'intégration des préoccupations patrimoniales dans d'autres actions des autorités publiques – la gestion des propriétés publiques ou le rétablissement suite à un désastre – est une autre faiblesse de ce filet.

### *Cadre de protection*

- Politiques (autorités en concurrence, interventions incohérentes ou contradictoires, bureaucratie inefficace)
- Législation (définitions dépassées, manque d'application, obligations irréalistes)
- Pratiques de conservation (absence de normes, concurrence disciplinaire, manque d'entretien)
- Gestion (fragmentation administrative ou disciplinaire du travail, manque de suivi)
- Interventionisme (urgence d'intervenir sans connaissances adéquates, rejet de l'intervention minimale)
- Classement (exclusif plutôt qu'inclusif, spécialisé, besoin de mise à jour continu)
- Questions éthiques (restaurations ravageantes, manque d'évaluation et de partage du savoir)
- Institutions (affaiblissement des institutions de conservation, manque de ressources humaines et financières)
- Engagement communautaire (manque de consultation publique ou d'encouragement à l'entretien)

#### Questions d'ordre professionnel

- Formation (insuffisante ou ponctuelle, manque de connaissance ou de recherche opérationnelle)
- Jeunes professionnels (la faiblesse des institutions les rend incapables d'intégrer les jeunes professionnels, problème de relève professionnelle)
- Savoir-faire et métiers artisanaux (transmission menacée, impact de l'industrie de la préfabrication)
- Éthique (existence de mercenaires du patrimoine, irrespect pour les cultures locales, privatisation de la connaissance)

Le réseau de protection du patrimoine est constitué d'une variété d'acteurs provenant du secteur public (autorités nationales, régionales ou locales et leurs agences, instituts de conservation, universités), du secteur privé (propriétaires, entreprises et industries de la construction, conservateurs professionnels, artisans, autres professionnels) et de la société civile (organismes non-gouvernementaux, associations privées, bénévoles). Les risques associés à ce réseau devraient faire l'objet d'un suivi continu pour aider à identifier et corriger les faiblesses pour ainsi améliorer l'ensemble du système de protection. Dans l'esprit de la définition produite pour accompagner l'application de la Convention du patrimoine mondial, ce suivi doit être vu comme un exercice de collaboration pour améliorer l'état de conservation du patrimoine qui se réalise dans des conditions de concertation. En fait, le rassemblement d'une grande diversité d'acteurs autour des objectifs de conservation est l'un de nos plus grand défis. Cela soulève plusieurs questions majeures comme celles



de l'engagement du secteur public à mener une action exemplaire sur ses propres propriétés, des mesures incitatives pour encourager et aider les propriétaires ou encore, de la présence efficace des institutions sur le terrain dans un contexte de réduction budgétaire et de diminution des ressources professionnelles.

### *Type de réponse*

- Renforcer l'engagement politique à évaluer, mettre à jour et appliquer les politiques, lois et actions
- Améliorer les interventions des travaux publics, la gestion des propriétés publiques et des opérations de reconstruction post-catastrophe
- Promouvoir la conservation comme partie d'une pratique saine de développement
- Élaborer et diffuser des normes de conservation adéquates, y compris les chartes existantes
- Améliorer les procédures de classement, de suivi et d'entretien, notamment pour couvrir les types ignorés du patrimoine
- Améliorer la coordination des acteurs public, privés et non-gouvernementaux
- Améliorer la mise en oeuvre des conventions internationales en matière de patrimoine
- Accroître l'offre de formation de base et continue à l'intention des professionnels, des gestionnaires et des artisans.



## Tendencias, Amenazas y Riesgos

### 1. Un primer informe global sobre el patrimonio en riesgo

Al lanzar el programa "Patrimonio en Riesgo" en 1999, y habiendo producido este primer informe global, el ICOMOS ha iniciado un proceso que activa a toda su membresía hacia el mejoramiento del estado de conservación del patrimonio cultural y de los monumentos y sitios en todo el mundo. Esta acción ha dependido de un gran número de informes que proporcionaron perspectivas e informaciones nacionales, internacionales o temáticas. Aunque dichos informes no abarcan todo el patrimonio cultural del mundo en detalle, las fuentes son suficientemente diversas en términos geográficos, culturales e históricos, así como en cuanto a tipologías, como para constituir una representación valerosa para este primer informe global.

### 2. Una protección efectiva contra riesgos

El concepto de riesgo está íntimamente ligado al de protección efectiva, constituyendo éste una medida de aquel. De muchas maneras, los tipos y niveles de riesgo que afectan un sitio patrimonial, monumento o sitio actúan como indicadores del nivel de efectividad de su protección.

La protección adecuada asegura que a través del tiempo y los eventuales cambios, un sitio patrimonial, monumento o sitio mantenga su significado cultural y su integridad física en cuanto a su naturaleza de documento para el beneficio de la generación presente y las venideras. Esa protección se brinda mediante una amplia gama de acciones, que pueden concentrarse sobre el patrimonio en sí, o sobre los valores designados en los mandatos legales, o que pueden indirectamente tener un impacto positivo sobre él. La protección puede ser legal, física o moral, e incluye tanto las medidas preventivas, como el mantenimiento de su uso adecuado y el desarrollo de actividades culturales o educativas. Porque depende de un compromiso por parte de la comunidad, la concientización pública y el aprecio del patrimonio cultural son condiciones necesarias para el éxito, así como para garantizar que la conservación del patrimonio sea sustentable. Además de la conciencia pública, la conservación exige destreza y recursos, en particular el financiero, ya que sin éste, la efectividad de los mecanismos protectivos se menoscava.

La ley puede asignar poderes para listar un sitio y controlar su transformación como resultado del quehacer humano, pero no puede detener los procesos naturales dañinos. Para ello es necesario un programa o una cultura de mantenimiento activo y de manejo adecuado.

### 3. La documentación de los peligros

La conservación trata con las condiciones presentes en sitios patrimoniales, monumentos y sitios a manera de asegurar que las generaciones futuras los hereden, tal como nosotros los

recibimos de nuestros precursores. Sin embargo, la razón por la cual cuidamos de estos sitios u objetos materiales es por los valores o significados intangibles que a ellos se les atribuyen. Aun cuando esos valores cambien con el tiempo, es importante que la existencia física de los sitios patrimoniales, monumentos y sitios permanezca en el mismo estado y sin cambio alguno para toda generación futura.

Por lo tanto, el monitoreo y la documentación de los niveles de conservación y riesgo son más que un mero trabajo estadístico; son el ejercicio cualitativo de apreciar acciones y medir su impacto sobre los valores de un bien. Por ejemplo, mientras que el deterioro a causa de la contaminación se puede medir en cuanto a la rapidez del cambio, o en términos del número de edificios que se derrumben cada año, hay cosas que no pueden expresarse numéricamente, como la confusión sobre el verdadero significado de un sitio o la pérdida del espíritu que se asocia con las artesanías tradicionales y la pátina. Este informe global reconoce por un lado este hecho y la falta de indicadores adecuados, pero por otro identifica tanto corrientes como casos individuales.

### 4. Corrientes globales

Los informes arrojan que existen las siguientes grandes tendencias que afectan al patrimonio:

- El papel evolutivo del estado en cuanto al desecho de sus responsabilidades.
- El cambio en el equilibrio entre los valores públicos y los intereses particulares.
- La falta de recursos humanos, profesionales y financieros
- El predominio de los intereses económicos globales.
- La tendencia global hacia la homogenización de la cultura, la industria de la construcción, la práctica profesional, etc.
- La tasa creciente de destrucción y el aumento de su severidad
- La explosión demográfica y el crecimiento de la pobreza

Las principales amenazas que se han identificado en este estudio son:

- Las deficiencias en el mantenimiento
- Los cambios socio-económicos
- La insuficiencia en las normas de conservación
- Ciertos aspectos relacionados al turismo.

### 5. Las categorías de patrimonio bajo mayor peligro

Los informes identificaron que ciertos tipos de estructuras patrimoniales corren hoy un mayor riesgo, y por lo tanto exigen una atención especial:

#### *El patrimonio religioso*

El patrimonio religioso que forma una parte importante del patrimonio de casi toda sociedad, es muy diverso en cuanto a su naturaleza, e incluye sitios sacros; enterramientos, tumbas y cementerios; monumentos aislados; edificios y conjuntos;



archivos; frágiles obras de arte; instrumentos musicales y paisajes con atributos sagrados. Los cambios en las tradiciones religiosas pueden llevar a la transformación de edificios y sitios. Dadas las características arquitectónicas tan específicas de muchos edificios religiosos – tamaño, forma, ubicación, tipo de construcción – su mantenimiento es una tarea considerable que exige recursos y talentos especiales. Dentro del contexto de los conflictos inter-étnicos, el patrimonio religioso corre el riesgo de acciones violentas, vandalismo y su total destrucción. También el saqueo y robo de obras de arte y de fragmentos de edificios destinados al mercado de obras de arte es uno de los mayores problemas en el mundo.

### *Casas de campo, estancias y palacios*

Las grandes residencias de campo históricas, su contenido y sus tierras corren los riesgos muy particulares de la dispersión de sus colecciones; la falta de mantenimiento; los cambios internos para acomodar usos modernos o satisfacer expectativas de confort; y la demolición total. Este patrimonio también puede verse afectado por exigencias económicas y fiscales que responsabilizan al propietario con todo el peso de su conservación. La transferencia de títulos de propiedad, sea ya dentro de la misma familia, o a causa de confiscaciones, restituciones o ventas, crea una ruptura en la continuidad custodial que a menudo conduce a la venta de su mobiliario y terrenos circundantes.

### *Las zonas urbanas*

El patrimonio urbano está sujeto a una gran gama de fuerzas políticas y económicas que lo transforman de maneras diversas que van desde la pequeña erosión causada por la inserción de nuevos materiales de construcción que luego se van regando por todo el paisaje urbano, hasta la creación de nuevas carreteras y la destrucción masiva de vecindarios completos en respuesta a una equivocada normativa progresista. Por otra parte está el problema de grandes densidades de una población urbana con muy escasos recursos, y a menudo, pocos conocimientos y menor interés y tiempo que dedicar a la conservación del patrimonio en que habitan. La gran cantidad de edificios mas su contenido, las presiones demográficas y sus problemas sociales de crimen y pobreza, y la dimensión añadida de la presencia de subsuelos con bienes arqueológicos constiuyen un complicado reto que los métodos tradicionales de la conservación, que se fijan sobre el edificio aislado, aún no ha encarado completamente. Los complejos patrones de la propiedad y de las estructuras legales exigen una alta capacidad para negociar a favor de los intereses patrimoniales dentro de las zonas urbanas, tomando en cuenta que funcionan también como entidades vivas del hábitat humano.

### *El patrimonio vernáculo*

El patrimonio vernáculo incluye edificaciones y conjuntos rurales, aldeas y poblados de edificios tradicionales. Se compone de elementos modestos que incorporan tradiciones constructivas y una cultura popular arquitectónica que al evolucionar a través de los siglos ha dado pie a paisajes culturales construidos. El riesgo actual es que se derrumban edificios individuales o se renuevan los mismos usando materiales modernos asociados con una imagen de moderno

comfort. Hay aldeas completas que han quedado abandonadas a causa de los movimientos migratorios. Otras están siendo destruidas como resultado de grandes proyectos industriales, de reforma agraria o para la generación de energía. Gran parte de este patrimonio aún queda por ser bien identificado y protegido. Algunas técnicas constructivas tradicionales, típicas de la arquitectura vernácula, como en el caso de la arquitectura de tierra, también presentan una vulnerabilidad especial y exigen una atención particular que rara vez reciben. Otro riesgo posible es la *gentrification* [la repoblación por parte de clases mucho mas pudientes] de los conjuntos vernáculos, que en algunos casos puede ser una alternativa viable a su destrucción o abandono total.

### *El patrimonio industrial*

El patrimonio industrial es un testimonio privilegiado de las principales páginas de la actividad humana, sea ya por su relación con el desarrollo tecnológico o con las transformaciones sociales y físicas que se asocian con la producción, el transporte y el comercio. A menudo fue el producto de necesidades específicas que no siempre fueron sustentables, tales como los procesos para la construcción de viviendas y maquinarias que estuvieron sujetas a una rápida obsolescencia. Se le asocia con la producción y el transporte, y muy a menudo con tecnologías específicas. Por todo el mundo, los cambios en la economía y en la normativa técnica de la producción han llevado a la destrucción de edificios, la pérdida de maquinarias históricas y la obsolescencia de conjuntos enteros que incluían las aldeas, barrios y vecindarios de obreros que en un momento constituyeron paisajes completos. En muchos lugares, el patrimonio industrial, sea de antes o después de la Revolución Industrial, no ha adquirido aún el nivel necesario de reconocimiento para sus artefactos, sitios y paisajes. Las leyes ambientales y sus regulaciones aumentan la dificultad de reciclar y mantener este tipo de bienes, conduciendo a menudo a su destrucción.

### *El patrimonio del siglo XX*

El patrimonio del pasado mas reciente, en particular el de los movimientos modernos ya clásicos, forma una parte importante de nuestro patrimonio común, ya que expresa grandes desarrollos en la arquitectura y en la sociedad. Sufre este patrimonio por falta de reconocimiento y de protección en comparación con el patrimonio mas antiguo y tradicional. Además, su diseño refinado y su tecnología, a menudo experimental, le añaden una mayor vulnerabilidad. Un simple cambio para acomodar nuevas funciones puede alterar las sutilezas arquitectónicas de un edificio. La gran cantidad de edificios y conjuntos urbanos de esta época nos añade el reto de tener que adoptar nuevas prioridades y métodos para su protección.

### *Los paisajes culturales*

Los paisajes culturales presentan una variedad de manifestaciones que van desde los jardines monumentales que fueron planeados dentro de ciertos contextos europeos; pasando por las descripciones altamente espirituales de sitios naturales por parte de las culturas indígenas de las Américas y las aborígenes de Australia; y llegando hasta los patrones de



asentamiento y uso del suelo en ciudades y campo. En muchos lugares la agricultura sigue siendo la fuente principal de la identidad cultural. Los cambios en las prácticas agrícolas y en la producción de alimentos afectan los paisajes culturales rurales, llevándolos a veces a su destrucción. Los grandes proyectos de desarrollo también amenazan los frágiles valores que se asocian con los paisajes sagrados indígenas. La pérdida de destrezas y métodos tradicionales constituyen aun otra preocupación. En general, la falta de entendimiento, reconocimiento y conocimientos sobre los paisajes culturales acentúan la falta de protección a que están sujetos.

### *Los sitios arqueológicos*

Los sitios arqueológicos constituyen un gran archivo para el mundo, y a menudo son la última evidencia tangible de ciertos modos de vida y hasta de culturas enteras. Sin embargo, muchas veces permanecen invisibles, formando un acervo insoportado de nuestro patrimonio. Por estar soterrados, se encuentran amenazados por ciertas prácticas de explotación agrícola intensa, por la explosión urbana, por proyectos de comunicaciones y represas, así como por ciertos tipos de construcciones, tal como los estacionamientos subterráneos. En el caso de los sitios excavados o expuestos, su mantenimiento, mecanismos de seguridad e interpretación no reciben la atención ni el apoyo necesarios, resultando en serias amenazas hacia el sitio en sí y los objetos allí presentes. El saqueo que los afecta es igualmente grave en sitios soterrados que en los subacuáticos, y se facilita cada vez más mediante el uso de las nuevas tecnologías de detección remota y el crecimiento de los mercados de bienes culturales, que aun no están adecuadamente controlados por las leyes nacionales y, en el caso de sitios subacuáticos en aguas extraterritoriales, por los tratados internacionales.

### *Los valores intangibles y el espíritu auténtico del lugar*

Los valores espirituales de un lugar o paisaje sacro, las trazas de su historia, las marcas de los instrumentos de los artesanos o la evidencia de su vejez quedan a menudo ignorados según nos hemos ido desplazando hacia una sociedad cada vez más materialista y superficial. Ciertas prácticas de la conservación crean un riesgo para estos aspectos del patrimonio al concentrarse sobre los elementos materiales y su dimensión artística, dependiendo a menudo de limpiezas excesivas e intervenciones modernizantes.

### *El contexto de los sitios patrimoniales, los monumentos y sitios*

Muchas veces se tratan y manejan los monumentos, lugares patrimoniales y sitios sin ninguna consideración por su ubicación y su entorno a mayor escala. Este riesgo se incrementa en función de que muchas leyes son muy estrechas en su aplicación y porque no obligan a medir el impacto ambiental con el fin que los entornos reciban también su debida protección como parte de los procesos normales.

### *Los bienes muebles y documentos pertenecientes a los sitios patrimoniales*

Al igual que los sitios arqueológicos y los paisajes culturales, los edificios poseen no solo un valor propio como inmueble, si no también a través de los objetos que en ellos están contenidos. La labor de la conservación muchas veces se limita a los elementos de construcción, dejando de lado el mobiliario, las obras de arte, los objetos etnográficos, los documentos de archivo relacionados al edificio, y hasta las obras menores del paisajismo, todas las cuales son presa de variadas formas de dispersión y olvido. De este modo, el monumento inmueble queda privado de su significado completo. Los archivos y depósitos, tanto arqueológicos, como de informes sobre tratamientos de conservación e investigaciones, a su vez corren riesgo, y constituyen fuentes importantes para conocer y entender el lugar y su estado de conservación.

## **6. Los riesgos provenientes de procesos naturales**

Los procesos naturales y sus riesgos tienden a ser más predecibles mediante el uso de métodos científicos y técnicos. Gran parte de la prevención ante estos riesgos ya ha sido establecida históricamente mediante el desarrollo de tradiciones constructivas vernáculas que responden a ellos. Pero los procesos naturales no amenazan al patrimonio solamente mediante los espectaculares eventos catastróficos con gran poder de destrucción. Existen también condiciones ambientales y climáticas permanentes que surgen de la ubicación de un sitio monumental y que conllevan a su deterioro y erosión, efectos que pueden limitarse con un buen mantenimiento. He aquí una lista de tales procesos y riesgos:

### *Condiciones naturales*

- Humedad (especialmente cambios rápidos)
- Frío y calor (cambios térmicos)
- La presión erosiva del viento, tormentas de arena, salitres
- Características de la tierra y condiciones del subsuelo, aguas freáticas, sales, etc

### *Procesos naturales*

- El deterioro natural de los materiales, podredumbre, corrosión
- Invasiones de insectos, vegetación, microorganismos
- Migración de sales
- Erosión, cambios en lechos fluviales y costas, movimiento de dunas, etc.
- Asentamiento estructural

### *Riesgos naturales*

- Movimientos de tierra; deslizos, avalanchas y desprendimientos; sismos; volcanes; hundimientos, etc
- Inundaciones, lluvias excesivas
- Incendios forestales, rayos, etc
- Tormentas, huracanes, ciclones, temporales, etc.

Aunque estos procesos son todos naturales, la respuesta para prevenir estos riesgos al patrimonio cultural es una



responsabilidad humana. En algunos casos no existe ningún plan de reacción ante tales siniestros, y no se utilizan posibles métodos de precaución y preparación, como lo son los detectores y alarmas de humo y fuego. En otros casos, la respuesta o reacción resulta mucho más dañina que el riesgo en sí, por ejemplo, cuando se usan tetrápodos gigantes para apuntalar las zonas costeras en sitios patrimoniales.

### *Tipos de respuesta*

- Desarrollar técnicas y métodos de detección temprana y monitoreo o seguimiento
- Fomentar tecnologías tanto tradicionales (antisísmicas, por ejemplo) como modernas
- Promover un mantenimiento cónsono con las destrezas y posibilidades presentes
- Desarrollar nuevas tecnologías beneficiosas para el patrimonio para la prevención de daños causados por procesos naturales.

## **7. Riesgos relacionados al desarrollo**

Las actividades humanas de antaño crearon el patrimonio que hoy conservamos, y las actividades humanas de hoy nos pueden presentar con la mayor fuente de riesgos para ese patrimonio, desde la ubicación de actividades dañinas en las cercanías de un monumento hasta su total destrucción. El grado de impacto se encuentra ligado al grado de conocimiento, reconocimiento y protección legal del patrimonio. Las opciones y corrientes en torno al desarrollo se pueden anticipar hasta cierto punto y también pueden influir sobre ellas el proceso de toma de decisiones en cuanto al desarrollo y el marco de la conservación. Algunos ejemplos de estas presiones son:

### *Presiones económicas*

- Cambios en el uso del suelo (crecimiento urbano, agricultura industrializada, alta densidad de población, cambio de habitantes con mayor poder monetario – *gentrification*)
- Obsolescencia acelerada de los edificios patrimoniales, impulsada por nuevas construcciones (fachadismo, derrumbe de interiores, añadidos y cambios impropios)
- Impactos ambientales (contaminación del aire, agua y tierras; deforestación, erosión de terrenos)
- Transformaciones urbanas (*gentrification*, adensamiento poblacional, fachadismos, derrumbe por negligencia)
- Rehabilitación de grandes palacios, fincas y paisajes culturales (pérdida de jardines y vistas paisajísticas)
- Usos de la tierra impropios para los entornos patrimoniales (centros comerciales masivos, rascacielos, etc)
- La economía global de mercado (impacto sobre la diversidad cultural, tradiciones locales, artesanías, identidad)

### *Las grandes obras de desarrollo*

- Represas y embalses (construcciones, inundaciones permanentes)
- Operaciones mineras y forestales
- Infraestructura del transporte (carreteras, puentes, ferrocarriles, puertos marítimos, fluviales y aéreos)

### *Turismo sin manejo*

- Acceso y comportamiento de los visitantes (falta de respeto; basura y desechos; consumo en masa de monumentos y sitios)
- Aceleramiento del abuso físico de los sitios patrimoniales (erosión de pavimentos, muros, acabados y jardines; concentraciones de humedad en los interiores, etc.)
- Impacto de la infraestructura relacionada al sitio (casetas y kioscos, estacionamientos, tiendas, hoteles; senderos, caminos y carreteras; alcantarillados y agua potable; alambrados de electricidad y teléfono; señalización)
- Museografía y presentación excesiva o exagerada, y sus obras relacionadas, incluyendo las reconstrucciones poco apropiadas.
- Deterioro de la calidad espiritual y estética del sitio (aglomeramientos excesivos, contaminación visual, ruido)

Los procesos de desarrollo que se han permitido avanzar sin reto ni control han creado daños irreversibles y pérdidas en todo nuestro patrimonio. Las nuevas y poderosas corrientes que están surgiendo en el contexto de una economía más global e interrelacionada presentan una amenaza devastadora a la diversidad cultural del mundo. Sobre estas tendencias profundas que abarcan todo el planeta no es posible influir usando los canales e instrumentos tradicionales de la conservación y las leyes, pero si se pueden tomar decisiones a nivel nacional, regional y local que fortalezcan la capacidad de crear un mejor equilibrio entre el dar respuestas a nuestras necesidades económicas y el conservar y retener usos tradicionales o adcaudos en los sitios patrimoniales, monumentos y sitios. La sustentabilidad del patrimonio cultural es de por sí importante.

### *Tipos de respuesta*

- Asegurar el reconocimiento del patrimonio como indicador del desarrollo sustentable
- Promover una utilización adecuada preferencial del patrimonio por encima de las nuevas construcciones
- Mejorar y reforzar los controles de la contaminación en cuanto a su impacto sobre el patrimonio
- Adoptar planes integrales territoriales donde se protejan los sitios patrimoniales y sus entornos
- Anticipar y controlar los efectos del turismo sobre el patrimonio
- Establecer y promover un código de ética en la industria turística respecto a los sitios patrimoniales
- Extender la protección legal a los entornos y zonas de amortiguamiento alrededor de los sitios patrimoniales

## **8. Riesgos que surgen del comportamiento social colectivo**

El comportamiento humano prevalece tanto a nivel individual como el colectivo, cosa que a la vez ha sido fuente del patrimonio cultural y amenaza constante para su futuro. De la creatividad humana surge el arte del que hoy disfrutamos, y sus expresiones de identidad cultural nos han otorgado a la presente generación un rico conjunto de símbolos y un testigo del pasado remoto y del más reciente. Estos factores son altamente



cualitativos e imposible de medir. Sin embargo, los podemos evaluar y observar a manera de anticipar los riesgos que corre el patrimonio cultural.

### *Descomposiciones sociales*

- Las grandes migraciones humanas (refugiados, desplazamientos, limpiezas étnicas)
- Crimen organizado y corrupción (robo, excavaciones y tráfico ilícito de bienes culturales, derrumbes, piromanía, etc)
- Fanatismo (religioso, inter-étnico, tensiones económicas, etc.)
- Violencia (vandalismo, terrorismo, conflictos internos, etc.)
- Guerra (destrucciones masivas, saqueos, refugiados, y efectos a largo plazo, tal como los campos minados)

### *Problemas sociales generales*

- Alternativas políticas (compartimiento de poderes entre autoridades, el interés público contra el derecho particular)
- Consumismo (visión a corto plazo, necesidad de remozamiento perenne, la moda, los medios de comunicación, la atracción de lo nuevo)
- Unificación de la cultural mundial (la cultura global remplazando profundas diversidades culturales)
- Estructura de la propiedad (expropiaciones y restituciones, responsabilidad y capacidad de los propietarios)
- Demografía (las necesidades básicas de supervivencia y vivienda, falta de recursos, la desertificación, las casas de vecindad, los poblados fantasmas)

Las tareas de la conservación solamente pueden tener un impacto limitado sobre las fuentes de estos riesgos si sus raíces se consideran dentro de una dimensión social completa. Sin embargo, se han desarrollado instrumentos para tratar de lidiar con estos riesgos. A un nivel amplio, podemos identificar un sendero posible en una educación que presente al patrimonio como valor social positivo dentro de un mundo humanista y mas abierto. Así mismo, es necesario dar a conocer la contribución del patrimonio hacia una sociedad humana mas pacífica y sustentable. La conservación, y en particular las tareas de mantenimiento y refacción, son un componente fundamental de cualquier estrategia sustentable para la reducción de la pobreza y el desarrollo de un mayor sentido de responsabilidad por parte del propietario particular.

### *Tipos de respuesta*

- Promover y mejorar la implementación de los convenios internacionales
- Promover el reconocimiento de la diversidad cultural y sus dimensiones patrimoniales
- Desarrollar una amplia base educativa que refuerce la identidad cultural dentro de su contexto global
- Promover la diversidad cultural

## **9. Debilidades en la red de seguridad de la conservación**

Los riesgos que corre el patrimonio surgen en gran parte de factores o presiones que provienen del ambiente natural, social o

económico. Algunos de los deterioros y daños mencionados en los informes indican la necesidad de considerar las debilidades del marco de protección, y las posibles mejoras en cuanto a los instrumentos que existen hoy con el fin de evitar riesgos aun mayores para el patrimonio cultural. Estas fallas incluyen la falta de instrumentos legales, una conflictiva división de tareas entre las profesiones, y una actitud corporativa conservacionista que no le da prioridad al cuidado continuo, al mantenimiento y a las obras de refacción. Ciertos aspectos profesionales forman también parte del meollo de la protección, ya que la "red de seguridad" que anhelamos establecer depende de la voluntad y el deseo de seres humanos en conservar los edificios, sitios y lugares patrimoniales bajo circunstancias tanto normales como excepcionales. Se ha apuntado también una meta crucial en la necesidad de integrar mejor los objetivos de la conservación del patrimonio dentro las otras actividades de la autoridad pública, como por ejemplo, el manejo de los edificios públicos y la tarea de saneamiento tras las catástrofes naturales.

### *El marco de protección*

- Políticas (organismos públicos con tareas conflictivas, sea ya en oposición o por competir; las intervenciones inconsistentes; la burocracia inefectiva)
- Legislación (definiciones obsoletas; falta de medidas de implementación y regulaciones; obligaciones imposibles de cumplir)
- Prácticas de la conservación (ausencia de normas y de tradiciones de mantenimiento, la competencia entre diversas disciplinas)
- Manejo o gestión (la fragmentación de responsabilidades, la división interdisciplinaria del trabajo, la falta de monitoreo)
- Intervencionismo (la urgencia de actuar sin una base sólida de conocimientos, la falta de opciones de intervención mas básicas y menos dañinas).
- Listados y registros patrimoniales (con enfoques exclusivos en vez de inclusivos, intereses especiales, la necesidad de actualización)
- Ética de conservación (restauraciones dañinas, la falta de revisiones periódicas, la resistencia en compartir conocimientos e información)
- Instituciones (la debilitación de las instituciones de conservación, la falta de recursos humanos y financieros)
- La participación comunitaria (ausencia de audiencias públicas y de consultas con la población, de incentivos para el mantenimiento)

### *Problemas profesionales*

- Formación (formación insuficiente, incompleta o fortuita; conocimientos limitados; falta de investigaciones en las operaciones)
- Jóvenes profesionales (desperdicio de personas calificadas al no poder integrarse a instituciones desbancadas)
- Artesanías y artesanos calificados (el riesgo en la transferencia de tradiciones artesanales; los materiales de construcción pre-fabricados)
- Ética (los mercenarios de la conservación; la falta de respeto ante las culturas locales; la privatización del saber)

La red de seguridad de la conservación la construyen una variedad de grupos: el sector público (autoridades nacionales,



regionales y municipales y sus organismos; instituciones de la conservación, universidades), el sector privado (propietarios particulares, la industria y empresas de la construcción y del turismo, profesionales de la conservación, artesanos y planificadores) y la sociedad civil (organismos no gubernamentales/ONG's, organizaciones privadas, grupos comunitarios y voluntarios). Los riesgos que corre la red de seguridad tienen que ser monitoreados mediante una metodología regularizada que ayude a identificar sus debilidades y solucionarlas con el fin de mejorar el sistema protectorio en toda su integridad. Según se ha definido dentro del contexto de la Convención de Patrimonio Mundial, el monitoreo ha de verse como un ejercicio de colaboración que mejore el estado de conservación, y como tal, es mejor llevarlo a cabo de una manera conjunta y abierta. Lograr la convergencia de un grupo tan variado de protagonistas es el gran reto del marco de la conservación y da pie a una serie de temas: el compromiso por parte del sector público de asumir una actitud ejemplar en sus intervenciones sobre el patrimonio; la necesidad de crear incentivos que estimulen o apoyen al propietario particular; la capacidad de establecer una presencia efectiva en el campo por parte de instituciones de la

conservación ante la realidad de una reducción en sus presupuestos y personal capacitado.

### *Los tipos de respuesta*

- Reforzar el compromiso político de evaluar, actualizar e implementar políticas, leyes y prácticas patrimoniales
- Mejorar, en relación al patrimonio, las obras públicas, el manejo de sitios y las acciones en respuesta ante desastres naturales
- Fomentar la conservación como parte integral del desarrollo
- Desarrollar y difundir normas de conservación correctas que incluyan las cartas internacionales existentes
- Mejorar los procesos de listado, registro y monitoreo, en especial en lo que afecta al “patrimonio olvidado”
- Mejorar las técnicas para involucrar los organismos públicos, privados y no-gubernamentales, y coordinar sus acciones
- Mejorar la implementación de las convenciones internacionales
- Brindar programas de formación y educación para profesionales, personal de gestión y artesanos





The Great Buddha of the valley of Bamiyan (7<sup>th</sup>/8<sup>th</sup> century)



## AFGHANISTAN – HERITAGE @ RISK!

After more than two decades of warfare, Afghanistan is a country today, whose entire cultural heritage is endangered most directly by arbitrary acts of destruction. Its heritage at risk is not only the world-famous Buddhas of Bamiyan, those huge statues cut into high cliff-faces, which have been severely damaged by grenade attacks. Such destruction, which must be regarded in the context of fundamentalist “iconoclastic ideology”, favours the reckless exploitation of the country’s cultural heritage for the sake of the art market. Not only are archaeological sites being sacked, but also the outstanding collections of the Kabul Museum, hit by a rocket in 1993 during a battle between rival Mujaheddin groups, were pillaged, and the objects finally showed up on the international art market. Besides man-made disasters in Afghanistan, there are also risks of earthquakes, land slides and the occasional flooding of rivers. The minaret at Jam, for example, whose foundation walls are endangered by a nearby river, needs urgent safeguarding.

Considering the desperate situation in Afghanistan, UNESCO has tried to react with emergency plans, also involving the International Committee of the Blue Shield. The Society for the Protection of Afghanistan’s Cultural Heritage (SPACH) is especially committed to the rescue of the sites and cultural property of Afghanistan. SPACH has also published more detailed information in its regular Newsletter (Issue 6, May 2000). The well-informed report on Afghanistan in *Archéologia*, No 365, March 2000, pp 14-29, is also to be recommended.

The following quote is taken from the summary report of James Lewis: “Afghanistan: the wounds of war”, in *Sources*, May 2000, No 123, pp 13-14:

*Two decades of war – first against the Soviets and then against each other – have left Afghanistan’s cultural heritage in tatters. At the UNESCO world heritage site of Herat, for example, the last remaining minaret of the college of Queen Gohar Shad, which boasted, in the words of British travel writer, Robert Byron, “the most delicate tilework ever devised by man”, was destroyed in fighting in 1983, while one of the 3<sup>rd</sup> century megalithic statues of Bamiyan has been blasted by dynamite and rocket-propelled grenades. Yet the evidence suggests that, with only a few notable exceptions, the physical damage of warfare is secondary to that inflicted by human negligence and, in the case of rogue excavations encouraged by arts and antiquities dealers, greed. It is the systematic plundering of ancient sites which has caused world-wide concern for the safeguarding of its heritage.*

*A number of sites have been singled out for particularly cruel attention by treasure-hunters. At Bamiyan, once a thriving centre of Buddhist culture and home of the largest statues of the Buddha in the world, the damage has been severe. Priceless frescoes which decorated the statues and surrounding walls, having survived in place for over 1500 years, have been systematically stripped from the walls. At the site of the 3<sup>rd</sup> century Buddha, no trace remains of the wall-paintings which displayed a unique mingling of artistic styles, and had no parallel elsewhere.*

The valley of Bamiyan with the two Buddhas, the Great Buddha being 54 m, the Small Buddha 35 m tall



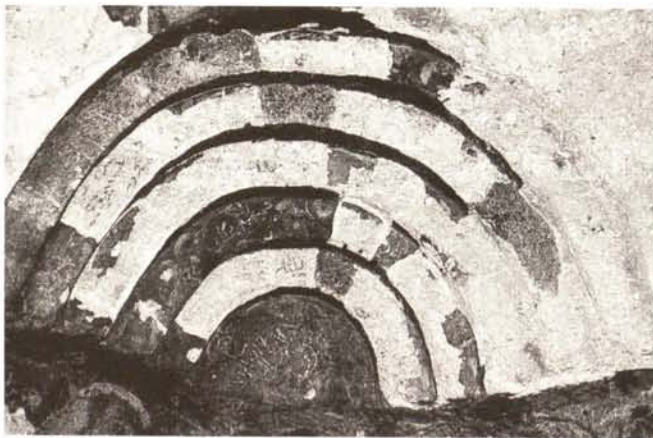


At Mir Zakah, in the province of Paktiya, unofficial excavations in 1997 yielded huge quantities of gold jewellery and statues, as well as an estimated two to three tons of gold and silver coins – the largest ever discovered, anywhere, according to a leading numismatist. The entire find was smuggled from the country, and is now believed to be in the hand of Japanese collectors.

Efforts to enlist the help of foreign governments to prevent the importation of stolen artefacts have been hampered because Afghanistan is not a signatory either to UNESCO's 1954 convention and protocols on the protection of cultural property during war, or its 1970 convention concerning illicit trade in objects of cultural heritage. As such other states-parties are not obliged to help recover property that has been stolen and spir-

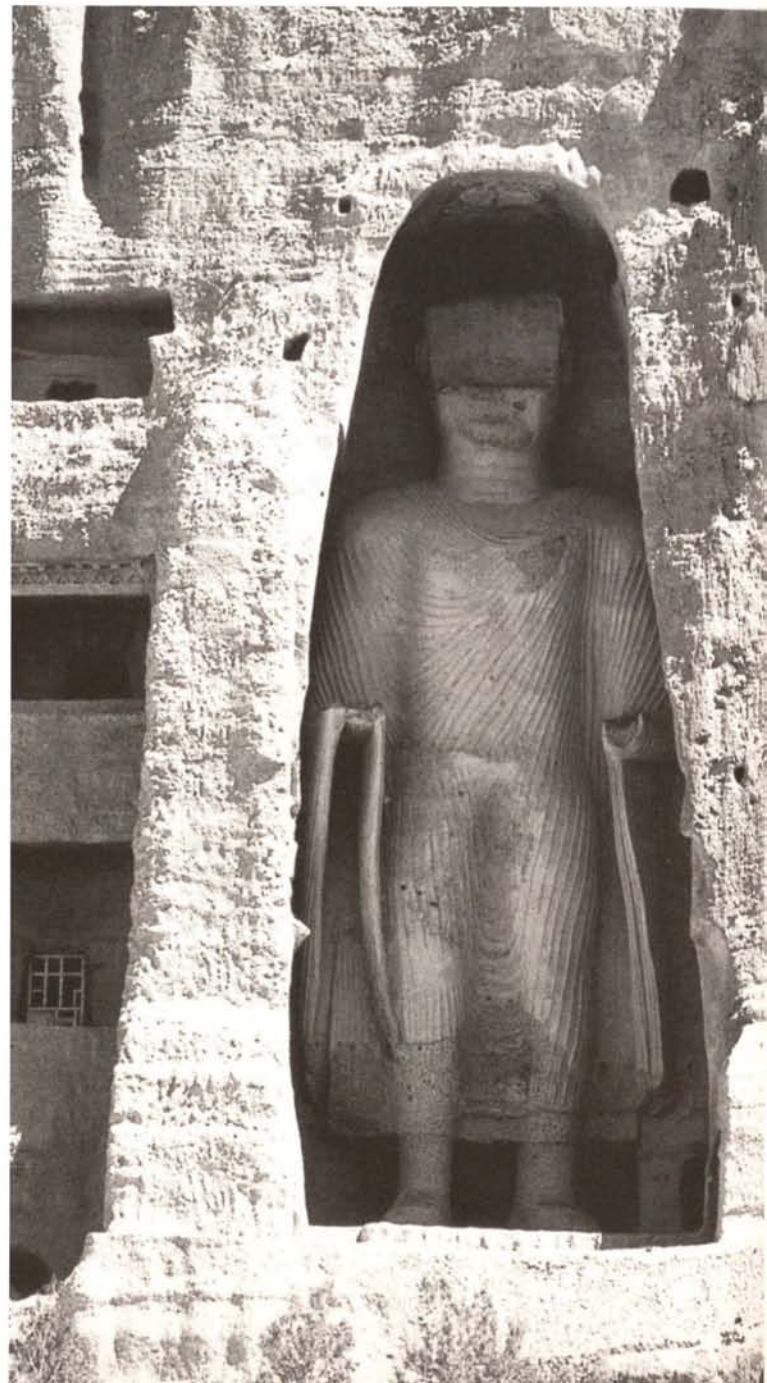


The blown-off head of the Small Buddha (photo 1999)



Frescoes in the niche above the head of the Small Buddha, mostly removed, probably sold piece by piece

The Small Buddha of Bamiyan before its destruction (photo 1995)





ited out illegally. Nor can any of those responsible for the wanton destruction of property in battle be brought to account.

This is a real tragedy for the "entire generation of Afghans, that has grown up in exile without the slightest conception of the wonders that once existed in their nation", points out Nancy Dupree, the vice-chair of SPACH.

But not for them alone. No other country was more traversed in antiquity, or was the meeting place of so many cultures and civilisations – Iranian, Indian, Central Asian and Far Eastern. At times they clashed, but at others they blended with unparalleled creativity, yielding rich fusions of artistic styles unknown elsewhere: Graeco-Bactrian, Indo-Parthian, Sino-



Buddha of Kakrank (5<sup>th</sup>/6<sup>th</sup> century), south of Bamiyan, seriously endangered by the destruction of the sculpture's base





The Minaret in Jam

homes of wealthy military commanders decorated with two-thousand-year-old marble capitals (the upper part of a pillar); others have built villas incorporating portions of gigantesque fluted columns unearthed during rogue excavations.

Although the illegal traffic in antiquities in areas under control of the Taliban has slowed, the activities of dealers elsewhere remain beyond the reach of a single government.

-Siberian, Kushano-Sassanian. The loss of this heritage is a loss for us all.

The Buddhist monastic complex of Hadda has been entirely denuded of its statues and sculptures by both war damage and theft, and at Ay Khanoum, the site of the eastern-most Alexandrian city ever discovered, bulldozers and tunnels have been used to pillage the site. At Balkh, once a trans-continental caravanserai and one of the oldest continually-inhabited cities in the world, photos taken for the independent Society for the Preservation of Afghanistan's Cultural Heritage (SPACH) show the



Looting of the Museum in Kabul



## ALBANIA – HERITAGE @ RISK!

Albania represents a land with a rich cultural collection and, at the same time, a crossroads of diverse cultures, because of its position in South East Europe, on the Adriatic sea and in the Mediterranean basin, and at the centre of east-west and north-south arterial routes. The Albanian legislation for cultural heritage, which is based on that from the 1920s, has been modified and improved, particularly in recent years. In Albania there are actually 1500 items classified as First Class cultural heritage places (archaeological sites, fortresses from antiquity and the Middle Ages, religious objects, historic centres, residential and other buildings etc). The Institute of Cultural Monuments identifies, studies, restores, protects and publishes the values of Albanian cultural heritage.

In considering our cultural heritage as an asset for all the international community (Albania is a member of UNESCO, ICOMOS and ICCROM and belongs to the Council of Europe Campaign *Europe, A Common Heritage* – <http://culture.coe.int/postsummit/pat/en/epatrimoine.htm>), we truly appreciate ICOMOS' initiative to understand the problems and the concerns of the various countries on standards for cultural heritage.

Like all countries in Eastern Europe, Albania is in a period of transition towards a market economy. Actually, the Albanian State does not have the means to protect, restore, and manage all the country's cultural heritage, whilst new phenomena such as sponsors, patrons etc are in their infancy. The situation is made even more difficult by the exploitation, theft, and other negative circumstances under the difficult Albanian Transition. Under these conditions, in order to save Albanian cultural heritage, collaboration, co-operation, and international aid are vital. And in this sense, it is necessary to begin at once at Gjirokastër. I am sure that you would be of the same opinion if you had visited this city, which is a unique urban complex, built in the 18th-19th centuries, having as its components, its original form, construction techniques, interiors of remarkable outstanding artistic value, enclosed courtyards and medieval cobbled streets. During the past 10 years of the Transition, the State has given very little towards heritage and it is because of this reason, amongst others, that the Heritage City of Gjirokastër appears today as a declining historic centre, threatened by the deterioration of its architectural values.

After a request to ICOMOS, we proposed a project to the World Monuments Fund, to organise an International Symposium in October 2000, to raise the world's awareness of the values and the problems of this Historic City, in which 400 buildings, classified as cultural heritage, are threatened by a slow destruction because of a lack of resources to restore them. The fortress of the city is in a very serious state because the hill on which it is built has sustained serious geomorphological damage.

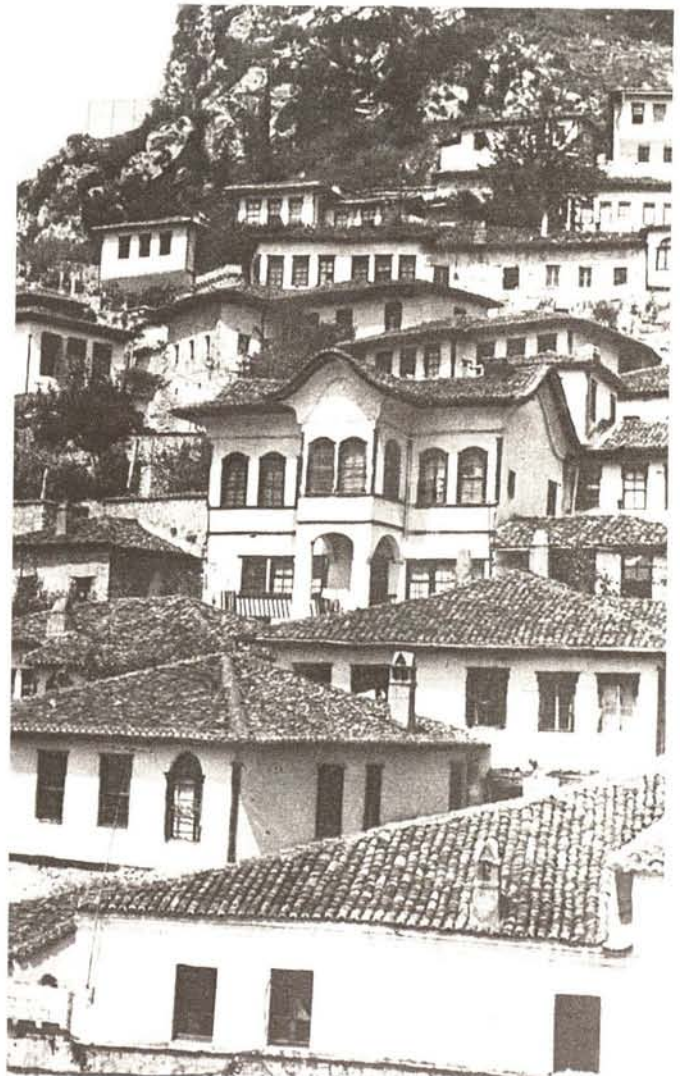
But Albanian cultural heritage does not only consist of Gjirokastër. The Historic City of Berat, which we also attempted to nominate to the UNESCO World Heritage List, with its characteristic "quarters": Kala, Mangalem and Goricë, is another very original architectural complex built in the 18th-19th centuries. The Berat Fortress is lived in. In the city there are many Byzantine churches. The consequences of the difficulties of the Transition are however also present in Berat.

In the south east of Albania, there is the city of Korçë which has a historic centre of outstanding value, with buildings and cobbled streets built in the 19th century, which has waited for a long time for city planning and architectural treatment. Because of its ancient cultural ties with Greece and Macedonia, the city of Korçë is architecturally very interesting, especially the historic and commercial centre.

The Shkodër Boulevard, in so far that it is a local version of Dalmatian towns of the 19th century in this northern Albanian city, is also an original example of market streets, of which the building façades are in a degraded state.

We have not made a complete list of towns and historic centres with problems in Albania, but it is true that many other ancient architectural complexes in Albania are threatened by neglect, degradation and slow destruction, if one does not intervene to care for them (the churches in the south of Albania, particularly those of Voskopjë, the Lead Mosque in Shkodër, rural dwellings, etc), and such conservation operations require very significant financial resources.

ICOMOS Albania



The historic city of Berat



## ANDORRA – HERITAGE @ RISK!

Situated on the central Pyrenees crossroads between Spain and France, Andorra has a surface area of 468 km<sup>2</sup> and its average altitude is about 2,000m. About 9/10 of the land is public property, the rest consisting of private property. This latter extends over the most fertile land located either at the bottom of the valleys or on the lower slopes.

If it was the Middle Ages that conceived this unusual Co-Principality, it was the 20<sup>th</sup> century that corresponded with its extraordinary transformation. Indeed there has clearly been a profound change to the land, since the building of the first roads and the establishment of the electricity network in the 1930s, but especially since the tourist boom which began in the 1960s, causing the opening up of a country which led to a radical transformation of its population structure and complex economy. In not quite 3 decades, the enclosed community that survived by way of limited agriculture and animal husbandry, became a modern tourist economy turned to service industries.

These changes are illustrated by striking statistics: with 5,000 inhabitants in 1940, this population went to 35,000 in 1980, to reach more than 66,000 in the year 2000. This growth required a labour force and the successive waves of immigration which followed modified the demographic pattern. The majority Andorran population in the 1930s, is these days no more than 22% of inhabitants, which is the equivalent of half of the Hispanic community and only represents double that of the Portuguese.

For its part, the country has been compelled to bear great changes, and not without damage, caused by this economic and demographic explosion. For want of a solid legislative framework (in particular the lack of management plans and town planning, a land law, and effective legislation to protect heri-

tage), this boom which includes a growing number of development operations do not take place without leaving troubling traces.

At the beginning of the 20<sup>th</sup> century, Andorra had an unusual uniformity of exceptional heritage. It currently experiences serious problems in order to manage simultaneously to administer a strong growth rate – annual construction on an area of land of an average 2,000m<sup>2</sup> since 1981, the registration of almost 4,500 cars a year and the entry of 9,000,000 visitors in 1999 – and to mobilise the necessary effort and resources for the identification, the protection, and the management of its heritage, for even if the national budget has doubled in 10 years, only \$6,100,000 of a total of \$218M (less than 3%) were allocated to the Ministry of Cultural Affairs, of which \$1.7M were dedicated to the research, conservation and the publicising of cultural heritage.

Limited in human and economic resources, and lacking a firm legislative framework and too often subjected to an uncertainty about its areas of concern, the Cultural Heritage Service created in the 1960s, has not often had the opportunity to implement world policies that in the long term might have had an effect that was integrated, planned and supportive of Andorra's cultural heritage.

Although in recent years, the local governments have participated more in managing cultural heritage, a big job is still to be done in this sphere to identify and understand their heritage, to make the people aware of it, but also to urge institutions to invest and commit themselves in this area.

In light of the size of the country and the situation outlined in the introduction, three generic cases are presented that serve as an example of the three threats that menace heritage:



Madriu Valley



## The pressure of economic activity

A major alarm signal is the disproportion between the built-up area of land – an average of 200,000m<sup>2</sup> over the last 20 years, (it reached 411,000m<sup>2</sup> for the single year of 1989) – and the decrease in the area potentially able to be used, reduced to only 45km<sup>2</sup> of private property, which is for the most part unable to be built on. If one takes into account the importance of this growth and the fact that the transformation of the landscape which ensues, is dependant on exaggerated consumption and unauthorised settlement of the country, the first threat is clearly defined.

In the framework of a free economy which takes little account of the common interest and which is regulated according to immediate interests and profits, this economic activity puts cultural heritage in its various forms at permanent risk. We still must take into account the proportionate element, as this threat becomes relatively more serious in a country potentially as small as that of Andorra, where the risk of producing irreversible damage is clearly much higher.

## Cultural landscapes of Andorra – the case of the Madriu Valley

In Andorra, one of the valleys that best illustrates the concept of a cultural landscape (an evolving landscape) is without doubt the Madriu Valley. Located in the parish of Escaldes, it is one of the longest valleys in the country. The Madriu River flows down 1,800 m in height and the valley opens up to the south west, and is the last great Andorran valley that is not ruined by road access. The only path runs right up the valley, allowing the discovery of its great wealth of flora, fauna and the beauty of its views. The visitor that takes this path discovers very quickly numerous traces that reveal the presence of human activity, and

which bear by contrast witness to the system of exploitation in the region and bygone ways of life: small fields and hedges, verges, networks of drystone walls, and pastoral huts. Pastoral and forest exploitation impelled the peasants to lay out this space by function according to its seasonal rhythms.

The informed walker will also find there remains of Andorra's iron industry. Mineral prospecting, charcoal kilns and forges as well as various activities are linked to its production. In the valleys between the 18<sup>th</sup> and 19<sup>th</sup> centuries. The first electrification in the country have also similarly left their imprint, channels and water points dating from the 1930s are their evidence.

The Madriu Valley is therefore a marker of cultural identity because it shows an assemblage of industries that are no longer essential to Andorran society. A balance still reigns at this site that demonstrates the skilled management of the landscape by humans, but which is threatened by certain owners' incessant pressure to build a road. A lack of legal means cannot delay this in the long-term. Opening an access to cars without doubt means a sudden disruption to the ecological balance, in the first place because it will let contemporary Andorrans practice their favourite sport: unauthorised building and the pursuit of immediate profit. This assertion perhaps reveals a lack of confidence about the genuine capacity of this contemporary community to renew a relationship with its environment whilst maintaining the quality and the biodiversity of this Valley.

### *Ways to a Solution / Recommendations*

- Acquire an adequate and effective legislative framework
- Define the rhythms and thresholds of annual and multi-annual growth
- Diversify economic activity and stimulate the rehabilitation / re-use sector
- Establish management plans

View of the valley of Santa Coloma and Andorra from the site of St Vincens d'Enclar







La Maison Duró, Les Escaldes

## The “objectified” vision of heritage

What has so far been said could equally largely explain the movement towards this limited and economic view of heritage.

It is there that the second and largest threat is to be found. In effect, a “de-contextualisation” leads on one hand to the isolation of the heritage item, to its “monumentalisation”, and on the other hand, to the destruction of its context, rich in traces and relationships, which alone can round out its meaning and widen an understanding of a place in its integrity.

This objectified attitude suits the dominant economic interest groups because it frees the land and minimises constraints on them; it is an attitude that at the same time is favoured by the flagrant absence of any elementary legislative framework. It is both a convenient solution and easy for the Administration which thus avoids any confrontation with the real estate lobby group.

This insulation and reduction of heritage to its minimal expression reinforces and cultivates a strong and dangerous uncertainty about the meaning and values of heritage and contributes to a certain “deculturalisation” of the population towards its heritage.

## Framework for a historic item – the Santa Coloma site: gateway to the central valley

During the last 50 years, the Principality of Andorra has experienced a spectacular degree of urbanisation of its rural space, but this transformation cannot be considered as final. At the very least, all the bottoms of the valleys have been subjected to a change that has transformed them into a transitional landscape between town and country. During this period, various urban centres have appeared which in being established, have profited from either the ancient network of country roads and the cadastral survey or from a change in government framework. A very small number of these settlements are based on any land planning program. Among the great number of existing cases, the central valley of Andorra is the one which has been subjected to the greatest transformation. Today, the old population centres of

Santa Coloma, Encorcés, Fener, Puy, Old Andorra, Vilars, Engordany, Coloma, Escaldes and of Engolaster, form an urban cluster that contains almost 36,500 inhabitants. This transformation is an example of the anarchical occupation of the land and a shameful desire to abuse the country.

Among the various zones making up this urbanised complex, the district of Santa Coloma, which totals 3,000 inhabitants, is of particular interest. Despite the fact that it might have been affected by the development of the neighbouring city of Old Andorra, it has kept, to a great extent, its farming-pastoral character. Also, pre-feudal and feudal heritage places that are the most iconic for the history of the Principality are to be found in this district. Historic research conducted between 1979 and 1996 on the subject of the Rock of Enclar has partially clarified this past. The results obtained enable a re-evaluation of the Santa Coloma Church, that of Sant Vicenç and the Château d’Enclar. The intrinsic value of these cultural heritage places is not enough in order to discern the evolving sequence that embraces a period that extends from the Roman epoch to the feudal period (1<sup>st</sup> to 18<sup>th</sup> centuries), only consideration of the area as a whole permits that.

In the network of narrow valleys that form the country of Andorra, the central valley is simultaneously the most favourable region for agriculture and the obligatory passageway to the secondary valleys. Well before the railway, this valley was one of the natural corridors that connected the north and the south of the eastern Pyrenees. For a long time, the district of Santa Coloma, located at the extreme south of the central valley, was both a gateway to this thoroughfare, and one of its control points. From the beginning of the Christian Era until the 3<sup>rd</sup> century, the Roman military settlement, established in order to control the route, was set up on the *puig* which hangs over the village. In the second half of the 4<sup>th</sup> and 5<sup>th</sup> centuries, it was used to make the Pyrenaean mountain chain impenetrable to the advances of the Germanic peoples. Later, this ancient Roman presence influenced the Church authorities at the time on their choice of the siting of the Churches of Santa Coloma and of Sant Vicenç which were the first to be established in the Valleys at the end of the 8<sup>th</sup> century. Finally, between the 9<sup>th</sup> century and 1288, the Count’s powers in the region used the Chateau of Enclar to seize a territorial entity based on the one hand on the need for a large territory on the mountain spine, and on that of deducting the surplus produced by the Andorran communities. Besides these particular heritage places, the Santa Coloma district also contains other elements, of less importance, which make an integral part of an Andorra undone by European realities. At the southern limit of this area, is to be found the village of Aixovall (Ipsò Vallo) which allows us to suppose the existence, at least in the 11<sup>th</sup> century, of a forced crossing place, as evidenced by a palisade and a gate. To the north of Aixovall, towards Santa Coloma, there is a bridge over the Margineda which is rare evidence of Roman civilian heritage still present in Andorra. At this place, and at the others of the district, there are also remains of principal and secondary roads.

Since the 1960s, an important program of historical research and restoration has taken place for heritage in Andorra, which enables the admiration of a representative part of the Roman and feudal heritage places to be found in the valleys. The district of Santa Coloma could not be separated from this cultural program, but as with that the other zones of the Principality that are of historic interest, the almost non-existence of any legal body



dealing with cultural heritage as that which exists at the European level, reduces these operations to individual monuments. The context and the surroundings of the heritage places stay dependent on imponderables and essentials.

In May 1996, a town plan was presented for the parish of Old Andorra that included the Santa Coloma district. The general plan proposed the definite integration of the district into the large urban cluster of the central valley. In the general context in which land is an economically reduced resource, this project will not consider this district other than as a reserve subordinated to the neighbouring village's need for space. Even if we take into account the conservation of the various heritage places and the rationalisation of certain natural areas, the planned urban landscapes tend to a uniformity and a standardisation at the bottom of the valley without taking into account the wealth and variety of these places.

Faced with this possibility, the loss of particular character in the area surrounding the urban zone of Santa Coloma is to be expected. That is why we propose a project based on the diverse elements and the inherited structures of the successive cultural models that characterise this country. This project, conceived in a more general manner than in strict conservation or protection, implies the identification and consideration of the old models in order to reuse them as a support in future town planning.

### *Ways to a Solution / Recommendations*

- Implementation of a contextualised inventory of heritage
- Commitment to an appropriate and effective legislative framework
- Implementation of a program of corrections
- Implementation of a program of actions for the wider public

## **Heritage "Without Papers"**

There is a heritage that does not exist for the legal and administrative instruments, nor for the community nor the media. It is a heritage that is almost unknown, ignored and definitely threatened continuously with impunity.

A great threat menacing it is that it does not have the label of "monument". This high risk situation that could produce important and irreversible cuts in our cultural and historic wealth is the consequence of a number of important gambles and circumstances that we have already evoked. We can however try to identify other particular factors.

We argue most of all that there is a certain focus on all that is Roman or medieval. In ignoring all that meets that condition, one tends to demand a strong dose of age in cultural features in order for them to be considered as heritage.

Moreover, there is no leaning to research, identification, discovery, or analysis which is being undertaken for the discovery and the understanding which would enable the retrieval of an important number of facts in which our heritage is concealed.

This sanctioning of heritage as individual slices, this partial and decontextualised recognition contributes without a doubt to the illiteracy of the community and favours the diffusion of the image of a "standard monument" besides having a very limited and undesirable educational value.

## **The Architectural heritage of the 20<sup>th</sup> century**

The 20<sup>th</sup> century has seen the dying out and the disappearance of the figure of the traditional mason and has seen the birth of the first building firms.

At the beginning of the century, the last old masons lived side by side with the first entrepreneurs. They alternated the building of local types with more urban buildings that involved the appearance of new types and the birth of visible concern for composition and decoration. The simplest achievements were the work of the masons, others are evidence to the first projects by architects.

In the context in which there was no pressure, over several years, an urban architecture was produced along the new road thoroughfares, supported by an burgeoning urbanism that generated new roads and which led to the rapid explosion at the outskirts of the shape of the traditional hamlet as sketched in the future agglomeration of Old Andorra and Escaldes.

There we find an architecture that uses the possibilities and the wealth of techniques of rough-hewn walls, of stucco and *sgraffito* but also a special architecture which uses cut granite as the only material to cover the façades, especially the main façade.

In these two cases we see the importation of tastes, techniques, and very often, of agents (stone workers or designers). This period corresponds to the first waves of immigration particularly of Galicians that had a major tradition of cutting stone, and Andalucians, who sometimes came from the area of the Andalusian quarries. The main cheaper work at this time combined the abundance and quality of the local granite with the profusion of workshops in the adjacent French and Spanish regions have supported a fashion that has left several, and outstanding, examples.

The heritage built in the first half of the 20<sup>th</sup> century was both an architectonic expression and a rich witness to an exceptional period of Andorra's recent history. It was an essential link, incontestable for a correct reading of the transition from a traditional society to the Andorra of today.

The rehabilitation of some of these buildings does not excise the great risk that threatens them. Until now, no system of protection has been put in place at the very time when some demolitions have taken place without anyone reacting. Some examples of designed architecture (by renowned neighbouring architects such as C Martinell, Puig I Cadafalch or J M Sostres) are to be found in the same situation. It is during the second half of the century that significant works of the first order were built by local architects.

The principal threat that menaces this heritage is precisely in it not being "heritage" in the eyes of its contemporaries, of not "having papers", and as a consequence, of the possibility of its being excluded at any moment. It is therefore urgent to discover this heritage, to identify it, to list it, and to stimulate its analysis and study because these are the obvious conditions for its survival.

### *Ways to a Solution / Recommendations*

- Raising awareness amongst the community
- Detailed inventory of the ignored heritage
- The promotion of research studies
- Implementation of protection systems



## ARGENTINA – HERITAGE @ RISK!

The situation of Argentine immovable cultural property, an important part of the country's cultural resources, must be considered as the worst in Latin America. In some ways, the situation reminds one of violations to human rights or the degradation of the natural environment and presents the need for international commitment and assistance. It must be said that part of this seriously threatened Argentine Heritage is also important at an international level.

The most valuable buildings and sites of the country, especially in Buenos Aires, are at a high risk of losing their integrity and authenticity due to several causes:

- The lack of proper appreciation of historic and aesthetic values due to the scarce and fragmentary development of architectural and art history research and education.
- Aesthetic and ethical preconceptions affecting mostly the heritage of the late 19<sup>th</sup> and early 20<sup>th</sup> centuries, which is misunderstood, for it is described as a mere “pastiche” or a reflection of “cultural imperialism”.
- The extensive spread of bad conservation theory and practice that includes extensive adaptive reuse and demolition.
- Intensive lobbying by professional trade unions to evade conservation practices, to communicate erroneous preservation policies, and to impose uncontrolled and extensive renovation and adaptive reuse practices.
- The establishment of conservation awards that sanction bad conservation projects that are usually linked to commercial projects.
- The extensive spread of adaptive reuse projects, based on the transformation of the country's best architectural heritage items.
- A lack of awareness of the need of architectural conservation policies and practices.

- Ineffective, non-professional, politicised, non-transparent management of heritage by national agencies, such as the National Commission of Museums, Monuments and Sites or the Buenos Aires City Planning Commission.
- The limited possibility to oppose the state on the issue of proper conservation activity.
- The ineffective and weak presence of the very few NGOs involved in historic conservation.

### Some facts:

The National List of Monuments and Sites includes less than 400 entries. Most of them are colonial and pre-Columbian landmarks. Some of them are battlefields or tombs linked to important events in the history of the country.

The National Commission of Museums, Monuments and Sites, created in 1940 by the basic conservation law of the country, does not work as it should. The Commission has enormous difficulties in recognising the architectural and artistic significance of the most important architectural works of the country, hardly controls restoration or renovation works on listed buildings and, in a perverse way, includes buildings officially in the National List only after they are seriously altered or partially demolished.

In the case of the city of Buenos Aires, all historic conservation policies and management is the exclusive responsibility of the City Planning Secretary, where a tiny office of three people does all the work. There is no historic conservation legislation apart from some few articles in the Urban Planning Code. There are only two legally defined historic districts and fewer than 200 buildings are officially listed. Most monumental structures are

Bunge & Born Grain Elevator, Buenos Aires, 1904 (photo July 1998)



Abasto Market, Buenos Aires, 1929–32. Interior after renovation





not listed. In most cases, projects developed by the City Planning Secretary and other city agencies, both on their own properties or on public space, do not consider the impact of new works on historic structures or on the environment.

Transparency is not practised, for there are no public hearings at any level to discuss or approve renovation or restoration projects, and there is almost no response to citizens'/residents' demands for information about the approval procedures and decisions.

In the very recent past (1997-2000), there have been several outrageous cases, the most representative being:

### Recent destruction:

#### Bunge & Born Grain Elevator (1904, City of Buenos Aires)

The most important grain silo of Latin America (for its historic, aesthetic, built and structural values), published by Gropius and Le Corbusier, was demolished by the city authorities (City Planning Commission) to make way for a real estate development at the old harbour.

#### Spanish Bank Central Headquarters (1905, City of Buenos Aires)

A Beaux Arts bank prototype, a decisive element of the "collection" of bank types and styles of the Buenos Aires financial district, and a fundamental component of the cityscape and inseparable complement to two adjacent national monuments, it was completely demolished, only two fragments of the façade being kept, to make way for a high-rise building for the Banco de Ga-

licia headquarters. The project was approved by the City Planning Secretary which stated that the preservation of the fragments contributed to the renewal and conservation of the area.

### Recent partial demolitions and abusive adaptive reuse:

#### Mercado de Abasto (1929-32, City of Buenos Aires)

The building is composed of two extraordinary structures: the city's most important market built of metal and the world's most remarkable market built in reinforced concrete. The first was demolished and the second was infilled with several floors to install a shopping centre, obliterating the magnificent space. No controls were applied except building codes. Only when all renovation works were finished did the National Commission of Museums, Monuments and Sites decide to list it, awarding the owner (IRSA) an exemption on all taxes.

#### Banco de Londres (1960-66, City of Buenos Aires)

One of the most outstanding items of Brutalist architecture around the world, this masterpiece of Argentine architecture was recently identified by the 20th Century Architecture Exhibition at the Museum of Contemporary Art of Los Angeles as the century's most important work of Latin American architecture. It was recently intrusively renovated and disfigured so as to lose most of its original character. As no NGO, national agency, or press media objected to the project, an international blitz campaign was conducted to warn local and national au-

Banco de Londres, Buenos Aires, 1960-66



Underground lines, Buenos Aires, 1908. Street access







Villa Ocampo, San Isidro, 1891, renovated 1940

Once Railway Station, Buenos Aires, 1880–1910. Interior office block



thorities and to stop the works. The campaign failed, none of the more than twenty high-placed authorities responded. Only when all renovations works were finished, did the National Commission of Museums, Monuments and Sites decide to list the building, and award the owner (IRSA) an exemption on all taxes.

### **Underground Tracks (1908-38, City of Buenos Aires)**

The historic underground system of the city, that includes the first underground line built in Latin America, and extensively decorated with ceramic murals, is suffering an intrusive renovation that does not take its historic and artistic value into consideration. There are no preservation controls at the city level, and the National Commission of Museums, Monuments and Sites listed some parts of the system with lax controls during the renovation project, enabling extensive renewals and modifications, that are altering the unique character of the system's architecture.

### **Recent destructive projects, highly likely to succeed:**

#### **Villa Ocampo (1890-1940, San Isidro, Province of Buenos Aires)**

A UNESCO property since 1973, and donated by Victoria Ocampo – the 20th century's leading figure of Argentine culture – it has extraordinary cultural, aesthetic and historic significance at national, regional and international levels. The house, with collections, library and park, is probably the only intact estate in the world that portrays, in a tangible way, 20<sup>th</sup> century aesthetic development from Historicism to Modernism and the ebb to Post-Modernism. In 1997, a destructive renovation project, launched by the Argentine Government and accepted by UNESCO, threatened the site. A group of citizens managed to stop it, thanks to their tenacity and will. The threat is not over as the National Government and UNESCO have not yet decided the fate of the property. The French Government offered to send a mission of French experts before the end of 2000, to analyse the case and provide recommendations for the building's future use. There is a high risk that the mission could be manipulated to support alternative versions of this destructive project, initiated by the Argentine Government and UNESCO in 1997.

#### **Railroad Terminal Stations (1875-1955 City of Buenos Aires)**

Each of the four terminal railroad stations (six structures) of Buenos Aires are highly significant buildings in themselves, but also form an outstanding overview of 80 years of railroad culture in a single city. Constitucion Station is a unique overlapping of three structures that portray different periods of British architectural tradition. Retiro Station is considered the most re-





Constitucion Railway Station, Buenos Aires, 1880–1930. Main Hall



Retiro Railway Station, Buenos Aires, 1910–16. Entrance Hall

finest and sophisticated station design before World War I, the high point of its building type and the most important Edwardian railroad in the world. In 1999, the Argentine Government called for tenders to renew and administer all railway stations with no conservation guidelines, that has resulted in projects that will impact tremendously on the buildings' integrity and authenticity. The National Commission of Museums, Monuments and Sites approved these projects without any changes. Those voices calling for proper conservation and changes to the projects are not being heard. Representations to the National Ombudsman were not answered. Demolition, bad restoration work and extensive commercial reuse are about to start.

### Duhau Palace (1932, City of Buenos Aires)

One of the best of the few surviving Beaux Arts mansions and gardens of Buenos Aires' Belle Epoque, this estate is in the same form as two neighbouring properties – highly significant turn-of-the-century mansions – and a unique repertoire of the residential styles of the city's Golden Age, and part of the only surviving block that shows the original environmental and urban plan of the city in that period. But it is also an irreplaceable item as the culmination of French influence on Argentine architecture. The renovation project recently submitted to the city authorities for approval, consists of the complete demolition of all the interiors of the mansion and the destruction of the garden, to build a multi-storey shopping centre and a hotel tower. The National Commission of Museums, Monuments and Sites has officially communicated that it intends to list the building later in the future, so as to allow the works to be completed without conservation controls, then list the property and award the developer extensive tax exemptions.

### Museum of Natural Sciences (1882, City of La Plata, Province of Buenos Aires)

Together with Le Corbusier's Curutchet house – the only works by that French-Swiss master in Latin America – this building is the most significant in the city and Argentina's most significant museum building. Characteristic of a 19<sup>th</sup> century Natural Science Museum, it is one of very few, perhaps unique of its type, to be preserved almost intact (environment, building, collections, equipment and fittings). In 1997, the University of La Plata prepared an intrusive renovation and extension project that would have completely destroyed the integrity and authenticity of this extraordinary testimony to a lost era. Had it not been for green activists, that protested and legally stopped the

Duhau Palace, Buenos Aires, 1934. Entrance Hall







Palace of Justice, Buenos Aires, 1900–30. Covered courtyard

cutting of trees in the original surrounding park, works would have been completed by now. However, the threat has not disappeared, as the University is insisting on the project, and national (the National Commission of Museums, Monuments and Sites), provincial and local authorities have approved the project.

### **Casino, Provincial Hotel and Bristol promenades** (1940-1946, City of Mar del Plata, Province of Buenos Aires)

A monumental urban complex, including two big multi-purpose buildings and terraces along the seashore, built during the Second World War, this place can be considered the culmination of inter-war Academism, an architectural type with no precedents and one of the period's most successful combinations of Modernism and traditional architecture. The inclusion of the complex on the National List of Monuments and Sites was called for by locals and various scholars and celebrities. The National Commission of Monuments and Sites rejected the request for political reasons. In fact, the Government of the Province of Buenos Aires was trying to privatise the whole complex and needed no restrictions to be placed on the future developer.

### **Palace of Justice** (1904-1944, City of Buenos Aires)

The architectural symbol of one of the three powers ruling the nation, this magnificent Beaux Arts building can be considered the final phase of this architectural type, where the academic tradition reached an extreme ratio between functionalism and traditional composition standards. All exterior and interior surfaces are rendered with original simulated stone stucco-work, a unique finishing technique, typical of Argentine architecture. The building can be considered the biggest building of the country finished within this technique, that resulted from the mix of Italian immigrant artisans and French architectural materials and features. The restoration project launched by the Supreme Court of Justice and approved by the National Commission of Museums, Monuments and Sites is full of administrative and technical failings and irregularities, that will seriously affect the integrity and authenticity of this national monument. Some few voices have denounced this major threat and called for a modification of the project. The Supreme Court has not answered. Representation to the National Ombudsman to reverse the situation has not had any effect, and these defective works will start in the near future.

### **Recent defective restoration of public monuments:**

#### **San Martin Palace, Ministry of Foreign Affairs** (1906, City of Buenos Aires)

An extraordinary example of residential Beaux Arts architecture, a composition inspired by the 1866 Prix de Rome project, the building is also one of the most important items of 1900 world architecture that mixed Classicism and Art Nouveau to shape the so-called "Beaux Arts style". In the past five years, the Argentine Government completed a most unsuccessful renovation and restoration project that disfigured the interiors, altered the original finishings and ruined the original exterior aspects of the building. All works were approved by the National Commission of Museums, Monuments and Sites.

#### **Casa Rosada** (1882-1892, City of Buenos Aires)

An architectural symbol of one of the three governing powers of the nation, the Italian Academic palace called "The Pink House" is both the core of the original settlement, the Buenos Aires Historic District, and one of two monuments – the other is the National Congress – pointing to the most important urban axis of the city, Avenida de Mayo. A recent restoration project included the repainting of its most important façade, that facing the historic square, using a sharp pink colour that does not follow any historical or scientific evidence. The work was supervised by the National Commission of Museums, Monuments and Sites, even the colour was "selected" by the Commission among those available in a German firm catalogue. Some very



few voices complained about the result, and only one about the procedures and techniques. The Commission said they followed international conservation recommendations.

### **Cathedral (1882-1932, City of La Plata, Province of Buenos Aires)**

One of the best late Neo-Gothic cathedrals in the world, the interior was only completed after several decades of construction. The unfinished exterior was part of its powerful character and shaped the city image for more than half a century. A few years ago, the Catholic Church and the Government of the Province of Buenos Aires started a project to complete the exterior works, following in part the original designs and adding the missing towers and decorative elements, such as pinnacles and buttresses. A glib and demagogic justification was developed based on a 19<sup>th</sup> century neo-Medievalism theorist and the citizens' aim to have their church finished.

### **A recent international “fiasco”:**

#### **La Plata (1882) nomination to the World Heritage List**

The project for La Plata was an important landmark in the history of Urbanism and 19<sup>th</sup> century architecture. The urban plan and public buildings were completed in a very few years, the urban fabric – private properties - was shaped in different stages. The last 50 years has seen the complete disfigurement of the original cityscape with high-rise buildings scattered everywhere. Also, almost all public buildings have suffered important changes to their authenticity and integrity, such as demolition (the Municipal Theatre), bad restoration (all exteriors and several valuable interiors of public buildings), extensions with modifications to size and spaces (Government House), completion of works violating international conservation charters (the Cathedral). The recent presentation of the La Plata nomination to the World Heritage List is unsustainable from various points of view. The supporters of the project have convinced La Plata citizens and authorities of the reasonability of the nomination provoking great misunderstanding and confusion. If, for some incomprehensible reason, the nomination is accepted, the mismanagement and bad conservation of Argentine heritage will be acclaimed, defective theories and practices will be sanctioned, and there will be little chance to change the accelerating and unstoppable deterioration of Argentine Heritage.

### **Solutions**

- Extensive dissemination about the emergency, threats and risks in Argentina to different national and international levels. Part of this threatened heritage has important regional and international value.
- Energetic international advice to government and non-government organisations about the unsustainable situation through letters from ICOMOS, UNESCO or other international organisations addressed to national and local authorities, as well as the public media in Argentina.
- Recommendations to reverse the situation through the upgrading and renewal of conservation legislation, policies and strategies.
- An expert mission to evaluate the situation with members from an external and independent background. Preparation of recommendations and monitoring procedures.

ICOMOS Argentina



San Martin Palace, Buenos Aires, 1906. Entrance courtyard, Ministry of Foreign Affairs



## AUSTRALIA – HERITAGE @ RISK!

Two centuries of European settlement have dramatically and fundamentally altered the cultural landscape of Australia. The delicate ecological balance that had been forged by its Aboriginal owners over 60,000 years has been largely swept aside. European settlers misunderstood the indigenous culture, the land and its climate – it was not an empty land of limitless opportunities.

The native title rights of Australia's indigenous people have recently been recognised by the High Court of Australia, but as a cultural minority with only 2% of the population, indigenous languages are dying out. Indigenous standards of health, education and housing are significantly less than the national average, and the loss of their land is central to their spiritual and cultural fight for the preservation of their heritage sites.

For the past 200 years, Australia's European settlers "rode on the sheep's back", developing a settlement pattern and economy based on the export of wool, and to a great degree on beef cattle, much of it produced in fragile grazing lands and semi-arid zones. Many indigenous sites were destroyed and serious environmental damage ensued from wholesale vegetation clearance, by and for stock. Resulting environmental problems such as dry-land salinity and erosion are only now being recognised and the financial commitment necessary for land rehabilitation is an enormous challenge for future generations. Mining has also been a major industry with Australia in the top five as a producer for most mineral wealth.

With a population density of only 2 persons / km<sup>2</sup> (compared to USA's 29 / km<sup>2</sup>), and global recession in the wool market and other primary industries, Australia's rural and regional heritage of pastoral buildings and rural infrastructure as well as the city wharves and port facilities which sustained this trade, are much at risk.

### Heritage Management Trends

The Commonwealth of Australia is a federal system, but despite the availability of protective local, state and federal national heritage legislation since the 1970s, it has been notably less used in the past decade and its financial support reduced by government in lean economic times, with cultural heritage receiving 200 times less than the natural environment and applications for funding for heritage places exceed funding eightfold.

Over 12,000 heritage places are in the federal Register of the National Estate (RNE), but less than half of these represent the outcome of comprehensive survey work. Approximately 72% of the National Estate is "historic", 16% "natural", and only 7% of the National Estate are places identified as part of Aboriginal and Torres Strait Islander heritage, although many are recognised as including all values. Individual National Estate places are concentrated in metropolitan areas, 91% having architectural or historic value.

In most States and Territories, heritage management legislation enacted in the 1970s was devolved to local government in the 1980s via planning legislation. For example, the New South Wales State Heritage Register lists 1450 items, but the larger state list including places in local government plans, now totals

over 20,000 items. Australian local government levels of technical support and experience with heritage issues vary greatly, particularly in rural and regional areas. A network of local heritage advisers is spreading to redress this imbalance.

In Australia's growing coastal cities, rising inner urban population densities and outer-ring suburban sprawl bring increasing development pressures on heritage places and their settings. Particularly at risk is Australia's heritage of mid-20<sup>th</sup> century, under-recognised in existing heritage registers, and with materials conservation problems requiring urgent research. Discussions on modern architecture at a national conference in 1999, *Fibro House : Opera House* (Sheridan Burke (ed) Conference Proceedings, 2000), and later at an Australia ICOMOS Conference in Adelaide in late 2001, and the formation of a national DOCOMOMO working party, will hopefully generate attention and support for these places.

As government support diminishes, community heritage activism increases, with professional and community groups heading publicity campaigns and providing technical guidance and stakeholder support to heritage places at risk. A major community group since the late 1940s is the National Trust of Australia that has some 80,000 members in the State bodies, and has lobbied fiercely for heritage issues of community concern. Australia ICOMOS with almost 400 heritage professionals, has set standards for heritage conservation ethics and practice, including its 1999 revision of the *Burra Charter* (The Charter for Places of Cultural Significance) that is recognised as a national standard for heritage conservation ([www.icomos.org/australia](http://www.icomos.org/australia)).

### Identifying Heritage at Risk in Australia

In 1998, the National Trust of Australia initiated a national Endangered Places Programme, calling for nominations from the general public of threatened places and functions of community value (not necessarily monuments). The programme aimed to focus attention on Australia's endangered places and to increase awareness of the processes required to conserve them, aiming to attract community support for their viable conservation. This report is widely promoted on the Web and in hard copy ([www.austnatrust.com.au](http://www.austnatrust.com.au)).

Similarly, the federal government has identified areas of concern for Australia's heritage, including a holding a committee of review into the fate of federal-owned heritage properties, such as Post Offices and Defence sites. It found *neglect and missed opportunities to be the hallmark of heritage asset management by the Commonwealth government*. The report put forward a cohesive strategy for future management of these strategic community assets and set out principles as a framework for best practice. Future actions were set out in July 2000 in the Commonwealth Heritage List in the Commonwealth Government's Proposed New Heritage Regime of July 2000 for its heritage properties ([www.environment.gov.au/heritage/policies/index](http://www.environment.gov.au/heritage/policies/index)).

In 1996, the federal government issued the first comprehensive assessment of the Australian environment, its *State of the Environment Report* ([www.environment.gov.au/soe](http://www.environment.gov.au/soe)), devel-



oped by an independent panel of 200 scientists and experts. This report focuses on environmental sustainability, and included cultural heritage at risk. This reporting system initiates research and reviews progress on the health of Australia's environments and cultural heritage, and was supported by technical papers analysing trends and defining sustainability indicators, including the "Environmental Indicators" on natural and cultural heritage which further developed holistic indicators of heritage health based on pressure, condition and response for natural heritage places, indigenous heritage places, indigenous languages, historic places and natural and cultural objects.

## Trends and Examples of Heritage at Risk in Australia

### Damage and Destruction

*Direct pressure on historic places through demolition or re-use of buildings and precincts and their surroundings. Many places are demolished or radically altered before they can be placed on registers...*

*"Most states have delegated the responsibility for conservation to local councils through heritage development and planning legislation. It is too early to assess effectiveness... No effective co-ordination exists between and with governments on decisions affecting heritage. State of the Environment Report, 1996*

#### *Walsh Bay Wharves, Millers Point, Sydney*

These massive timber wharves, stores, roads and hydraulic goods handling systems below the Sydney Harbour Bridge are together a rare example of 20<sup>th</sup> century port technology. Walsh Bay has been redundant for shipping purposes since the early 1980s and despite a Permanent Conservation Order under the New South Wales Heritage Act, listing as a heritage item in the Sydney Regional Environment Plan, entry in the Register of the National Estate and classification of the site by the National Trust of Australia (NSW), the State government has recently approved demolition of several of the wharves and shore sheds.

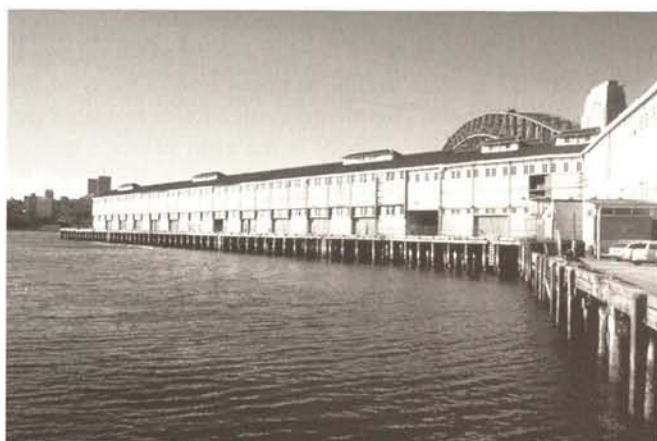
After a concentrated publicity campaign by the National Trust of Australia, the State of New South Wales sought to negotiate a commercially viable project that would secure the preservation and renewal of the area. The resulting scope of demolition in the planned Walsh Bay project was significant, and the Trust successfully fought the development in the Land and Environment Court, with the State voting to pass retrospective legislation denying any capacity to formally object to the development. Demolition and redevelopment of the Walsh Bay wharves is currently underway.

### Neglect or Abandonment

*No national programmes are currently in place to monitor the physical condition of Australia's heritage places or objects, increasing the difficulty of assessing the effectiveness of responses in conserving heritage resource... State of the Environment Report, 1996*



Coombie Station Homestead Complex



Walsh Bay Wharves, Sydney Harbour

North Head Quarantine Station, Sydney Harbour National Park





## Rural heritage

Australia's pastoral industry, once the engine of the Australian economy, has become increasingly redundant during the 1990s, as major export markets for Australian wool disappeared with the fall of the Eastern Block. Two centuries of European settlement in Australia has left a legacy of homesteads, wool-sheds and rural infrastructure which is struggling to find alternative economic uses to underpin its maintenance and conservation, and is increasingly being abandoned.

In 1996 an initial survey of seven homestead complexes in the district of Inverell in north western New South Wales found that one third had become redundant. Some had been abandoned, as property amalgamations were forced by the realities of contemporary pastoral and agricultural production. Such a redundancy rate is probably nationally typical.

Government rationalisation programs are having a significant impact on heritage; railways, hospitals, education facilities, fire stations and health Centres throughout Australia. The rationalisation of the railway infrastructure in rural Western Australia is having serious impact on the heritage of the wheat-belt area through loss of lines, vacant buildings, removal of infrastructure etc. The major banks are also making a mass exodus from regional Western Australia (a situation which is occurring throughout Australia) and leaving a string of vacant buildings, due to the general decline in population in many of the smaller regional towns. This means a reduction of available services and inevitably empty shops in the main streets, which in turn threatens public facilities such as the community town halls (especially in more remote towns).

In Western Australia where buildings in Outback towns are abandoned, and their owners walk off the land, the sites revert to local Shire Council ownership. In many cases the Shires are carrying out systematic demolition of the sites rather than incur maintenance costs regardless of heritage significance, as in the historic gold mining town of Cue.

*Typical of the losses through abandonment is the Kulki Vineyard house, Inverell, part of a property acquired by Alward Wyndham of Dalwood in 1869, the 11,360 acre Kulki station ran sheep until 1881, when five acres were set to vine. The stone and pisé vineyard house was built in stages as the winery prospered, its products being premiated in Agricultural Shows. Its success was short-lived, however, and the vineyard house has now been fenced off from stock and vacant for many years, whilst scarce maintenance resources are focused on the main Kulki homestead, which remains the operational headquarters of the property.*

## Solutions

– Identifying and promoting good examples of innovative, sustainable management and businesses, which are effectively conserving heritage places through sound economic management. In 1998, the Historic Houses Trust of NSW initiated a celebratory project *Bush Lives: Bush Futures* - a touring exhibition, video, web site and schools education project. It documents the remarkable lives of eight bush families who have taken innovative approaches to conserving their heritage properties by radically altering their land management regimes to favour the environment. The exhibition is now on a national three-year tour, accompanied by public forums in

regional centres which encourage landholders to discuss these issues and to evolve solutions to their own problems and can be visited at [www.hht.nsw.gov.au](http://www.hht.nsw.gov.au).

- Promoting, publicising the effects of such heritage losses. The National Trust of Australia (Queensland) has developed a web page to accompany the *Vanishing Queensland* exhibition currently touring nationally. The web pages are at and feature photographs and stories of the range of Queensland places that have disappeared in the last 30 years. Viewers are invited to add their reminiscences of these vanishing places, and a local component is added to the exhibition and the web page at each tour venue.
- Developing Conservation Maintenance Plans, as in Victoria with the 2,500 non-indigenous places in National Parks ([www.parkweb.vic.gov.au](http://www.parkweb.vic.gov.au)) that include conditions under the joint federal-state Regional Forest Agreements ([www.rfa.gov.au](http://www.rfa.gov.au)).
- Expanding the local heritage adviser network systems and Internet chat-line, very effective tools for identifying heritage at risk and assisting owners and caretakers of these sites how to access funding or expert advice on conservation management methods, and communication and research tool for heritage advisers and practitioners, especially in distant locations, proposed to become national service ([www.heritage.nsw.gov.au](http://www.heritage.nsw.gov.au), and [www.alga.com.au](http://www.alga.com.au))
- Developing the HeritageCare concept (based on Landcare Australia, a widespread Australian community self-help land repair initiative, supported by all levels of government to assist the owners to conserve rural heritage places ([www.landcareaustralia.com.au](http://www.landcareaustralia.com.au)).

## Redevelopment Pressures

*Direct pressure on historic places through demolition or re-use of buildings and precincts and their surroundings. Many places are demolished or radically altered before they can be placed on registers. Source State of the Environment Report, 1996*

## Setting / Curtilage Threats

As the most urbanised society in the world, Australian cities experience great pressures in all directions, including in its suburban expansion. In doing so, they swamp former rural homesteads, settlements and farms with urban sprawl. The delineation of appropriate settings or curtilages for historic place, such as in Sydney with churches such as St Paul's, Cobbitty, and public properties such as the former federal Quarantine Station at North Head at Manly, are proving exceptionally difficult to manage.

## Solutions

Design guidelines for residential rural/subdivision which favour the prior assessment of historical and visual significance to delineate an appropriate curtilage and setting for heritage places, and promote the ability of the public to appreciate and read the landscape



### Regional historic cinemas

Cinemas and theatres were identified for the National Estate some years ago as an important element of 20<sup>th</sup> century community heritage, but increasing commercial pressure on such places has increased the risk to their conservation. The National Trust (NSW) is maintaining a campaign for the long-term conservation of regional heritage cinemas. There are only 11 single-screen intact heritage cinemas of high significance still operating in New South Wales. Many of these are under imminent threat, of closure and ultimately redevelopment or demolition. The major problem facing these theatres is the imposition by film distribution companies of onerous, impractical and inappropriate film exhibition policies, that are impossible to maintain in small country regions. Heritage cinemas in country towns are often the only venue for films and live theatre and form a vital component of country social life, and operators of these theatres need support from the community and the film industry.

### Solutions

The National Trust is urging distributors to relax their stringent policy (which is better suited to multiplex cinemas) in order to save these significant heritage cinemas.

## Indigenous Cultural Heritage

*The cultural heritage of Aboriginals is most fully expressed within the most relevant traditional languages. Speakers of languages strongly believe that they are the best vehicle for traditional knowledge and therefore knowledge of indigenous places. Of the 250 languages thought to be spoken at the time of European settlement, only 90 are still spoken today.*

*The continued loss of languages of indigenous Australians is being exacerbated by the death of remaining speakers or by other languages replacing them in daily use. All of the traditional languages being used as the primary means of communication could be lost within a generation.*

*Many Aboriginal and Torres Strait Islander communities wish to assume control of their own cultural material.*

*Over the past decade the Commonwealth government has supported the return of significant cultural objects to indigenous control. The Aboriginal and Torres Strait Islander Commission implemented a national Heritage Program in 1993-94 for indigenous communities to establish keeping places.*

State of the Environment Report, 1996

### Documentation

It is sometimes difficult for indigenous communities to seek financial assistance for identifying and recording their sites of significance from the 19<sup>th</sup> and 20<sup>th</sup> century. This process is made more precarious as the average life expectancy of community members is 20 years less than the general Australian population, and the younger generation is sometimes not as interested. Many Elders in their late 40s-50s are dying and hope of documenting their history of the mid 20<sup>th</sup> century is diminishing.

In early 1999 there were 28 languages in Australia with only one speaker remaining (*Ethnologue*, February 1999). Despite



Kakadu National Park

intensive recording and documentation of indigenous languages and associated song, dance and Dreaming, by the Australian Institute of Aboriginal and Torres Islander Studies and some 20 years of funding and special schools and classes to both teach current indigenous languages and revitalise dead ones, current Government cuts to funding threaten the viability of this precious link to the intangible values of Australia's indigenous heritage landscapes and Dreaming Tracks.

### Solutions

Increase Government funding and commitment and funding from previous levels rather than the current cuts.

### Kakadu National Park and Indigenous Values

Deep concerns are expressed regarding the ongoing threats from mining activities to the cultural and natural world heritage values of Kakadu National Park, which some of its traditional owners believe places the site as World Heritage in Danger. This issue exemplifies an ongoing concern about mining in indigenous spiritual landscapes that frequently takes place in remote parts of Australia, which gains much of its resource based income from mining. This is despite the recognition of Native Title, and pressures continue on indigenous people in remote, sparsely populated areas to negotiate, often in culturally alien situations, to allow such mineral exploitation to take place. Otherwise indigenous heritage, including some 100,000 recorded heritage sites, are particularly at risk from coastal and urban development. Support for the indigenous concerns from other Australians in urban centres of population along the coast, may occur if the proposed development proposed also offends them and often particularly when the natural environment is also threatened.

This is primarily the case for Kakadu, where concerns regarding the ecological fragility of the Kakadu heritage landscape were exacerbated earlier this year when contamination spilled from a mine dam into the National Park. The development however of a cultural plan for the area as required by the World Heritage Committee has not progressed. Effective consultation with the traditional landowners has not proved possi-



ble. The Australian government has strongly opposed such a listing in the World Heritage Committee.

### *Solutions*

- Action at international level to add pressure to national and local initiatives
- Application of national standards for indigenous heritage places based on the Australia ICOMOS *Burra Charter* to ensure appropriate consultation and cultural mapping take place and decisions are based on agreed wishes of indigenous owners of heritage places

### *Objects and Collections*

*Most state, regional and local museums are unable to provide suitable care of their material culture collections in 1991. Deterioration of many collections of heritage objects is likely to continue.*

State of the Environment Report, 1996

The *National Preservation and Conservation Policy for Movable Cultural Heritage* includes criteria for assessing significance, which are currently being trialled and work-shopped. The national strategy, *Recollections* has been widely distributed and placed on the Australian Museums and Art Galleries On-Line website ([www.amol.gov.au](http://www.amol.gov.au)).

### *Solution*

- Although there are many specific solutions that can be made regarding movable heritage, from an ICOMOS perspective closer interaction between heritage place and museum professionals and officials and would result in a stronger force for the protection of this aspect of Australia's heritage and its continued relevance to Australia's heritage places.

### *Natural and Man Made Disasters*

Australia, as an island continent, probably has more than its shares of floods and fires, mud slides and tropical cyclones. Civil unrest and warfare are thankfully absent from the nation. The increasing dramatic effects of global warming and El Niño on Australian weather patterns have led to a re-assessment and amendment by some museums of traditional Disaster Preparedness Plans.

Disaster response co-ordination has been seriously reviewed in Sydney recently, with the forthcoming Olympics, but throughout the nation Emergency Services are extensively

trained for disaster management, particularly in rural areas, where bushfire fighting organisations have been operating for many decades. However, when a disaster occurs at a heritage site, usual Emergency Services methods may not be appropriate. Much was learned of the co-ordination problems of securing special access and methods needed on historic sites during recent summer bushfires in New South Wales.

### *Solutions*

- Use Disaster Management Plans

In New South Wales, the Historic Houses Trust, which manages thirteen of the states most significant heritage properties have evolved Disaster Management Plans in-house since 1993, customising the basic framework for each property, working from thorough risk assessment to presenting an action plan for human safety, priorities for collection evacuation (snatch lists), telephone trees, emergency procedures, recovery procedures etc. In other states, similar plans are developing. References such as *Be Prepared: Guidelines for Small Museums for Writing a Disaster Preparedness Plan*, published by the national Heritage Collections Council in 2000 provide model advice.

### **Conclusions**

Other than the universal threat of natural disaster, the major risks which heritage faces in Australia are damage or loss through the direct pressures of economic restructuring, which presently takes a higher political priority than indigenous or non-indigenous cultural conservation.

Whilst Australia has developed excellent models for identifying heritage places, and established benchmark philosophical principles for guiding their conservation, and schemes for supporting conservation works, it has not resolved underlying environmental problems which are also leading to the neglect and abandonment of some heritage places. Nor has Australian society generally reached a reconciliation with indigenous cultural needs.

Until a more holistic approach evolves at community and governmental level to commit to support cultural conservation, the promotion of individual exemplars, public education and community action provide the major avenues for conservation solutions to develop.

Australia ICOMOS



## AUSTRIA – HERITAGE @ RISK!

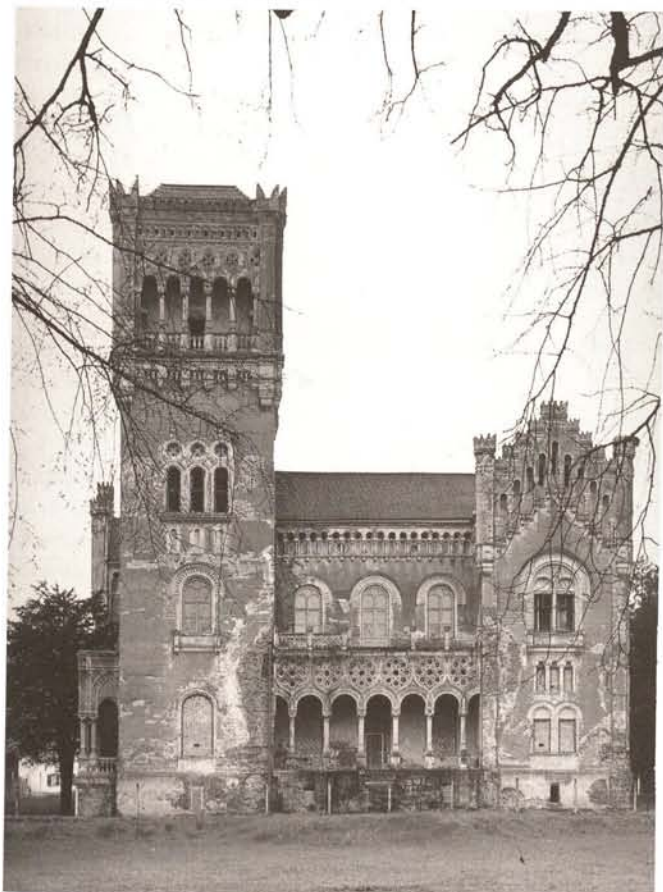
The great Austrian tradition of heritage conservation (1850, the foundation of the Imperial Central Commission for the Maintenance and Research of Architectural Monuments) was exemplary for other European countries. The conservation of monuments in Austria is based on the Monuments Preservation Act of 1923, which was amended by the version of 1 January 2000. In this law, the possibilities of an adequate protection of sites with their surrounding areas, as well as of historic districts are not sufficiently embedded, and historical parks and public gardens can only be listed in special cases. According to today's standards, the number of heritage places in Austria (among them all public and ecclesiastical buildings which are automatically considered as monuments) probably comprises about 100,000 heritage places. Many of them are located in Vienna and in historic town centres like Salzburg and Graz, which have both been inscribed in the World Heritage List. Furthermore, in many cases there are well preserved town districts of the 19<sup>th</sup> century like the famous buildings of the Ringstrasse in Vienna. Here, as in many European countries, there is often the danger of mere façadism. It has to be added that together with architectural projects in general the so-called "Ortsbildpflege" mostly lies in the hands of local authorities, – with the disastrous consequences of an ineffective or non-existent area planning policy, mainly in those areas opened up for tourism.

On the other hand, the decisive socio-political as well as socio-economic changes during the 20<sup>th</sup> century have removed the economic basis for many historic castles and palaces everywhere. Large, richly-furnished building complexes thus lost their function and their means of survival. In eastern Austria, where the Iron Curtain created additional handicaps to economic growth for decades after World War II, numerous significant palaces remain empty without any appropriate use. In many cases their poor structural condition has already endangered their chances of survival. To mention just one example, Rotenturm Castle in Burgenland, an interesting late-Historicism 19<sup>th</sup> century complex, has been unoccupied for decades and is decaying towards its unavoidable disintegration.

In Vienna, the Neugebäude, an important palace of the 16<sup>th</sup> century, has been empty for years. Also the baroque palaces of Aurolzmünster in Upper Austria and Ladendorf in Lower Austria are particularly endangered. Of course, many industrial monuments, which are no longer used, are at risk as well, for instance the Heiligenstatt branch of the Viennese Stadtbahn (city railway), designed by Otto Wagner.

Like in so many countries, the most endangered area type in Austria is rural architecture. Here too, it is primarily economic and social upheavals which have led to the changing face of traditional landscapes. In Austria there are more than two dozen

Rotenturm Castle in Burgenland



Schloss Aurolzmünster in Upper Austria, staircase



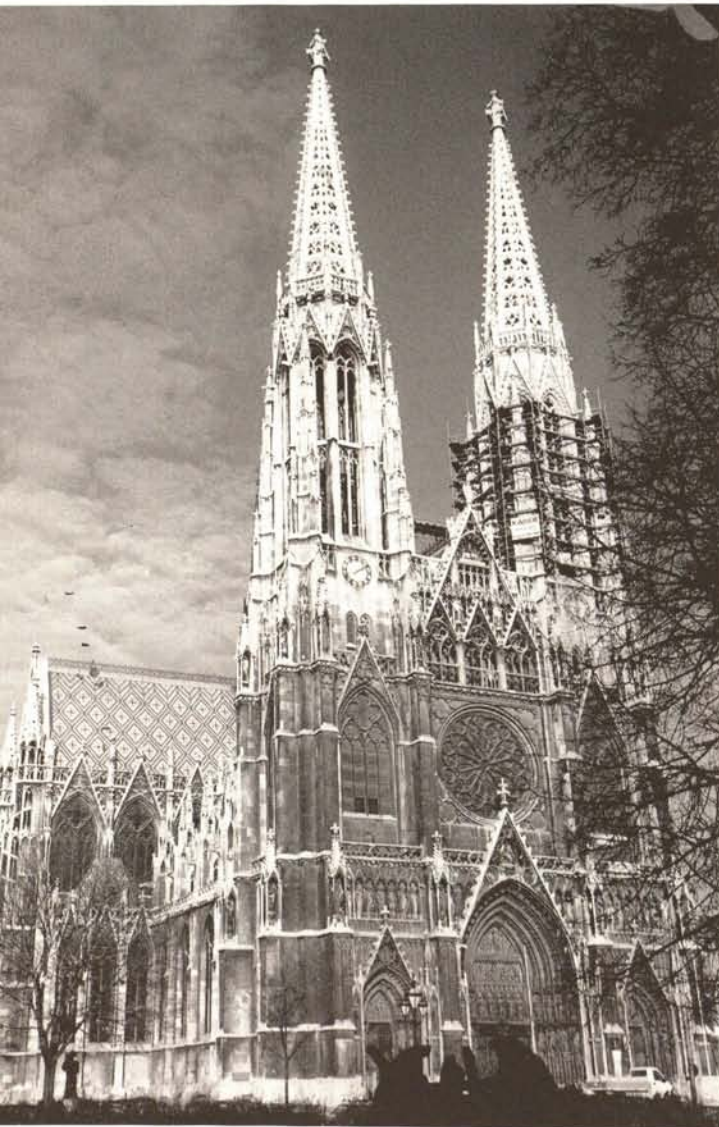


extremely different *Hauslandschaften*, ((farm)house-landscapes), extending from the Bodensee (Lake Constance) to the Neusiedlersee, with their particular patterns, buildings and farmsteads. In many regions, the leading industry – tourism – has additionally contributed to massive amounts of new construction and a homogenising of traditional methods of building. In all, the clichéd expectations of current living requirements have led to an extensive alienation and destruction not only of peasant architecture but also of villages, landscapes and townscapes of which it is an integral component. An illustrative example from western Styria, is the modest residential part of a Baroque cluster-farmstead complex built in 1744, in which the problems of preserving simple rural architecture are clearly recognisable.



Sierling, little farmhouse (1744) in Styria

Vienna, Votive Church, 1856–79, by Heinrich Ferstel



To date, thanks to the significant involvement of religious institutions as well as the community, not only the conservation, but the continuous restoration, of the some 10,000 churches and chapels, monasteries and convents in Austria has been assured. However, the increasing decline in numbers of people going to church and using religious welfare, combined with a shortage of clergy, means that today it is virtually impossible to keep all ecclesiastical heritage buildings in use. Large urban churches are especially vulnerable in regard to this latter, as are also the numerous, often frequently isolated affiliated churches scattered throughout rural areas that mould the appearance of the cultural landscapes. Here too, it will be very difficult in the future to protect such churches as individual significant heritage places when the on-site prerequisites for their function and care are no longer available. The Votive Church in Vienna, a very important example of Neo-Gothic architecture in the centre of the city, does not get sufficient income from its function as a parish church; its maintenance is no longer financially viable as a result of its function and thus is concentrated on its architectural and urban-historical significance. This means that the financial resources for securing its future existence must come mainly from the public sector. Another example, the Pilgrimage Church Maria-Waitschach in Carinthia illustrates the importance of isolated churches, situated far-off in the mountains, which have more or less lost their function.

This leads us to the serious problems that confront conservationists, ie that in the future, enormous efforts will have to be undertaken to save valuable cultural heritage from deterioration, as usually we are speaking of significant monuments with valuable furnishings and decoration.

The field of archaeology continues to present the problem that there is still no comprehensive national inventory of archaeological heritage and sites, and therefore the pertinent authorities are forced to take a broad-based approach to current construction projects, and conduct rescue excavations in order to at least attempt a salvage documentation of this archaeological heritage.





Maria Waitschach, late Gothic pilgrimage church

## Case Study – Schloss Klessheim

Schloss Klessheim, built around 1700 for the archbishops of Salzburg, is a chief work of the famous architect Johann Bernhard Fischer von Erlach and one of the most important Baroque palaces in Austria. However, it is seriously threatened by plans for a football stadium. This stadium and a corresponding number of car parks would be built on the only remaining undeveloped ground near the palace and obstruct the view from the main axis of the park towards the steeple of the Müllner Church and the castle of Salzburg. It is of particular importance not to spoil this area, which is a nature reserve, since the surroundings of the palace and park have already been harmed by factories and motorways. If this plan is implemented, the palace will be degraded to an adjunct of a gigantic sports centre, for which many more suitable locations could be found. Public protest, also by ICOMOS, against the intended damage to Schloss Klessheim have not yet led to any change of mind by the relevant local politicians.

Project for a football stadium in front of Schloss Klessheim (in the background to the right)





## BOLIVIA – HERITAGE @ RISK!

Bolivia, a Mediterranean country in the middle of South America, possesses a rich cultural heritage whose conservation is permanently threatened. This heritage, which includes archaeological sites, urban centres, isolated monuments and cultural landscapes, has currently four sites that are inscribed in the World Heritage List. Sadly, this does not put them at lesser risk of being destroyed by different factors. The lack of adequate and up-to-date legislation in regards to cultural heritage is one of the most important causes of risk.

### Archaeological Sites

In the case of archaeological sites that are cared for by the State according to the Constitution, the risk is higher because the respective authorities are not sufficient and have too many restrictions when it comes to allowing private professionals to work at sites they are not related to. Therefore, sites are threatened not only by natural phenomena but also mainly by a lack of maintenance and the absence of adequate management plans. This has led sites to be ignored to the extent that they are vulnerable to all kinds of vandalism and even tourism itself. Samaipata, presented as a case study, is an archaeological site registered in the World Heritage List in 1999, which continues to deteriorate and despite the existence of studies about it, there is very little that can be done. There are many other endangered archaeological sites such as this one.

### Urban Centres and Isolated Monuments

In this group, which in our country includes the architecture of the Colonial and Republican times (1548 to the present) there are various examples that are at risk. In this case the causes are not only natural or the simple wear and tear of the fabric, but principally social and human factors. The not-well-understood progress and the lack of adequate policies for their conservation are causing much of this heritage to disappear. In many cases there is development and conservation for these historical areas, however there are no funds allocated for their implementation. The cultural heritage is not a particular priority among Government policies. Once more, the lack of an adequate conservation policy and up to date legislation stops such disasters from being prevented. Because of the political changes and the new reforms in the government, together with the new incursion of religious sects, communities that had regional monuments under their care have allowed that treasure to deteriorate as well as the religious temples that contain considerable artistic heritage that is continuously being stolen from such temples.

### Cultural Landscapes

The case for cultural landscapes is no different than other heritage. The economic situation has forced communities, which had transformed natural landscapes into cultural landscapes, to

leave those regions and therefore this decreases the ongoing care for these landscapes. The case of Lake Titicaca, which is shared with Perú, is one of the most important. The absence of bi-lateral agreements and the often mentioned lack of adequate legislation risks the disappearance of important remains, both cultural and ethnological heritage, as well as the loss of traditions and ancestral customs typical of the area.

### Solutions and Proposals

Up until today the work of ICOMOS Bolivia has been centred on helping the national cultural authorities in the development of new cultural heritage legislation which includes adequate policies regarding the conservation of the sites, monuments, urban centres and cultural landscapes, as well as the prevention of any risks that may affect them.

Likewise, ICOMOS Bolivia has participated in the creation of bi-lateral agreements with different countries, those bordering Bolivia, as well as those further away, as in the case of the United States of America, in order to stop the illicit traffic of cultural heritage objects that are taken outside the country.

Two examples of endangered heritage in our country follow. One is an archaeological example and the other one, whose historical value is of great importance, belongs to the Republican era.

### Case Study 1 – The sculptured rock at Samaipata, Dept. of Santa Cruz

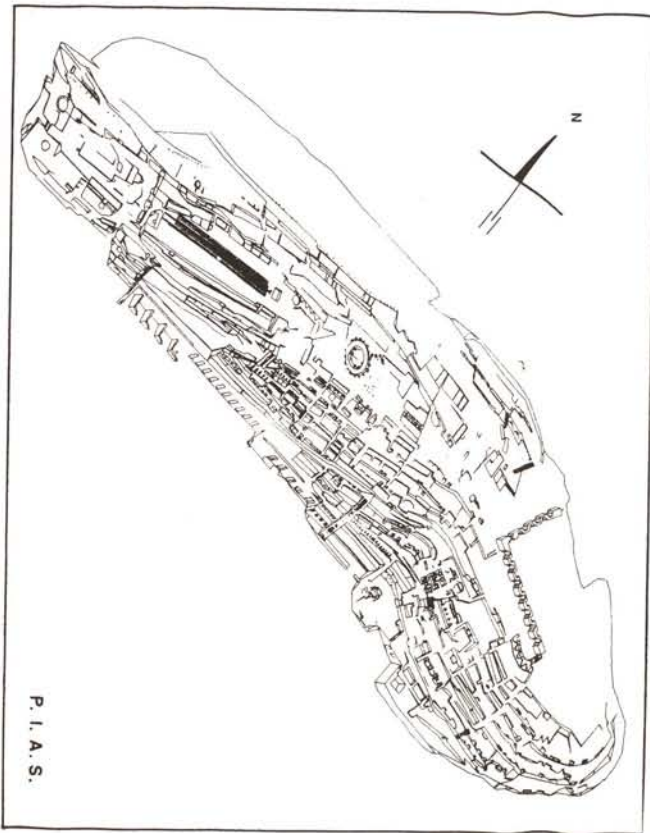
#### *Location:*

The village of Samaipata lies 75 miles (120 km) to the west of the city of Santa Cruz, on the road to Cochabamba. The archaeological site, popularly known as “El Fuerte”, is situated about

The rock at Samaipata is posing serious conservation problems. There are numerous cracks, pieces are flaking off, and lichens are growing on the surface whose roots contribute to the deterioration of the stone and its carvings.







Plan of the sculptured rock at Samaipata, Dept. of Santa Cruz



View of the sculptured rock at Samaipata, Dept. of Santa Cruz

3 miles (5 km) from the village, at an altitude of about 2000 m (6500 feet).

#### *Characteristics of the heritage place:*

An immense ridge of sandstone (longitude 240 m or 780 feet, width 50 m or 163 feet) bears carvings on all sides, in the form of terraces, niches, steps or seats. On its surface there are deep-cut basins, channels, and reliefs. This monument is surrounded by numerous ruins, which partly have been excavated, revealing pre-Inca, Inca and Colonial settlements. The area forms an archaeological park, which has been fenced in by the National Archaeological Institute and employs permanent guardians.

#### *Cultural importance of the heritage place:*

The ruins "El Fuerte" are of great importance, not only for the archaeology of East Bolivia, but also for the history of humanity. In 1998, this site was inscribed in UNESCO's World Heritage List.

#### *Tourism and tourist facilities:*

Massive tourism comes to the ruins (in 1998 more than 20.000 visitors). A trail leads round the sculptured rock and to some ruins. A lookout on a hill to the west allows a view of the scenery and the site.

#### *Current threats:*

Numerous acts of vandalism occurred prior to and even after the creation of the Archaeological Park. The nature of the fragile sandstone poses a serious problem to the conservation of this site. The Centre of Archaeological and Anthropological Investigations at Samaipata is responsible for the maintenance and administration of the Park and its site, but hampered in its task by insufficient funding.

#### *Possible conservation program:*

At present, a conservation program is being considered. Preliminary tentative treatment of the fragile sandstone has begun, as advised by Franz Moll (Ars Restaurato, Germany). A critical assessment of this treatment has been published in Boletín 14 (2000) by the Bolivian Rock Art Research Society SIARB, including an article by Elena Charola (Scientific Consultant in Conservation, USA) and Fernando M. A. Henriques (Univ. Nova de Lisboa, Portugal).

## **Case Study 2 – The Palace of La Florida, Dept. of Chuquisaca**

#### *Location:*

The little Palace of La Florida is located outside of the city of Sucre, the official capital of Bolivia. The city has been included in the World Heritage List since 1991. Originally, the owner of this landmark in the beginning was the Argandona family, an aristocratic family in Sucre where the wife of President Aniceto Arce came from. It was our President who started the main building and had the headquarters of his government and his home.

#### *Characteristics of the monument:*

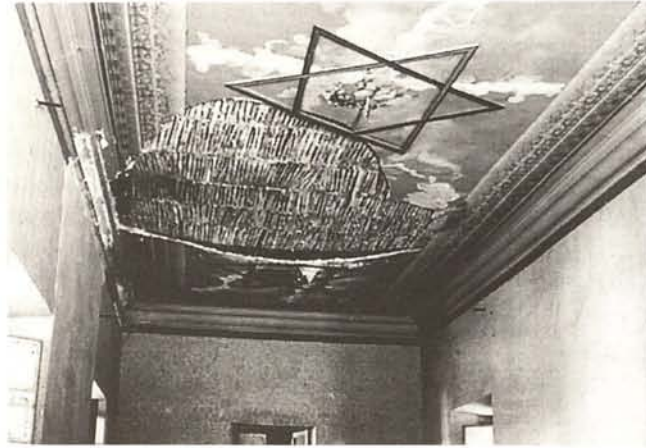
The building has two blocks around a rectangular court with two lateral wings. These wings are asymmetric in length. The special location of the building in front of a rock mountain makes that the building had only one façade. There is a gallery surrounding the building with arches and circular columns supporting a terrace. The main rooms of the building are in French decoration. There are mural paintings on the ceilings and also it is one of the few buildings that until now is 80% covered in wallpaper. This wallpaper and other materials were bought in





La Florida Palace, Sucre

Damaged ceiling inside La Florida Palace



Europe and until today it is one of the best exponents of the architecture of the end of the 19<sup>th</sup> century.

*Importance of the monument:*

As already said, this was the headquarters of the government in recent years when all the government moved to the city of Sucre. Because of its location it is almost abandoned.

*Current threats:*

The present state of conservation is critical. The building was in charge of the Arce Argandona family until 1953 when the Reforma Agraria was established and the agrarian communities got it. Later it belonged to the veterans of the Chaco War, a war we lost against Paraguay in the 1930s. It was in 1996 when the local government bought the building to conserve it, but it has had little maintenance since 1997.

*Possible conservation program:*

The local authorities asked the Spanish Government and the Corporacion Andina de Fomento (CAF), a regional multilateral bank, for international help to conserve the monument. Unfortunately the Spanish Co-operation decided to give money for the conservation of buildings that belong to the Colonial Era (16<sup>th</sup> to 18<sup>th</sup> centuries). This decision did not help the negotiations with CAF and at the moment we are waiting for the new authorities in Sucre to do something to conserve it.

ICOMOS Bolivia



## BOSNIA AND HERZEGOVINA – HERITAGE @ RISK!

After the disastrous war between 1991 and 1996, during which a considerable number of cultural heritage places were either damaged or destroyed, for instance the world-famous bridge in Mostar, Bosnia and Herzegovina is now facing two major new threats: the continuing deterioration of damaged monuments and inadequate post-war reconstruction. In detail, cultural heritage is at risk due to the deterioration of damaged monuments caused by weathering, an improper approach to the conservation of monuments, inappropriate materials and methods for conservation, the erection of inadequate new buildings at the sites where the destroyed monuments were, and the construction of new housing estates for which old and small buildings are being demolished.

The process of post-war reconstruction has been marked by an enormous number of uprooted and homeless people who urgently need basic shelter. This need has frequently been used as a justification for neglecting the seemingly less important cultural heritage. The misguided wish of donors to have rapid and visible results (as seen in the number of shelters) is connected with a lack of interest in supporting the restoration of heritage places which are of historic, cultural or architectural value. Thus during the reconstruction of war-damaged and destroyed settlements neither architectural nor urban traditions have been respected. The results are entirely new and strange townscapes, alienated from their natural and cultural environment.

Dramatic examples of such destruction are the villages in the Jahorina and Bjelasnica mountains, belonging to the municipality of Trnovo. They had been listed as examples of outstanding historic and cultural value, using traditional materials such as

stone and timber. During the war the population was expelled and all houses were destroyed. In the reconstruction process new materials and forms were introduced, totally differing from what was there before. The same situation was repeated in several other villages, eg Prusac, Teocak, Sapna.

(Information based on A. & F. Hadzimuhamedovic's report for the UNESCO conference "Cultural Heritage at Risk", Paris September 1999)



The destroyed centre of Mostar



The famous bridge of Mostar (1566) after its destruction in 1993





Mostar's Koski Mehmed Pasha Mosque before and after the war. Most of Bosnia's mosques were destroyed or damaged.



Temporary suspension bridge in Mostar (in the meantime replaced by a reconstruction of the old bridge)



## BRAZIL – HERITAGE @ RISK!

### Case Study 1 – The Iguazu National Park and the Colono Road

In January 1939, the Brazilian Government created the Iguazu National Park by legislation. It has an area of 180,000 ha (450,000 acres) located in Foz do Iguazu, State of Paraná. This area is known for its harmonious nature with plentiful water supplies, rich vegetation and impressive fauna. It also represents the last Tropical Forest reserve in the Paraná River region which is an ecosystem of great ecological value. The Iguazu National Park was therefore considered by UNESCO in November 1986 to be World Heritage. This exceptional distinction induced, among other requirements, the responsible authorities to prohibit the use of a secondary road, Colono Road, crossing the Park for 18 km, which had been opened by the Paraná Government in 1954. This road connects the Capanema and Madianeira Counties in the Park's vicinity.

However in 1997, with the argument that the prohibition of the road was causing economic problems to these two places, it was opened again by a raid of local inhabitants. They imposed, illegally, an obligation on users to pay taxes in order to travel across it, and also prohibited Park employees to work regularly to maintain the Park. So given this situation, ecological groups and NGOs (non-governmental organisations) indicated to the Brazilian authorities the importance of solving the problem, because there is serious damage to the ecosystem and the Park's management.

ICOMOS/Brasil, aware of this issue, called on the authorities and world-wide organisations to find support to create a common collective position for an equal and clear solution to this important matter.

### Case Study 2 – Brasília – threats that menace the city

Real estate speculation which attacks the conservation policy of this World Heritage Property, which is the City of Brasília, has led it to risk the integrity of the plan conceived in 1956 by Lúcio Costa and Oscar Niemeyer.

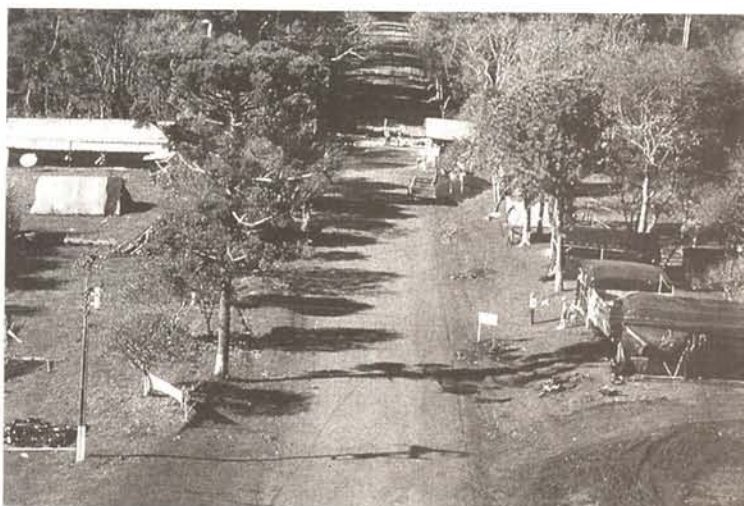
Discussions in a meeting were held by the Bureau of ICOMOS/Brasil in the period from 17 to 19 July this year to examine this case, to evaluate the risks towards heritage, and they decided that a detailed study of every particular detail is urgent, and as an example, next year a local seminar will be developed in order to discuss the changes that threaten Brasília, as a city designed by Lúcio Costa and Oscar Niemeyer.

ICOMOS/Brasil has notified the federal and local authorities with a view to implementing proceedings to guarantee the conservation of the city as World Heritage.

ICOMOS/Brasil



Iguazu National Park, Colono Road. The road threatens the ecosystem of the park.



Iguazu National Park, Colono Road with huts of local inhabitants

Porto Lupion opposite Iguazu National Park





## BULGARIA – HERITAGE @ RISK!

The risks, which the cultural heritage in Bulgaria is exposed to, could be classified into two main categories: direct – physical, and indirect – socio-economic.

In order to adequately evaluate the actual situation of risk for Bulgarian cultural heritage, it is of primary importance to be clear that the main threat to cultural heritage conservation could be considered the dramatic lack of necessary funds for the elimination of direct, physical risks and the overall concern for the cultural heritage places.

In the context of the political and economic instability of the region and the painful inner structural changes, providing the transition to a free-market economy, acute social problems arise, which have a definite priority in the formation of the state and local budgets. At the same time, effective legislative mechanisms and stimuli are still lacking, as well as tradition and experience in the community itself – for the mobilisation of out-of-budget funds to finance activities in the field of culture in general and in cultural heritage in particular.

It is easy to explain that in this situation, the limited funds available are by no means sufficient even to carry out of the most urgent measures for cultural heritage conservation. First, these measures should be reduced to making an inventory of the most endangered cultural monuments of high value at a national scale; the identification of the physical risks for their safety and finally, the undertaking of emergency measures for the elimination of the most destructive factors. The available funds are unfortunately far beyond those necessary for such a minimal program, because of which at present even that program proves to be impossible to implement.

The fulfilment of the first two tasks – the making of an inventory of the most endangered heritage places of culture and the identification of the threats for their conservation – requires radical improvement of the National Archive for Monuments of Culture. The existing documentation for a number of monuments is incomplete and insufficient; the materials (texts, photos, drawings) are still kept mainly on paper, which definitely slows down and hinders their investigation and completion, and funds and personnel are lacking for the updating, permanent maintenance and technological updating of the documentation.

Due to this, it is impossible at present to create a full and detailed picture of the condition of the cultural heritage places in Bulgaria, outlining where from the entire massif the most endangered heritage places are to be found. (It has to be pointed out that at least at present this does not cause any difficulties by the annual distribution of the budget funds for conservation, as the information available is absolutely sufficient for the selection of the few monuments, where these funds are directed). It is however obvious that in the future substantial funding would need to be provided for the implementation of a permanent and overall monitoring on cultural heritage, for the completion and maintenance of the documentation in the National Archive and its technological updating – a task of fundamental importance both for the total activity related to the conservation of cultural heritage, as well as for an effective approach towards the problem of eliminating threats endangering heritage places.

As far as physical factors with a direct, destructive effect

over heritage are concerned, they do not extend the limits of a universal, still conventional systematisation of the risks:

1. The imminent fragility and lack of durability of the material fabric of most heritage places.
2. The increased seismic activity and geo-dynamic processes, causing heavy twisting and destruction.
3. A higher humidity from direct access of moisture, infiltration and condensation.
4. A higher content of harmful chemical agents in the atmosphere in some industrial regions.
5. The combined action on the monuments of multiple risks, heritage places created and existing in the open or discovered by archaeological excavation, without providing any protection for their conservation.
6. Human destructive activity – as a result of historic cataclysms, building activities, incompetent conservation work, bad maintenance, vandalism (this factor has more historic dimensions, while today it is mainly brought about by bad maintenance – in most cases due to lack of funds and more rarely – to indifference).

The above brief presentation of the problems for Bulgarian heritage at risk aims at explaining the following main characteristics of the list of case studies of the most endangered heritage places outlined below:

- The list has no pretension at all to be full and complete, it should be considered just as a beginning and first stage of a large-scale and profound inventory of the endangered monuments of Bulgaria.
- The high cultural and historic value of heritage places, included in the list – two of the monuments being included in the World Heritage List, most of the rest are declared as monuments of national significance, according to the Law for the Monuments of Culture and Museums.
- The endangered physical condition and the real threat for loosing the authentic fabric, in case no urgent measures are undertaken to save the heritage places.
- Those various enlisted monuments belonging to different epochs (from Antiquity to Renaissance), cultures (Thracian, Christian, Islamic), functional types (churches, monasteries, tombs, residential buildings etc), creative genres (architectural, artistic, constructive etc).
- For each one of the cultural heritage places included in the case studies below, the main risk factors are being pointed out (numbered from 1 to 6 in accordance to the above classification of risks).

### Case Study 1 – Thracian Tomb in the “Shishmanets” Sepulchral Tumulus

The Thracian tomb discovered in the Shishmanets sepulchral tumulus during the archaeological excavations in August 1996 is located about 0.5 km to the south west of the centre of the town of Shipka, Kazanlak District, in the central part of Bulgaria. It is a monumental tomb under a sepulchral hill landfill, built of blocks of porphyroid granite of unstable structure which



are fastened with lead clamps, the tomb consisting of dromos, antechamber and tomb chamber. The tomb dates back to the 4<sup>th</sup> century BC. It is placed under interim protection as a Monument of Culture of the category of monuments “of national importance”, the procedure for finally declaring it under protection is about to be performed.

Severe damage can be observed. The problems are mainly of structural character – the stone blocks of the dome of the antechamber are fractured, cracks are observed also in the eastern part of the dome, about 30% of the lime mortar coat has been preserved, it is in a weakened condition due to the penetration of atmospheric humidity and the deposition of salts.

The site requires consolidation measures – urgent stabilisation, insulation of the tomb against the penetrating moisture and preservation of the coating – a total restoration and the tomb’s presentation to the public.

*The risk factor is 5.*

### **Case Study 2 – Thracian tomb discovered in “The small naked tumulus”**

The tomb is a part of the Necropolis, situated 0.5 km to the south west of the centre of the town of Shipka, Kazanlak District, in the central part of Bulgaria. It is an imposing tomb discovered in July 1996 during the archaeological excavations of one of the sepulchral hill landfills of the Necropolis. The tomb is built of blocks of porphyroid granite of unstable structure. It consists of a square tomb chamber, covered by a parabolic vault, antechamber and a large dromos. It is plastered by a fine white mortar. The tomb dates back to the 4<sup>th</sup> century BC.

Placed under interim protection as a Monument of Culture of the category of monuments “of national importance”; the procedure for finally declaring it under protection is about to be performed.

Severe damage can be observed – on the eastern and western walls of the chamber there are visible cracks running from the vault to the floor, part of the plaster is detached in the upper part of the vault and in the antechamber and part of it has already fallen down, the pavement is damaged, and the walls of the dromos are ruined.

It needs consolidation measures – urgent stabilisation and total restoration work and the tomb’s presentation to the public – strengthening and conservation of the plasters, reconstruction of the dromos.

*The risk factor is 5.*

### **Case Study 3 – Madara Horseman (*Madarski Konnik*)**

The madara horseman is a stone relief with adjacent chronological inscriptions, cut on the vertical steep slope of the plateau in the vicinity of Kaspichan town, North East Bulgaria. It was created at the beginning of the 8<sup>th</sup> century. The Madara Horseman was declared a cultural monument of national importance and in 1979 was included in the List of World Heritage (No 43).

Until now it has been continuously damaged by the action of the surrounding environment. Severe damage is visible. Partially damaged due to the continuous process of natural destruction, it requires measures for consolidation of the rock massif into which the relief has been cut, as well as consolidation of the relief itself and the surrounding inscriptions. A major problem to be solved is to find out the best possible technical solution providing maximum protection of the relief from the direct influence of these destructive agents.

*The risk factors are 2, 3, 4, 5.*

### **Case Study 4 – The Rock Chapels at Ivanovo Village, “The Church” and “The Ruined Church” sites**

The set of Rock Chapels is located on the rocky slopes on both sides of the Roussenski Lom river bank, near Ivanovo village, in the vicinity of Rousse in North East Bulgaria. The complex includes monasteries, churches, chapels and monks’ cells, situated in spaces carved out from natural caves in karst rock massifs. Especially significant are the wall paintings which have been preserved to a different extent in five of the churches. The ensemble dates back to the Middle Ages, to the 13<sup>th</sup> to 14<sup>th</sup> centuries, as a result of the then widespread hermit religious movement. The Rock Chapels near Ivanovo were declared a cultural monument of national importance and in 1979 were included in the List of World Heritage under No 45.

Throughout the ages the complex suffered continuous damaging under the destructive effect of the environment. Severe damage can be observed at present. The wall paintings are partially damaged by the destructive effect of the environment and human vandalism, and partial destruction of the rock massif.

“The Church” site (14<sup>th</sup> century) needs measures to consolidate the rock massif within which the Church is situated, as well as emergency measures to prevent the most aggressive harmful impacts.

“The Ruined Church” site (13<sup>th</sup> century) requires measures to consolidate the rock massif within which the Ruined Church is situated and the total conservation and restoration of the wall paintings.

*The risk factors are 1, 2, 3.*

### **Case Study 5 – St Dimitar Church in Boboshevo**

The St Dimitar church in Boboshevo Monastery is an extremely precious representative of medieval architecture. It possesses the highest value, “monument of national importance”, according to the Bulgarian listing criteria. The building carries enormous potential for cultural and social influence. The Church is located in an area highly concentrated with Monuments of Culture, forming a specific historical and artistic landscape.

The church was constructed in the 15<sup>th</sup> century. It has one nave, one round apse, and is covered by a semi-spheric vault.



The wall paintings entirely cover both the walls and the ceiling, as well as the western façade. They are dated to 1488 and have extremely high value, which goes beyond the national cultural boundaries and provokes the interest of many Balkan investigators, tourists and pilgrims.

Today, the physical state of the monument is desperately poor, which is why for a long period of time the spiritual and cultural values have been inaccessible to pilgrims and tourists. Although some attempts at consolidation were made about 50 years ago, when a late and inauthentic narthex and façades were added, the building is listed by the Bulgarian Ministry of Culture as a threatened heritage place.

*The risk factors are 1, 3, 6.*

### **Case Study 6 – St Dimitar Church in the Podgumerski Monastery**

Saint Dimitar Church is located in the Podgumerski Monastery, close to the village of Podgumer, within the region of Sofia District. The wall paintings of the church are of extremely high value, and because of them, it was declared an artistic cultural monument of national importance. The church was erected in the 16<sup>th</sup> to 17<sup>th</sup> centuries and later reconstructed in the 17<sup>th</sup> to 19<sup>th</sup> centuries.

The main damage occurred in the 20<sup>th</sup> century, after World War II. Severe damage can be observed at present. The church is partially demolished and there is an imminent danger of demolition. It requires total restoration of the built structure and the immovable decoration of the monument, including the wall paintings, as well as urban planning for the surroundings. Strengthening and reintegration of the destroyed parts of walls are the most urgent measures that must be undertaken as soon as possible.

*The risk factors are 1, 6.*

### **Case Study 7 – Church of the Holy Transfiguration of God in the Preobrazhenski Monastery**

The Preobrazhenski Monastery is located close to the town of Veliko Tarnovo, in the central part of North Bulgaria. The erection of the church dates back to 1834. The Monastery presents an extremely valuable architectural and artistic ensemble of exceptional cultural and historic value, because of which it has been declared a cultural monument of national importance.

Severe damage is currently obvious. Over the years the church has been partially destroyed, as a result of landslides above the Monastery in the 1970s and of the caving in of the cliff in the terrain below the monastery in 1992.

It requires urgent stabilisation, starting with the strengthening of the terrain. Partial reconstruction of the destroyed elements has also to be carried out as soon as possible. The next step should be the total reconstruction of the church, of the built structure as well as reconstruction both of the immovable deco-

ration of the monument, the wall paintings, and of the movable decoration, the iconostasis, and icons, etc.

*The risk factors are 1, 2.*

### **Case Study 8 – Bridge over the Yantra River**

The bridge is situated over the Yantra river, on the road from Pleven via Byala to Rousse, 1 km far from Byala town, Rousse region, in North East Bulgaria. The bridge is an engineering device of exclusive structural properties and was declared a cultural monument of national importance.

The bridge was built in 1867 by the order of the Rousse vali Midhad Pasha by Master Nikola Fichev (Usta Kolyu Ficheto), a self-educated builder who constructed a number of buildings, churches and bridges. At the time it was built it was as long as 275 m, with 14 domes with middle clear openings of 12 m, 13 pillars with water-cuts and alleviating niches, and 2 abutments. It is constructed of cut stone of local limestone and lime mortar.

Severe damage has occurred over the years. In 1897, there was a flood and eight domes in the middle part of the bridge (about 130 m in length) were destroyed. In 1922-23, the bridge was reconstructed with steel concrete pillars and domes, but its original design was changed, and the new part is of low aesthetic value). A new bridge was built and the track of main road was moved aside and the old bridge was closed to cars and is only used by pedestrians.

The preserved original parts are severely damaged, namely the eastern section, 78 m in length, and the western part, 64 m in length, and the stone coating and the sculpted decoration of the existing original parts of the bridge are severely eroded.

It requires urgent measures for consolidation of the construction. The project designed anticipates stabilisation and hydro-insulation protection of the original parts, as well as partial reconstruction, with that part of the bridge which was reconstructed in 1922-23 (about 130 m in length) to be dismantled and reconstructed again following the original pattern of the monument. The next stage should be the complete restoration work on the frontage and the sculptural elements, the sculpted stone of its original parts.

*The risk factors are 1, 2, 5.*

### **Case Study 9 – St Spass Church in Dolni Lozen Village, Sofia region**

Saint Spass church is located in the Dolni Lozen Monastery, within the boundaries of the Sofia District, 17 km from the centre of the capital city and 3 km from the village of Dolni Lozen. Due to the extremely high value of the wall paintings of the church, it was declared an artistic cultural monument of national importance.

The Church was erected in 1671 according to the earliest written records about the church. It was re-built in 1821 and in 1857 three new cupolas were built and the church was completely painted with murals and frescoes. In the 17<sup>th</sup> and



18<sup>th</sup> centuries the church was burnt down several times. The main damage was caused in the 20<sup>th</sup> century, being partially destroyed and about 1/3 of the mural paintings lost as a result of inappropriate technical intervention. Parts of the mural paintings have been covered, others have been taken down, and are being kept under poor conditions.

The Church requires urgent measures for the consolidation of the slope along the whole southern wall of the church which is slipping and from which moisture is penetrating into the church. It needs the consolidation of the construction, partial reconstruction of the floor levels and the antechamber, the building of a partial or complete temporary cover over the church in order to enable the conservation activities on the monument, complete restoration of the immovable decoration, the wall paintings and the wooden and metal decoration components, and of the movable decoration, the iconostasis, wooden thrones, and church plate.

*The risk factors are 1, 3, 6.*

### Case Study 10 – Ibrahim Pasha Mosque in Razgrad

The active Ibrahim Pasha Mosque is situated on the central city square in Razgrad, North East Bulgaria. It is one of the most impressive “Friday” mosques in Bulgaria, with an imposing cross-dome building with 4 towers and a high minaret. The Mosque was declared a cultural monument of national importance. Its erection dates back to 1616. A number of reconstructions were later carried out during the period from 1828 till 1979.

In 1970, during the preservation and restoration work carried out the antechamber was destroyed because of its critical technical condition and it has not yet been recovered. Severe damage is currently obvious. It needs urgent consolidation measures, both partial reconstruction and total restoration, including stabilisation, and painting and restoration of the immovable decoration of the monument.

*The risk factors are 1, 6.*

### Case Study 11 – Klianti’s house

Klianti’s house is one of the oldest houses (1816) of the rich merchants in the Reserve of “Ancient Plovdiv” and one of the most valuable from an architectural and artistic point of view. It has been declared a cultural monument of national importance.

The house is a two-storey residential building with an area of 200 m<sup>2</sup> and entire area of 584 m<sup>2</sup>. In 1928, due to the regulation town plan of architect Shnitter, part of the building was cut. The interior is famous with its rich architectural work with geometrical motives of the ceilings and multi-coloured surfaces, unique landscapes on the walls dating back to 1817, and a richly painted niche “French style”. The walls are decorated with monumental compositions with vegetation ornaments. Part of the original wall paintings and ceilings are preserved *in situ*, others have been taken away and preserved.

The lath-and-plaster construction is in an extremely bad physical state, the entire lath-and-plaster frame is in a deteriorated state, as well as all floor trimmer joists, roof construction, and woodwork, etc.

*The risk factors are 1, 6.*

### Case Study 12 – The House of Alexandra Bayatova

The house of Alexandra Bayatova in the Reserve “Ancient Plovdiv”, built in the 19<sup>th</sup> century, is a typical representative of one the main typological groups in Bulgarian vernacular architecture – “the Plovdiv House”. It has been declared a cultural monument of national importance.

The house is a two-storey building with a stone basement under part of it. The supporting system consists of solid external stone walls and wooden columns, in the basement and in the ground floor, with supporting walls of wooden frame with a brick filling in the upper floor.

At present the building is in an extremely bad condition. As a result of the sinking of the walls, especially those with the wooden frame, some vertical and slanting cracks in the walls and serious deformation and declinations of the floor and roof constructions can be observed. The timber of all structural elements including the roof construction is in bad condition, the wood being affected by erosion from wood worms, and parts of the wooden frame of the external walls are damaged.

*The risk factors are 1, 6.*

### Case Study 13 – The House of Ilarion Dragostinov

The House of Ilarion Dragostinov is located in the village of Arbanassi, in the region of Veliko Tarnovo. It is a typical example of the rich houses from the region of Arbanassi and was declared a cultural monument of national importance. The house was probably built in the 17<sup>th</sup> century, later on, during the 18<sup>th</sup> century, some reconstruction was carried out, an entrance hall being created on the ground floor, while on the upper floor the open gallery (called *chardak*) and the room next to it were enlarged.

The house is a two-storey building, covering an area of 260 m<sup>2</sup>. The ground floor and the whole south façade are stonework, while the remaining three façades of the main floor are made of wood. The representative rooms on the main floor, as well as the open gallery (the *chardak*) have wooden ceilings, and the floor is covered in ceramic tiles in figurative patterns. The ceiling of the north room is plastered and ornamentally decorated.

At present the building is in a very bad situation. In 1977, the house suffered from an earthquake and no measures to rectify the damage and strengthen the building were taken at the proper time. The wooden beams of the floor between the ground floor and the main floor are almost ruined. The filling of the inner walls is removed and the supporting frame in the interior is to-



tally exposed, its elements are seriously damaged by water, penetrating through the damaged roof. The roof construction and the walls are at present supported and strengthened by a metal tube scaffolding. Most of the doors and windows, as well as the ceramic floors are dismantled and preserved, the details and the ornaments of the ceilings being documented.

*The risk factors are 1, 6.*

### **Case Study 14 – The Stambolov’s Inn**

The inn is located in Veliko Tarnovo, it was built in the 1840s, in the neighbourhood of the most lively market-place of the town during the Renaissance. It is one of three inns preserved nowadays.

The building is a residential building with a predominantly wooden construction, representative of Renaissance vernacular architecture. The authenticity and the participation of the build-

ing in the town planning structure is still preserved. It possesses high individual cultural, historic, architectural and artistic value and is declared a Monument of Culture of local significance.

The building has an “I” – shape composition, situated on steep ground aligned with the street. It consists of a ground floor – shops and two floors – workshops and rooms for rent, facing the main street, and another two floors, facing the East. The main entrance is at a higher level, leading to an inner covered courtyard, where various staircases lead to the upper floors and the open inner courtyard. The ground floor is built of stone, while the upper floors have a lath-and-plaster frame. The inn was built over medieval vaults and reconstructed Renaissance houses, which later at the end of the 19<sup>th</sup> century were amalgamated into one. The façade was also changed at that time. At present the building is semi-destroyed.

*The risk factors are 1, 6.*

ICOMOS Bulgaria



## CAMBODIA – HERITAGE @ RISK!

### Case Study – Angkor Wat

Right in the heart of Cambodia lies the famous Temple of Angkor. The temple buildings of the Angkor region date from the period between 802 to 1295. In 1992, Angkor was entered in the UNESCO World Heritage List. These important monuments have not been accessible for many years because of the armed conflicts under Pol Pot's regime of terror. Through the opening up of the country these hundreds of years old testimonies to the Khmer civilisation, but also their alarming decay have now finally come to the consciousness of the public.

In Angkor more than a hundred larger temple structures are spread over a district of about 230 km<sup>2</sup>. The temple of Angkor Wat represents one of the largest religious buildings of the world. The surrounding water supply and outer drainage system

alone reaches 1,500 x 1,300 m and a width of 300 m, the base of the temple elevation is 200 x 180 m, and the temple itself has a height of 65 m. In Angkor Wat, reliefs of a total expanse and surface of about 2,000 m<sup>2</sup> were carved out of the stone. But visitors are struck by the variety and outstanding quality of the pictorial representations even more than these measurements.

The sculpture is made of various types of sandstone, which differ considerably in colour as well as in the behaviour of their deterioration. The observed damages are far-reaching: from immense structural and stability problems to extremely active deterioration processes and a rapid decay of the artificially sculptured images along the temple walls. At the moment the Fachhochschule in Cologne, Germany, is entrusted with a project for the rescue of this World Heritage Property, but can only take care of an infinitely small part of its endangered fabric.

The temple of Angkor Wat







Badly damaged relief on the temple of Angkor Wat



Increasing destruction of the temple reliefs: condition of a relief in 1965

The same relief in 1996





## CANADA – HERITAGE @ RISK!

### Political background

The preservation, protection, conservation and presentation of cultural heritage in Canada are under the jurisdiction of three different levels of government.

#### 1. Federal government:

The federal government has acquired tools for the management of national cultural heritage. Decades ago, the Historic Sites and Monuments Board of Canada was created to designate sites and monuments of national heritage significance, subject to ministerial approval. There are however no firm protection measures accompanying the designation process. Canada is a party to the World Heritage Convention, concluded in 1976 and the Hague Convention, concluded in 1999.

In 1982, the federal government adopted a policy on federal heritage buildings applying to all federal buildings that are at least 40 years old in order to evaluate their potential heritage value and preserve the heritage character of designated federal buildings. The Canadian Environmental Assessment Act followed. Both laws focus on minimizing impacts and reducing potential risks to federal heritage buildings.

In 1990, Parks Canada, part of the Department of Canadian heritage, re-evaluated its policy on national historic sites, heritage railway stations, historic canals, underwater archaeological reserves, federal heritage buildings, etc. and introduced a policy on the management of its cultural resources. The concept of commemorative integrity of the historic site and its cultural resources was put forward to minimize any threats to the integrity of their heritage values. Parks Canada developed several tools to evaluate the risks to its cultural resources and to their physical condition for maintenance purposes.

The majority of national historic sites are however private property. An assistance program (shared-cost) was implemented by the federal government for the owners of national historic sites as an incentive to protect the site and its cultural resources heritage values.

#### 2. Provincial and municipal governments:

Nearly all provincial governments have cultural property legislation for the purpose of heritage preservation. (See Web site of the ICOMOS Canada legislation committee at: [www.icomos.org/canada](http://www.icomos.org/canada) and select Committees and then Law, Finance and Organization).

Provincial and municipal governments are responsible for their cultural heritage. They have the authority not only to pass regulations to safeguard their heritage, but also to amend, present and utilize these resources etc., and sometimes also to implement measures to encourage their preservation.

### Canada's cultural heritage

As in all countries in the world, Canada has an impressive variety of buildings and structures reflecting the cultural values of

the society that shape part of Canada's cultural identity. Some kinds of buildings and structures are seemingly forgotten in the implementation of the heritage conservation process. They are:

1. Small buildings, historical residences and all other structures of heritage interest, such as religious heritage in urban settings and in towns, are constantly threatened by social change, and sometimes exposed to environmental conditions that threaten their physical integrity and heritage values. As the actual guardians of this heritage, the owners and citizens have little or no resources to provide minimum protection of their cultural heritage.
2. Silos (grain elevators) in the Canadian prairies are complex structures with significant heritage and symbolic value. Their functional importance reflects their role in the country's economic development. A nearly systematic abandonment of these massive structures accelerates their deterioration and a lack of financial resource jeopardizes their architectural and structural integrity.
3. Industrial sites that bear witness to revolutionary technical prowess and economic growth are both well and poorly maintained with respect to their architectural and structural integrity. Inappropriate use or demolition are often the result of urban development, given the great capacity for re-use, rehabilitation, and even use of land for more lucrative purposes.
4. Monumental structures such as Fort Prince of Wales, built in 1749, in Churchill Manitoba along the Hudson Bay, with its imposing Vauban fortifications-style masonry works, pose complex conservation issues and problems in a northern climate. The national historic site is under the jurisdiction of Parks Canada, which has used a series of resources to maintain its commemorative integrity, but the severity of the problems (physical risks) are gradually discouraging their efforts. New approaches are investigated.
5. The federal government and the provincial and municipal governments are responsible for the physical condition of their properties and the maintenance of their heritage values in order to minimize the impact on social and economic values. The federal government has mechanisms to evaluate and identify the potential risk to its cultural resources for maintenance and recapitalization purposes. To diminish the risks to heritage structures and buildings, preventive measures are often taken by the other orders of government.

### Understanding the risk

Perhaps preventive measures should be promoted in order to reduce emergency measures. The risk to architectural heritage is of two types: unforeseeable risk such as natural disasters, and foreseeable risks such as deterioration, lack of maintenance due to limited funding, environmental condition, negligence etc.

ICOMOS Canada worked with an interdepartmental committee of about ten federal departments, agencies and various non-governmental organizations (NGOs) to organize a second summit on risk preparedness in Canada. The purpose was to devise an overall strategy to prevent primarily unforeseeable



risks. The project submitted to UNESCO's risk-preparedness committee was denied funding. The committee would like to launch the project again for 2001.

Except for the federal government, there is no clearly defined mechanism at the provincial and municipal levels with respect to monitoring, preventive measures, emergency repairs and restoration work.

## Conclusion

1. It is difficult to identify cultural heritage at risk in Canada since management tools are incomplete. An understanding of the potential negative impacts should serve as the basis for grading risk (for instance: potential risk, dormant risk, active risk) or rating risk (for instance: low, medium, high risk).
2. Develop appropriate tools or mechanisms to make an inventory of, evaluate and identify the cultural resources whose physical and heritage values are at risk based on new grading or rating.
3. Promote a partnership (three levels of government, non-governmental organizations, etc.) in order to establish a shared, overall approach to risks by organizing the second international summit on risk preparedness in Canada.

## Case Study 1 – Threats to the structural integrity of Fort Prince of Wales

### *Historical Context:*

Situated on the outskirts of the Hudson bay in Churchill Manitoba, Canada, Fort Prince of Wales is a National Historic Site administered by Parks Canada. The Hudson Bay Company built a fortress from 1733 to 1771, to establish its presence and to en-

sure control of the fur trade. The design of the fort was inspired by the Vauban fortification system. Despite the 40 canon heads in the fort's embrasures, part of the escarpments and bastions were severely damaged during the attack led by French General La Pérouse in 1782.

### *Heritage Value:*

The heritage value of the fort resides principally in its architecture, its use of local materials, and the quality of the craftsmanship. The construction of the fort consists of dressed stone masonry for the exterior surface and fieldstone (stone sizes reaching up to approximately 2 cubic metres), to fill the nearly 12 metre thick walls. Local stone is called Churchill quartzite and was originally used and linked with lime mortar.

### *Understanding Heritage Value:*

Maintenance, restoration and reconstruction work were done in the 1930's, 40's, and 50's to reveal the original form of the fortress and to repair the damages caused by the 1782 attack. Over the past decade, many monitoring and maintenance investigations, engineering tests (geotechnical, statigraphy, stereo-photogrammetry, fibre optical, etc.), material analysis and mortar studies have managed to determine the profile, characteristics and behaviour of the masonry system.

### *Threats to Heritage Value:*

Beyond its history of 200 years, time and Nordic environmental factors have worn the fort's features to the point that its architectural and structural integrity are completely threatened. The extent of the physical, mechanical, chemical and biological threats are unpredictable as they depend on natural events such as water infiltration; melting snow; freeze-thaw cycles and their association with thermal movements; lateral pressures associated with the dislocation of stones or even wall collapse.

Bird's eye view of Fort Prince of Wales, fortress of Vauban type (1731–71), Churchill, Manitoba



Shoring, Point of the North-West bastion, Fort Prince of Wales, Churchill, Manitoba





### *Conservation Strategies:*

Strategic actions have been put forward to halt the deterioration process that has been unfolding for decades. They can be resumed as: emergency shoring measures; continuation of monitoring to detect movements in the masonry assembly; completion of material analyses; development of conservation options and an analysis table regarding impact on heritage values; and the choice of an option to aiming to minimize all threats and to protect the heritage values of Fort Prince of Wales.

## **Case Study 2 – Halting threats to the Claybank Industrial Site**

### *Historical Context:*

Situated on the Dirt Foothills, of the expansive Canadian prairies, on the south-west of the province of Saskatchewan, the Claybank Brick Plant is a National Historic Site that belongs to the Saskatchewan Heritage Foundation. The industrial complex took form between 1912 and 1937 and was in operation until 1989. The Claybank plant was recognized within Canada and North America for its heat-resistant and architectural bricks named: “Ruff Tex” and “T-P Moka”. The daily production of brick went from 20,000 in the plant’s beginnings to 100,000 in its later years.

### *Heritage Value:*

As for all national Historic Sites in Canada a Commemorative Integrity Statement was developed to determine the reasons for the site’s national importance, based on the recommendations of the Historic Sites and Monuments Board of Canada and followed by ministerial approval. Significant heritage value resides in the remaining wood and brick structures (10 kilns, 5 stacks, heat and drying tunnels, the laboratory, the administra-

tion building, the Clay shed, delivery warehouse for the train, etc.), that safeguard the authenticity of the site and its materials.

### *Understanding Heritage Value:*

For almost a decade, archival research on construction techniques for kilns and drying tunnels; inventories of cultural resources such as machinery; the photogrammetry reports; material analysis of brick and mortar; monitoring and a multitude of engineering tests have led to the determination of the profile, characteristics and behaviour of the masonry system. Several interventions, emergency measures and monitoring programs have taken place since 1989 with the intent to maintain the architectural and structural integrity of the buildings.

### *Threats to Heritage Value:*

After 90 years, the environmental conditions of the prairies are negatively impacting on the material features of the site, such as progressive disintegration of the brick and mortar. Monitoring permits the evaluation of impacts on architectural values, such as the movement of cracks, the deceleration of a slow dislocation of the brick, and to determine the inclination of the stacks related to the variations of changes in their centre of gravity caused by geotechnical pressures of the ground and the wind.

### *Conservation Strategies:*

The Saskatchewan Heritage Foundation negotiated a shared cost agreement in 1998, through the national program of the Canadian Government for owners of National Historic Sites. One of the key components of this agreement is the production of a report for conserving and presenting the site. The report defines the conservation objectives and conservation program with the ultimate goal of reviving the spirit of the place. These financial means ensure that concrete and strategic measures are established to halt threats to the architectural and structural integrity of an industrial site that is unique in Canada.

General view of 10 kilns and 5 stacks (1912–37), Claybank Brick Plant national historic site, Claybank, Saskatchewan



Typical deterioration, Kiln No 5, Claybank Brick Plant, national historic site, Claybank, Saskatchewan





### Case Study 3 – Cultural Landscapes in Urban Areas: Le Mont Royal, Montreal

#### *Description:*

Mount Royal is a small mountain in the centre of the Montreal metropolitan area. It results from deep volcanic activities and glacial erosion. Mount Royal gave Montreal its name and gradually changed from a natural feature into a cultural icon with a diversity of associated values and a remarkable concentration of cultural heritage, monuments and landscapes. The resources on this large site are quite diverse: archaeological flint tool sites, buildings and land division patterns going back to the early days of the French settlement, large institutional campuses from the 19<sup>th</sup> and 20<sup>th</sup> centuries, large cemeteries reflecting Montreal's religious and cultural diversity, the 1876 Mount Royal Park designed by Frederick Law Olmsted and a historical visual presence in the city and the St Lawrence valley. The site covers a territory of about 700 ha, spread over three municipal administrations: Montréal (1 million inhabitants); Outremont (23,000 inh.) and Westmount (22,000 inh.).

#### *Recognition and protection status:*

Although the mountain has been recognised as an entity for centuries, the Canadian constitutional structure resulted in an ineffective and often conflicting patchwork of regulations and statutes for this area.

- Up to now, the task of managing, planning and preserving this urban cultural landscape has fallen mostly on the three municipalities. Those are primarily public administrations meant to provide basic services using the property value tax

as their main source of income. Each of those three has its own local interests, commitment and regulations to protect its portion of the site. In 1992, the City of Montreal adopted a masterplan which includes measures to protect visual links with the mountain but these are no longer fully enforce. Montreal puts remarkable efforts in caring for the park but welcomes high density projects around it despite their visual impact on the mountain. The smaller Outremont and Westmount are mostly residential and have paid a greater attention to the landscape and heritage value of their whole territory but have also authorised private and public projects without full consideration of their impacts.

- The Quebec government has the powers to protect. It applied its Cultural Property Act to classify some isolated buildings and tried to co-ordinate without much success the action of its own ministries on properties that in this territory includes such as some of the large hospitals and public universities.
- The Canadian Government owns properties on the mountain. It has declared some buildings as well as the two main cemeteries – Protestant (1852) and Catholic (1854) – as National Historic Sites, a status that enables to receive grants for conservation work. In 1999, it demonstrated its inability to protect heritage in its ownership when it sold part of the historic *Domaine de Saint-Sulpice* that had become the Army's regional headquarters, to a developer without any binding conservation conditions for the site.

#### *Risks:*

Mont Royal's landscape, ecological and architectural integrity as well as its place in the greater landscape, are at risk from development pressure, ineffective protection and the lack of an integrated approach. Policies set up to fight urban sprawl led to



Le Mont Royal in Montreal, a cultural landscape in an urban area



high density redevelopment of individual sites which caused the loss of gardens, historic buildings and vistas to and from the mountain. Current protection measures are focusing on the architectural design of individual projects and are not paying attention to the overall landscape or cultural impacts. Overlapping, often conflicting public agencies create confusion and non-protection in many of the site's areas as well as a lack of sharing knowledge on conservation or maintenance practice, a fact revealed during the 1998 Ice Storm. The presence of large institutions (hospitals, universities, religious institutions) adds pressure for parking and buildings on the site. Finally, the complex reality of the site is its strength but also a liability as it encourages decision-makers to focus on isolated, easy-to-grasp issues.

#### *Potential for solution:*

The mountain historically enjoyed a strong popular support that translated into 150 years of citizens' involvement in its preservation. In 1986, existing organisations and citizens founded an NGO network – Les Amis de la Montagne – to give a permanent and unified voice for the mountain, and help co-ordinate civic efforts. Les Amis established a base for monitoring of the site's cultural and natural heritage. Bridging over municipal boundaries and competitions, the group fund-raised to help recovery after the 1998 ice-storm and prepares the collective drafting of a Charter for the Mountain to set common ethical and operational principles for the great range of institutions and authorities. Such public statement charter, freely agreed upon by stakeholders and players as a reference for their own work, could be a solution for similar sites around the world.

### **Case Study 4 – Solutions for Religious Heritage: Quebec's Religious Heritage Foundation**

#### *Context:*

Religious heritage is a distinctive part of Quebec's cultural heritage as religion played an important role in the history of the land, from the arrival of the first French explorers in the 17<sup>th</sup> century. Quebec is one of the few places where strong Catholicism and Protestantism met. Their religious competition was expressed through architecture and art, leaving a considerable cultural heritage to which are added the places of worship of other traditions which came with immigration.

#### *Risks:*

- Abandonment – Movements of population to improve their economic or social standard and a general ageing in Quebec, created a trend of the slow disappearance of once thriving religious orders or congregations. This, added to a fall in religious practice, creates a risk of desertion for these heritage places of worship, convents, monasteries or cemeteries and the dispersion of the artworks, furniture and other objects.
- Structural deterioration – The cold Canadian climate imposes severe conditions on these heritage places. It affects the durability of their features (towers, roofs, stained glass, organs, interior finishes) and makes the operation of such buildings

quite costly. These conditions force many communities to choose either to maintain their building or to heat it for services.

#### *Response:*

- Co-ordination between the different traditions -The Catholic, Protestant and Jewish community representatives agreed they shared common problems and were equally interested in preserving the heritage of their tradition. They established a common set of principles and a joint assessment of needs. This co-operation started in the Montreal area and was expanded to the whole of Quebec leading to the establishment, in 1995, of the Quebec Religious Heritage Foundation which received a large grant from the Ministère de la Culture du Québec. The grant programme not only covers repairs to buildings and organs, but also some types of artwork conservation. Grant money has been matched by private donations to cover the costs.
- Co-operation for conservation – The Foundation is one of the few institutions of that sort around the world to officially recognise ICOMOS principles. It operates on the basis of regional forums formed of representatives from the various tra-

One of the totem poles on Anthony Island, supported by a metal bar





ditions participating in the program. These forums enable parish administrators and governmental officials to identify together the funding priorities for their region. Hundreds of projects have been implemented in that context. The Foundation is now working with ICOMOS Canada to define a set of operational guidelines for managers, architects or craftsmen receiving funds.

- Research of new uses – Changing use for churches or sacred places has proven to be a major risk. The Government of Quebec and the Foundation, anticipating that a large number of such buildings will become redundant over the next few years, established a special grant program to help find acceptable new uses and preserve as much of the heritage values in that context.

### **Case Study 5 – Totem Poles on Anthony Island (Kungit Island)**

In a bay on the southern tip of Anthony Island, which is part of the Queen Charlotte Islands, off the west coast of British Columbia are the ruins of the wooden structures of Ninstints village, formerly belonging to the Haida-Gwaii Indians. This historic village, which was abandoned in 1890, has been on the World Heritage List since 1981. Only small fragments of the very solidly built wooden framework and just a small group of the totem poles, which originally stood in front of the houses and marked the power of the Indian chiefs, have survived. The decay of the totem poles, which were re-erected time and again in past centuries, was not stopped for religious reasons, a pro-

cess that is still respected by the modern Haida. Therefore, these unique testimonies will gradually disappear. The erection of new totem poles, which in Canada can also be seen in museums, is taught in newly founded wood carving schools (one of the most famous artists in this field being Bill Reed).

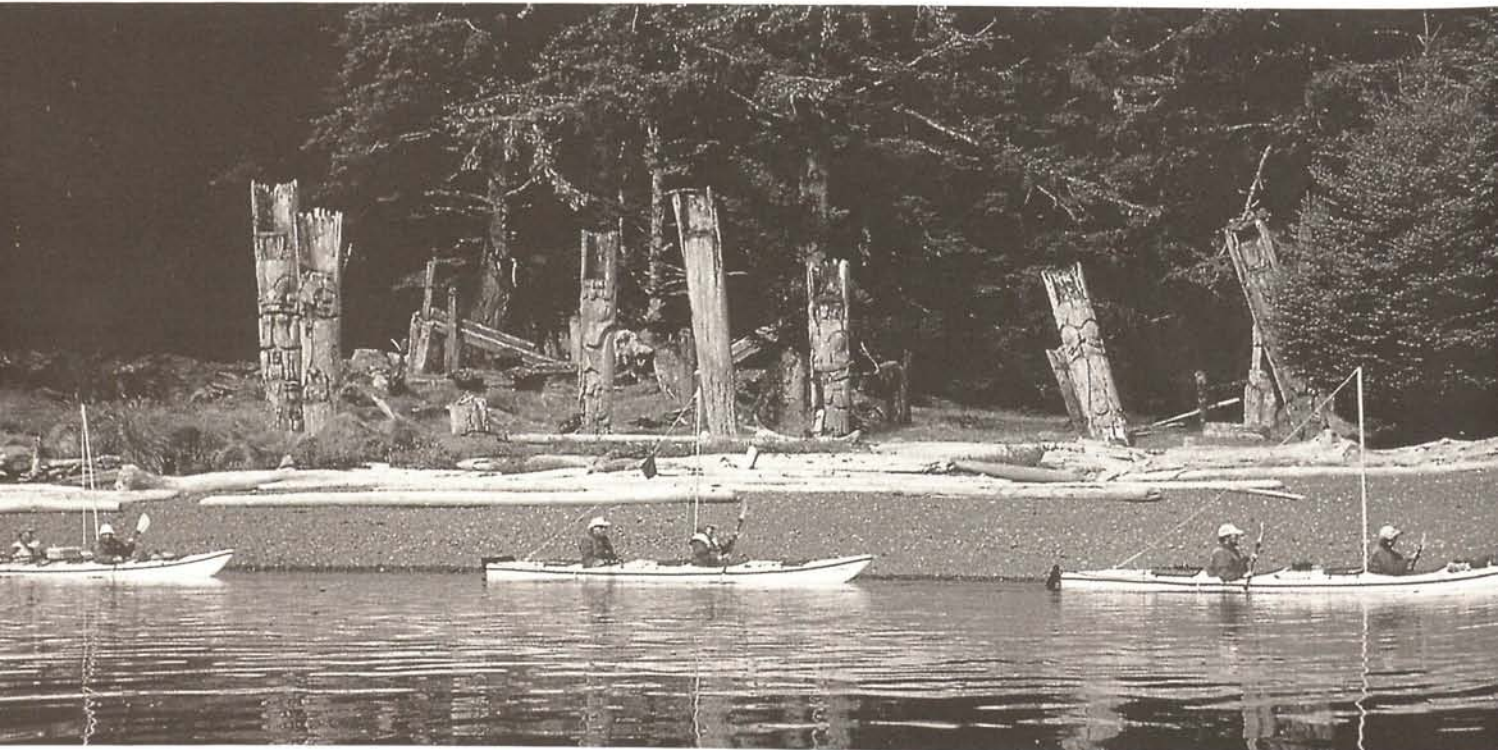
### **Case Study 6 – Alleviating the threats to a ship : Elizabeth and Mary**

Discovered in 1994, the bark Elizabeth and Mary was situated in l'Anse aux Bouleaux near the small town of Baie Trinité along the north shore of the Gulf of St. Lawrence in the province of Québec, Canada. The vessel was part of an 1690 invasion fleet of New England militia, led by Sir William Phips, sent to capture Québec. The invasion miscarried and several vessels, including this one, were wrecked along the coasts of Canada during the return voyage. The 1690 siege of Québec was one of the most important events in the history of New France and has significance for the development of Canada.

#### *Heritage Value:*

The Elizabeth and Mary has recently been declared a National Historic Site by the Historic Sites and Monuments Board of Canada. Through a study of the hull remains of this earliest documented New England-built vessel, the poorly understood topic of colonial shipbuilding practices will be more fully elucidated. Further, the well-preserved collection of militia firearms, munitions, accoutrements and domestic artifacts is unparalleled in North America for this period.

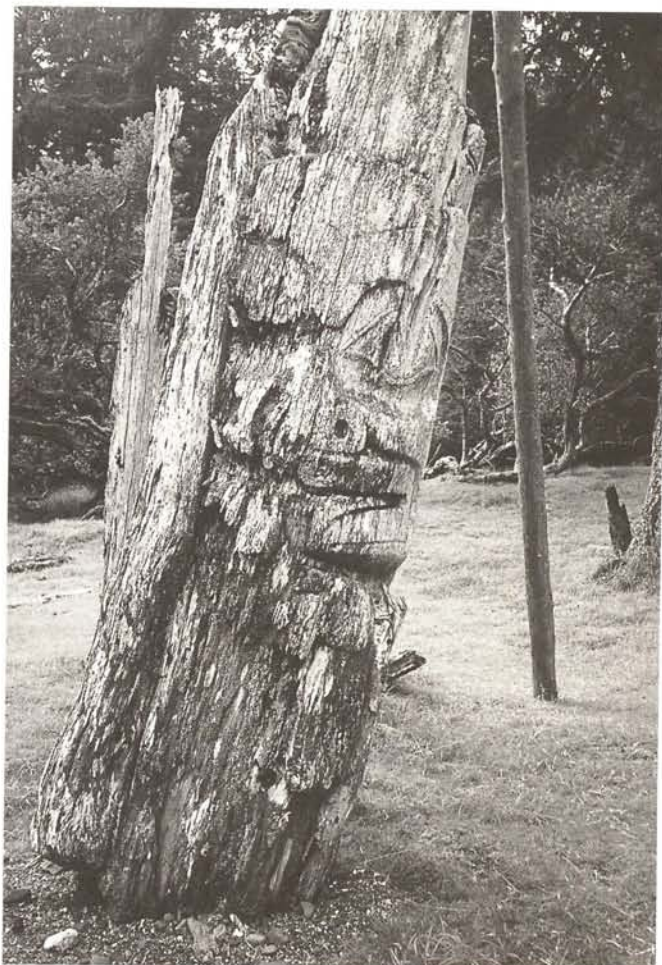
The totem poles on Anthony Island







Remains of the Indian village near the totem poles



Severely weathered remains of a totem pole on Anthony Island

### *Understanding Heritage Value:*

Following its discovery, the site was surveyed in 1995 then completely excavated during 1996 and 1997. This included the dismantling and raising of the extant hull structure. The detailed research and analyses of both the hull remains and extensive artifact collection is ongoing. Avocational divers trained by Parks Canada to become shipwreck protectors and agents were involved in the excavation and are now monitoring the site. Public awareness was raised very well through the roles of both the professionals and the avocationalists.

### *Threats to Heritage Value:*

The threats to the site provided the impetus for complete excavation. The site, located in very shallow water (less than 2 meters) very near the shore, was particularly vulnerable to storms and winter ice action. In fact, the discovery of the site was due to its uncovering by a particularly vicious winter storm. Looting

of the site was also considered to be a real possibility, especially in view of legislative problems in Canada regarding heritage wreck protection. Given the significance of the site, total excavation was seen as the only option to preserving the resource for future generations.

### *Conservation Strategies:*

Through a cost sharing agreement between the Province of Québec and the Canadian Federal Government, the artifacts from the site have undergone or are undergoing complete conservation treatments. The recovered timbers of the hull have been completely re-buried in a fresh water lake near the original site and are subjected to conservation monitoring to ensure their long term survival.

(See National Geographic Magazine, August 2000, English and French editions.)



## CHINA – HERITAGE @ RISK!

The People's Republic of China is right to be proud of its ancient culture and has made considerable efforts in past years to preserve its unique cultural heritage. In view of the immense dimensions of some monuments and sites, considerable problems arise – for instance concerning the protection and maintenance of the Great Wall (on the World Heritage List since 1987), which is thousands of kilometres long. Let us also think of the mausoleum of the Emperor Qin Shihuang (on the World Heritage List since 1987), a huge site with the famous Terracotta Army, which is one of the most sensational archaeological discoveries of the 20<sup>th</sup> century.

Furthermore, there are the natural catastrophes endangering Chinese heritage, mainly during the flood season along the Yangtze valley. Then, in 1998 floods affected the Ancient Building Complex in the Wudang Mountains, Mount Lushan in Jiangxi Province, Mount Huangshan in Anhui Province and the Wulingyuan Scenic Area, all of them on the World Heritage List.

On the other hand, Chinese civilisation is in the process of drastic changes, which are connected with rapid economic development and for which the immense building boom in the cities is characteristic. Traditional quarters have had to give way to modern apartment towers, for instance, in the city of Shanghai with its 14 million inhabitants a new “Manhattan” has emerged within the last few years with hundreds of skyscrapers. Like in so many countries different kinds of vernacular architecture and cultural landscapes, which belong to heritage as well, are threatened by this unstoppable development. How to reach a certain continuity in safeguarding the immeasurable amount of historic evidence and to conserve local and regional traditions (such as the historic dwelling quarters in Lhasa where, according to recent news, the Tibet Heritage Fund had to end its conservation work), is a question that could be answered by a future H @ R report of ICOMOS China.

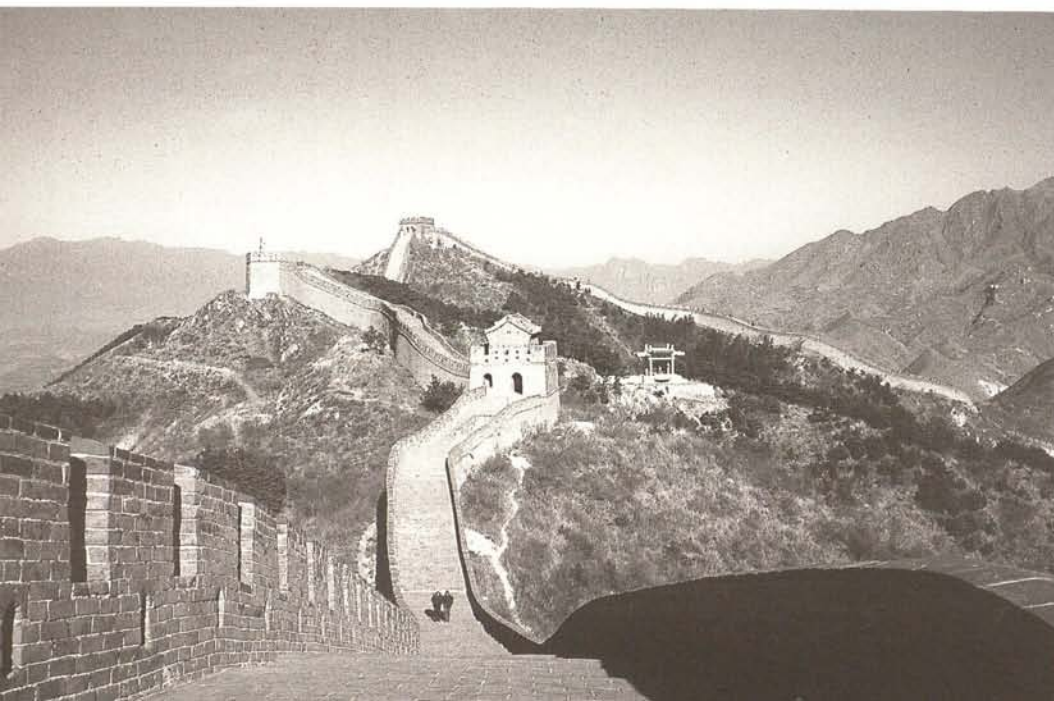
Here is a very instructive report from Cao Bingwu (National Administration of Cultural Heritage China) on concepts for the registration of the huge amount of cultural heritage, a report that also deals with questions of illicit pillage and trafficking of antiques:

*According to the Laws of the People's Republic of China on the Protection of Cultural Relics, both immovable and movable heritage should be protected properly. Immovable heritage includes memorial buildings, sites of ancient culture, ancient tombs, ancient architectural structures, cave temples, sites related to revolutionary history and stone carvings rooted at the field etc. Moveable heritage includes cultural relics such as memorial objects, works of art, handicraft articles, revolutionary documents, manuscripts, ancient or old books and materials, typical objects, etc.*

*According to the same law and to common practice, evaluation and grading of the heritage are the most important measures for protection. Immovable heritage should be classified into three different levels according to the historical and cultural value – major sites to be protected at national level, sites to be protected at the level of provinces, autonomous regions, municipalities directly under the Central Government and sites to be protected at the level of counties, autonomous counties and cities. After the classification, the governments of different levels release the list of the heritage and declare the scope and method of protection.*

*Movable heritage – only that which is kept in the museums – was classified into two large categories: valuable cultural relics and ordinary cultural relics. Valuable cultural relics were further classified into Grades One, Two and Three (each grade was protected and coped with a different rule).*

*All of these evaluation and classification works were only applied to heritage under the direct control of the governmental*



The Great Wall



administrations. Before the classification, the administrations had to make a great effort to survey what kind of immovable heritage there is in their region and to prepare the data. The data on movable heritage were prepared by the museums and registered to the administrations. So far, the number of immovable heritage places is about 350,000, of which, only nearly 70,000 are enrolled in the lists of the three-level protection. The others are just recorded but there are no concrete measures of protection. Even of the registered heritage places, some are not under the direct control of the governments, but occupied or used by some institutions or persons outside the heritage departments.

About 10 million items of movable heritage belong to the state-owned cultural institutions, most of which are museums affiliated with different levels of government, and nearly the same amount is under the control of the antiquaries. Because of the circulation, the latter number is changing very quickly. Some were even taken out of China legally or illicitly, so the administering is difficult to be carried out and their condition is difficult to be traced. Even worse, this kind of uncontrolled circulation and its high profit is always the major inducement to illicit pillage and trade of relics as part of immovable sites and scenes and has caused many disastrous damages.



Village street (Shaanxi Province)



Earthen architecture of a village (Shaanxi Province)



After several years of discussion, quite a lot of the people concerned with the possession, usage, trade and administration of the cultural heritage in China, have achieved a common opinion that a well-designed system of register and evaluation of heritage is a very important means for protection.

In our opinion, just using surveys to trace the condition of our heritage is not enough, and the existing proclamation system is only a unilateral activity of the government and can only put very small proportions of immovable heritage under governmental protection. What we need is a well designed register system which can include all immovable heritage and concerned institutions and persons in the protection work. Furthermore, if the system is expanded to the exchangeable antiques in the hands of antiquaries, a good social and cultural environment to protect immovable heritage will be created.

In our view, the register should be carried out by the administrations and presented to the users, holders and owners of heritage. A register is the premise of any kind of legal possession and usage of the cultural heritage.

During the register, the heritage place should be checked and evaluated correctly. Grading of the heritage makes the difference between them so the administrators and concerned persons can cope with the heritage of different importance with different and proper attention, this is very valuable when the personal and financial power are not sufficient in such a very large developing country with rich and colourful resources of cultural heritage as China.

By grading the different levels of immovable sites should be decided, by register, the scope, personnel, techniques and financial support concerned with the protection, the preparing and use of data of the heritage should get a consensus under the frameworks of laws. So that the protection of the heritage, especially the one outside the list released by three levels of government, a contract can be reached between the administrators and the concerned people such as the users and possessors, make the users or possessors of the heritage understand the laws and the other necessary information concerning the proper protection. In the meantime, the governmental administrations should improve the laws systematically, make it clear whether the condition of the heritage with different importance can be changed or moved, how it should be protected, used, exhibited, explored or exchanged correctly and legally.

Registering and grading of movable heritage owned by antiquaries is a new idea in this proposal. After the grading and registering, a certification file should be signed by the owner of the antiques and it should circulate with the associated antique object as an ID card. Thus, the administrators in the department of politics, commerce, business and custom can join in the supervision of the exchange of antiques easily, the legit exchange being protected, the illicit trade and smuggle will be put into a disadvantage position, and the trace of the movement of the antiques will become easier. As a result, we hope this will help to eliminate or even stop the pillage of ancient sites and tombs.

Surely this register system is at first convenient to the administration of cultural heritage, but it is also beneficial to everyone concerned with the legit possession, use and enjoy of heritage and, as a whole, beneficial to the protection of cultural heritage.

After the information-contract-oriented register, a systematic database should be established and, finally, be bedded onto the Geographical Information System of China, and should be

accessed by many users with different openness and limitation. With this mother database, several sub-databases with special purposes could be derived and be popularly used by different departments and users. Any change of the condition of the heritage including the exchange of proprietorship of the exchangeable antiques should be added to the record in the database. This will provide a powerful web for the monitors of the condition of the heritage and can let the concerned personnel carry out the quickest responds when heritage faces danger.

With the systematic data in the register, the governmental administrations will easily make decisions on a precise basis of information, and design comprehensive long-term plans to protect or to improve the conditions of cultural heritage, carry out systematic academic research and make efficient public usage. In the meantime, the system will help that more people can share the data and even the heritage itself conveniently, provides a protective umbrella to the legit proprietors of the heritage, both movable and immovable. Most important is that it can provide important clues for the rediscovery when the antiques are lost or stolen, so to eliminate smuggling and illegal trading of the moveable cultural heritage. Even if heritage is damaged by some unavoidable natural or man-made factors, the register system should still have some valuable data of the heritage, both for research and restoration.

We believe that a well designed register and evaluation system is the best way to get a comprehensive mastery of the conditions and information of cultural heritage, then draw all the concerned powers into the heritage protection web, according to the laws and the situation in current China. We think to share information of cultural heritage comprehensively and freely between all concerned departments and personnel who need it or like it, is very important for eliminating the motives to move heritage out of its context and can help to leave it in the local scenes of society – this will make the heritage more valuable and enjoyable. We are sure that by introducing the state-of-art techniques of computer and informational industry, this system can be developed and run at a very precise and efficient level.

As in many other countries, in China dangers to cultural heritage result from the improvement of infrastructure connected with a dynamic economic development. This leads to large projects of road construction like the new motorways, which in particular confront archaeologists with tremendous problems concerning the protection and rescue of below-ground evidence. In this context, the greatest challenge is, of course, the Three Gorges Dam, the largest dam in the world, which will dam the Yangtse River up to a length of 500 km. In coming years, the rising waters will cover not only many cities and villages but numerous artistic artefacts and archaeological sites.

The following is an interview which gives an idea of the range of tasks for conservationists:

*While construction workers put their unstinting efforts into the giant Three Gorges Dam project for the benefit of future generations, relics experts are working flat out to preserve the treasure left to us by our ancestors.*

*“The excavation is a constant source of delights for the experts, as many important archaeological discoveries have been made over the past two years,” said Wang Chuanping, deputy director of the Chongqing Cultural Bureau in a telephone interview with China Daily. Accordingly to Wang, 845 out of the*



1,238 relics sites that need excavation or protection in the reservoir area are located in Chongqing Municipality. These include more than 550 sites buried deeply underground. The other sites are located in neighbouring Hubei Province. Cultural experts have explored more than 70% of reservoir areas since September 1997 and drawn up detailed protection schemes for 62 relics sites.

Discoveries of relics sites from the Paleolithic period, graves from the Warring States Period (475-221 BC), and farm land sites from the Tang (618-907) and Song (960-1279) dynasties provide solid evidence of the origin and development of local cultures seldom found in historical records. Wang said most of the cultural relics sites will not be lost to the waters after the dam is erected and the water level rises to 173 metres in 2009.

"We are making plans to ensure that all relics that would disappear with the rising of the water level are moved in good time to higher ground," he said. Experts are looking for a new site for the Temple of Zhang Fei, a fiery-tempered and valiant general during the Three Kingdoms Period (220-280), which will go under water in 2003 when the water level rises to 135 metres. In the reservoir area in Hubei Province, another treasure house of cultural relics, rescue efforts started some 10 years earlier than in Chongqing, said Hu Meizhou, director of the Hubei Cultural Relics Bureau, in a telephone interview.

During excavations, more than 20 relics sites have been found dating back to the Paleolithic and Neolithic periods. These may shed light on how cultures and economies developed in primitive society in this area. All the archaeological findings have now been placed in local museums. To Hu's great relief, relics smuggling and uncontrolled excavation are very rare in the reservoir areas. However, both officials are far from satisfied with their achievements.

"If we had been provided with sufficient funds, the rescue project would have proceeded much more smoothly," Wang said.

Shortage of funds means they have not yet been able to build museums at major relics sites to repair damaged relics and keep the rest in good condition.

(Article by Su Dan in "China Daily" of March 23, 1999)

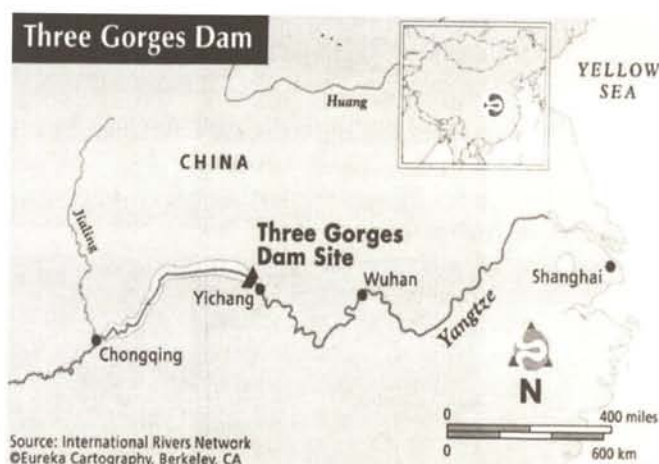
## Case Study – Lijiang

Lijiang Ancient Town is in the middle of Lijiang basin, Naxi autonomy, Yunnan, China. Since it was included in the World Heritage List in 1997, the historic settlement of Lijiang has experienced a rapid social transformation. The emerging tourist market in the rapid economic development of China has caused gentrification. From 1987 to 1999, the original residents of Lijiang ancient town decreased by 5000 persons or 1500 households, which is about 35% of all households. The population is replaced by merchants from elsewhere because the native Naxi people cannot compete with them. The successful historic preservation of built items needs the support of sensitive social and cultural policies. Otherwise, Lijiang, the ancient town and the local ethnic minority – Dayen old town, Naxi society, and Dongba culture, will soon be changed and consumed by the tourist market. There are some urgent problems that specifically worry the local community:

- The central square of the ancient town, Sifang Jie, has changed from a local market that is part of daily life to a tourist souvenir market.

- Contradictions between everyday life of ordinary people, including transportation services, sanitation systems, etc. and heritage conservation.
- Traditional interior fireplaces have been prohibited for use for the sake of conservation, however, problems with borers increase the difficulties of maintenance.

All of these issues challenge the urban conservation project. The role of Lijiang ancient town has been transformed from a market town trading between the people of Zang (Tibetan), Yi, Bai and Han, to a global tourist market. The local community is aware of the crisis and the local government is willing to support any suggestions to improve the situation (see also p. 212).



The location of the Three Gorges Dam

The Yangtze River, Xiling Gorge





## CROATIA – HERITAGE @ RISK!



Vukovar, The church of St Roch and Eltz Palace after their destruction

Eltz Palace, detail of the façade



At the beginning of a short survey on Heritage @ Risk in Croatia the reports should be referred to that have already been published and collected by the documentation- and information centre of the State Monument Preservation Department, and to the threatening number of historic heritage places and sites destroyed during the war in 1991/1992 by attacks of the Yugoslav army and paramilitary forces. Almost all regions of Croatia were involved somehow, and together with villages and historic sites many single monuments were damaged or destroyed. The target of attacks was often ecclesiastical buildings, hundreds of churches and convents, among them pre-Romanesque and Romanesque churches in the occupied regions of Dalmatia. In contradiction to all international conventions, the cultural heritage has thereby been purposely attacked and systematically destroyed, and even more so, when these buildings had the sign of the Hague Convention. Even after the end of the threat of war the systematic destruction of cultural evidence was carried out, churches were undermined or blown up, historic quarters were levelled with bulldozers, movable cultural heritage sacked or stolen. A world wide storm of indignation was aroused by the vandalism during the attacks on Dubrovnik. The city, already inscribed on the World Heritage List in 1979, has been restored thanks to international help so that it is no longer among the Heritage at Risk. But, the reconstruction and restoration of cultural monuments around Dubrovnik, where villages and woods have been burnt down systematically, will still need a long time.

In Northern Croatia, where the affected monuments of the town of Osijek have meanwhile been restored in an exemplary manner, the township of Vukovar and the palace of Eltz (1749) have been most heavily affected; for the ruined remains of the Catholic Church of Vukovar there seems to be no hope.

Some of the at times only fragmentarily preserved works of art saved from destroyed churches are undergoing expert restoration in a collaboration between the Bavarian State Department of Historic Monuments and the recently installed restoration centre in Ludbreg Castle near Varazdin. Apart from the consequences of war the conservators of historic monuments in Croatia have to fight against the disturbance of historic urban complexes and the destruction of cultural landscapes as well as against the consequences of air pollution, which is affecting for example the marble in the region of ancient Pula and Split. In one of the historic quarters of the Palace of Diocletian in Split the unnecessary pulling down of buildings from the post-Roman period in order to uncover the remains from the Roman period, has been realised in the meantime as a mistake.



## CUBA – HERITAGE @ RISK!

Cuba has a large and varied cultural and natural heritage. The best evidence of this richness is the inclusion of several properties in the World Heritage List, more than those inscribed in the other Caribbean islands.

For years the conservation of Cuba's national cultural heritage has been an important goal. Comprehensive laws and other legal instruments allow an adequate national protection system. There is an institutional structure working from the national to the local levels countrywide. A training system supported by both Cuban institutions and international organisations such as UNESCO, has had a positive influence on the conservation of historic towns and monuments and sites. This is the case of Old Havana, Santiago de Cuba, Trinidad, Camagüey and Cienfuegos, being among the most relevant.

In general terms, the results achieved in the conservation of Cuban heritage have been possible due to a defined cultural policy, among the main reasons being the existence of comprehensive legal instruments regarding the national legacy, the approval and implementation of innovative managing and funding methods for Old Havana led by Historian Eusebio Leal and later followed by Santiago de Cuba, Trinidad and Camagüey, the international assistance and recognition of these values (as presented by Rigol-Savio Isabel on The Cuban National Experience in Indianapolis in 2000). Publications world-wide have recognised these tremendous efforts as well as the skill of its specialised entities and committed professionals. But beyond these positive facts, there are still enormous challenges with regard to the conservation of this heritage.

The most influential aspects are the increasing decay of a great part of the building stock due to its age and under the very aggressive conditions of a tropical humid climate worsened by the effect of insularity, frequent and destructive hurricanes, the increasing human need to be satisfied, ie housing which represents one of the toughest problems, the impacts of a fast-growing tourism industry as an unavoidable phenomenon which has turned out to be the most important source for development, and in general terms, the lack of sufficient funds in proportion to the amount of work to be done. Although a considerable support has been obtained from UNESCO or some foreign collaboration agencies, it is impossible for Cubans to obtain the effective assistance of the many other important existent sources in the world as banks, foundations and others, due to well-known political reasons.

National and local inventories undertaken systematically for years nation-wide, including all cultural heritage places in the country have registered their location, values and physical condition, but there is still a number of them that have not had necessary action in order to guarantee their integrity.

Sometimes, it is a matter of understanding, that requires ongoing direction, control and monitoring by the national and local conservation authorities. This is the case of some 19<sup>th</sup> century exponents and the significantly large and valuable 20<sup>th</sup> century building stock. Currently, with the growth of tourism and the promotion of joint ventures with foreign partners as well as some extent of real estate, certain aesthetically privileged areas in the capital city from the 20<sup>th</sup> century have become the arena of a rapid construction process. The value of the land here has acquired its true economic dimension because of the proximity to the sea, and its scenic and architectural values, and among

other virtues, its vital system and connections with other central areas in town. In 2000, this part of Cuban heritage has turned out to be the most fragile. Today almost nobody would dare to alter the integrity of the many Colonial Historic towns in the country. But the 20<sup>th</sup> century's heritage is not yet fully recognised as something worthy of preservation and appropriate for wise use.

One very important example of neglect over many years, is the famous complex of the Schools of Arts from the 1960s, inscribed in 1999 among the "100 Most Endangered Monuments" by the World Monuments Watch and now undergoing restoration performed by the Ministry of Culture and the City Historian's Office. Another case is the Fifth Avenue in the Miramar District, displaying very good exponents from the 1920s to the 1950s, where some undesirable buildings have been built recently and others have been planned. As it often happens in many countries, some historic towns and areas survive and are not manifestly transformed due to underdevelopment and a low rate of change. As soon as "development" in terms of investment capacity grows, new patterns of living, and of course buildings may appear. The old is erroneously found unsuitable for new functions and developers then assume that these constructions have to be substituted or perfected by a new image.

Fortunately Old Havana and other historic areas in Cuba, have not suffered greatly from this kind of situation. The policies, laws, restoration programs and general awareness were already flourishing when the new era of opening up to foreign investment and tourism started in the 1990s. Many conservation projects and much heritage thinking were quite consolidated with regard to the oldest and most significant historic areas or towns in the country. But other historic values, such as some from the 19<sup>th</sup> century and mainly the above mentioned sectors from the 20<sup>th</sup>, had not yet been assumed as landmarks. In the last years, it has been painstaking for the heritage authorities to stop the action of many new developers and investors, both national and foreign. The reason for their position is basically that they really do not understand the merits of this kind of heritage and believe that they are free to transform it or eliminate it in order to install their new functions, hotels, shops, banks, offices and others. Fortunately, although they represent a majority among the investment sector, there are other entities which have appreciated the advantages of conserving heritage sites or buildings quite well in terms of prestige and marketing for their companies or installations, showing it is absolutely possible to match economic goals and needs with cultural aims.

One interesting case is that of the Sierra Maestra Building (formerly Rosita de Hornedo) from the 1950s, located by the sea in the Miramar District, completely rehabilitated recently for CIMEX Corporation by Architect Andrés Garrudo in order to install their offices and agencies. At the same time this Cuban Company has chosen the highly qualified team of architects, Choy and León, to design a new shopping centre nearby which will contribute to the quality and life of this place that is currently deteriorated. Another outstanding work by the same team has been performed on Fifth Avenue in order to install the Banco Financiero Internacional headquarters and one of its agencies. The result is a model, as the "high tech" additions to a sober classic bank from the 1950s by Architect Eugenio Batista, have been done with both creativeness and respect for its historic values.



Recently the National Commission for Landmarks supported by Law Number 2, led by Dr Marta Arjona, also President of the National Council for Cultural Heritage, and composed of outstanding notabilities from the cultural, academic and architectural fields, approved a Resolution declaring several relevant avenues in Havana as Protected Areas, such as the previously mentioned Fifth Avenue in Miramar, Paseo and Presidents Avenue in Vedado and others, in order to avoid their arbitrary transformation. Since then, all built projects have to be approved by the Commission in order to guarantee the conservation of these areas and their landmarks. It does not mean that new buildings cannot be built, it means that all added new elements have to respond to the quality of the site where they are to be inserted. The question is to add values and not to subtract them in any way. Perhaps it will take some time to achieve a complete understanding and to avoid certain current conflicts but at the moment, the force of the law is already acting in favour of 20<sup>th</sup> century landmarks, as it has with regard to older cultural heritage places. Another recent achievement has been an agreement between the National Council for Cultural Heritage and the Physical Planning Institute.

The National DOCOMOMO group and the Committee for Cultural Heritage in the Cuban Union of Architects and Engineers are also currently working on a detailed list of Modern landmarks to be submitted to the National Commission in order to be declared National or Local Monuments according to their significance or to be considered as legally Protected Places, while broader research on their values is undertaken. On the other hand, the Cuban National ICOMOS Committee that has historically played an important role as part of the National Commission for Landmarks and co-ordinating its action with the national specialised bodies and the local conservation offices, is regularly alerting all of them in regard to any dangers. At the same time, it gives its advice in order to guarantee the effective protection and conservation of heritage places.

A preliminary list of Heritage at Risk identified by ICOMOS Cuba includes a representative group of monuments and sites which require urgent attention. Among them we could mention the Gibara Historic Town in Holguín, the Carolina Sugar Factory near Cienfuegos, the Ruins of Taoro Sugar Factory close to Havana, San Ildefonso Sugar Factory in Guantánamo, all of them from the 19<sup>th</sup> century. Also from early 1920s Vernacular, San Miguel de los Baños Spa and Village in Matanzas, and Cayo Carenas Wooden Houses on Cienfuegos Bay. Other cases are the impressive Neobaroque Gran Teatro de La Habana from the late 19<sup>th</sup> and early twenties in the border between Old and Central Havana, the Eclectic Alaska Apartment House from 1922 and the Retiro Médico, a classic Modern high rise from 1956 with important murals by Wifredo Lam and other famous artists on La Rampa, a former commercial area in Vedado, Havana.

### Case Study 1 – Reina Cemetery, Cienfuegos

The Reina Cemetery was built in Cienfuegos in 1839 under Neo-Classical patterns. It is the only cemetery in Cuba where niches for vertical burials survive. It is very similar to the Espada Cemetery in Havana that has already disappeared, and that is regarded as an achievement of 19<sup>th</sup> century public health programs because until that time, burials took place in churches and convents. The slabs on the above-mentioned niches are ele-

gantly worked in marble, iron or limestone with beautiful carvings and bas reliefs. The magnificent ironworks surrounding classical tombs are also worth of praise. So are the abundant beautiful sculptures like the one known as the Sleeping Beauty made in Genoa with Carrara marble. Buried at this cemetery are the founders of the town of Fernandina de Jagua – now the Old Town of Cienfuegos- as well as several patriots of the 1868 and 1895 Cuban Independence Wars. For its relevance, beauty and damage it was inscribed in 1999 among the “One Hundred Most Endangered Sites” by the World Monuments Watch.

Currently its main risks are from age, salinity caused by its proximity to the sea, pollution from nearby industrial areas, the constant moisture of the tropical humid Cuban climate, a lack of systematic maintenance, the paralysis of works already started, and lack of enough funds for their operation.

### Case Study 2 – Jewish Cemetery, Guanabacoa

The Macabbeus Cemetery is one of two built by the Azhkenazim Jews at the beginning of the 20<sup>th</sup> century on a smooth steep hill in Guanabacoa, an old town close to Havana. This cemetery dates from 1911, and is perhaps the most important exponent of Cuban Jewish heritage, a legacy with few remaining cultural heritage places in the Caribbean region. One of its most important features is its beautiful complex of tombs composed by the ancestral *matzevah* or tombstone of a millenary origin, the chapel-like one or *ohel* and the sarcophagus, which show the assimilation of different concepts with regard to burial traditions.

Another significant feature is the presence of inscriptions in Hebrew, Yiddish and Spanish as well as the employment of the universally recognised Jewish symbols like the Menorah or candlestick, the Star of David, the Lion of Judeah and others. The names and birthplaces inscribed on the tombs belong to people from Eastern and Central Europe, and evidently differ from those of Spanish origin, dominant in Cuba. The general layout responds to Jewish tradition; according to them, a room for washing the deceased is located at the entrance of the Cemetery and there is also a faucet with water to allow the participants to wash their hands before they leave the place. Outstanding personalities of Cuban history and culture were buried here. The Jewish burial traditions have been preserved and practised until the present by the Cuban Jewish community.

The very sober but beautiful marble, limestone and bronze works of the Cemetery have been seriously threatened by pollution, corrosion, physical impacts, vandalism, a lack of systematic maintenance and a lack of enough funds. As a property of the Jewish community, this landmark is of their greatest interest and despite the scarce funds available for its maintenance, they have not allowed it to lose its integrity at all. On the other hand, it has been part of the research program ICOMOS Cuba has started on Cuban Jewish heritage. But however, it is seriously physically damaged and its disappearance or arbitrary transformation would mean an irreplaceable loss for the almost 2000 Jews living in the country, for their descendants and for their many relatives abroad. It would also mean an unfortunate loss for Cuban heritage, because of its uniqueness as a proof of the diversity of national culture. It would diminish the legacy of the melting pot that is the Caribbean region.



## CYPRUS – HERITAGE @ RISK!

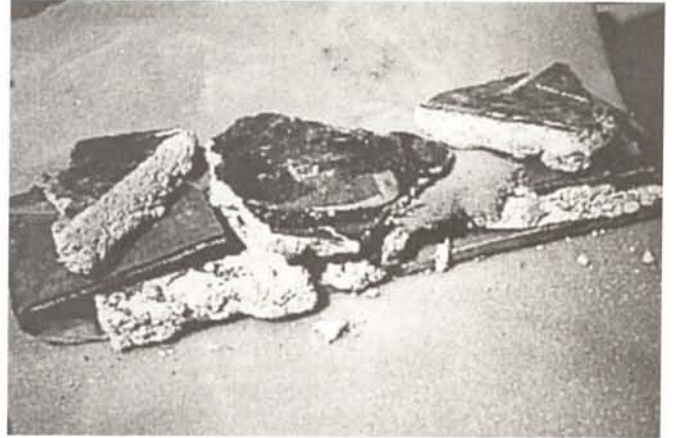
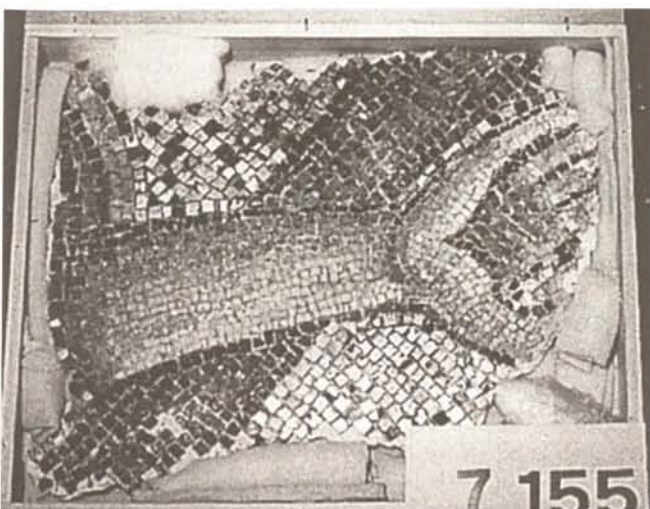
The occupation of Cyprus by Turkish forces in 1974 caused a terrible tragedy to the rich cultural heritage and the cultural identity of northern Cyprus. Not only all Greek names were changed, but all testimonies to the ancient Greek culture were eliminated, churches and monasteries were desecrated, pilaged, destroyed and left to decay. Tombstones were smashed, archaeological sites ravaged, and art objects from heritage places such as countless icons, frescoes and mosaics were taken away to end up in the illicit trade of antiquities. The extent of this sale of cultural heritage in northern Cyprus is shown by the crime story of the art dealer Aydin Dikman who was arrested in Munich in 1997:

*Following the occupation of northern Cyprus by Turkish forces in 1974, looters stripped the region's churches, removing an estimated 15,000 to 20,000 icons, several dozens of major frescoes and mosaics dating from the sixth to the fifteenth century, and thousands of chalices, wooden carvings, crucifixes and Bibles. Efforts by the Autocephalous Church of Cyprus and the Republic of Cyprus have resulted in the return of some of these objects, but the majority remain lost. A major breakthrough came this past October, when Munich police arrested 60-year-old Aydin Dikman after he was videotaped selling stolen goods. The arrest was made possible by the co operation of Dikman's former client, Dutch art dealer Michel van Rijn. In apartments rented by Dikman, police found frescoes, mosaics and icons estimated to be worth more than \$40 million. The artworks were taken to the Bavarian National Museum for evaluation, while Dikman was taken to prison.*

(Quotation from the report by Mark Rose "From Cyprus to Munich" in *archaeology*, April 20, 1998)

See detailed report by Mark Rose [www.archaeology.org/online/features/cyprus/index.html](http://www.archaeology.org/online/features/cyprus/index.html) and further press reports on destruction of cultural heritage in northern Cyprus under [www.hr-action.org/chr/heritage00.html](http://www.hr-action.org/chr/heritage00.html)

Fragment from the Church of the Panagia Kanakariá, seized by the police in Munich



Fragments of a fresco. Many frescoes from the looted churches in Northern Cyprus were badly damaged.

The Holy Door of the Monastery of St Anastassios in Peristerona (Famagusta district), now at Kanazawa College of Arts in Japan









structions, not to the repair and maintenance of historic buildings. Cultural heritage was not included in their long-term plans. Building materials were of poor quality and insufficient range. The only exception was the work of conservators. The emphasis of the Czechoslovak economy on heavy industry and the mining of raw materials resulted in extreme air pollution, the effects of which adversely impacted not only the natural environment but also on built heritage.

### After the “Velvet Revolution”

Recently, since the so-called Velvet Revolution ten years ago, our towns, and especially Prague, have been hit by another danger – the world of money, of commerce, of capitalism. The interest of both foreign and domestic investors in attractive lots of land in historic town centres, the acquisition and use of monuments for excessively overvalued programs and their restoration for such use, has been carried out in an insensitive, even ruthless way that damages the heritage place and is unacceptable to conservation.

The building boom has especially affected the ground floor of buildings where numerous new shops have been established with new display-windows, entrances and a multitude of questionable advertisements. Penthouses have caused problems with various dormers and roof windows, or roofing materials of poor taste; wooden windows have been replaced by plastic ones with much broader frames, cross-pieces and supports, or by modern windows without articulation; all this adversely changing the characteristic image of historic settlements.

Monuments and green areas in historic towns are also en-



Znojmo: former entrance converted into a garage

Libá (Cheb district): staircase in the north wing of the castle ▶



Libá (Cheb district): the main façade of the castle





dangered by new construction of technical infrastructure and new traffic systems, the construction of underground parking, and the establishment of above-ground parking areas. The low level of cultural understanding by developers is yet another risk to heritage.

The new era has brought about a new adverse phenomenon, namely speculation. Many heritage places, mainly chateaux, have become the target of speculation, their values being artificially increased, and serving as collateral for bank loans. Their owners have not spent the borrowed funds for the restoration of these monuments, but for other purposes (eg Cervená Recice, Brtnice, Bor). Another group of endangered monuments includes the chateaux abandoned by the army or units of the Ministry of the Interior (eg Planá, Star Hroznavot, Dobříčany, Stružná, Kanice, Hostoun). Some of them have become the subject of speculation, others have failed to have a suitable use or investors found (Zelená Hora, Chotěšov, Jaroslavice).

The situation with unused heritage places falling into disrepair has not been resolved either by the process of restitution – as the owners – restitutions, municipalities, churches or individuals often do not have money for the expensive restoration of destroyed heritage places and so are considering their sale or have already sold or leased them (Nové Hradky, Chotěšov, Skalka, Zaluzany).

At this point, we should mention the endangered movable heritage where restitutions illegally sell collections from returned chateaux and take them out of the country.

Some industrial heritage places from the 19<sup>th</sup> and 20<sup>th</sup> centuries that continued operating in large numbers, are also endangered. These mainly include mines and smelting works in the Kladno region and especially Ostrava, where some have decreased or already discontinued their operations. The most important of them are the Ironworks of Vítkovice, established in 1828 and in operation for as long as 170 years. Blast furnaces of the Ironworks together with the coke plant and the mine, Hlubina, form a typical industrial urban landscape. The area has been proclaimed as cultural heritage. However, financial resources are not sufficient to properly maintain and open the site to the public. Other than a couple of exceptions, industrial heritage items fail to be successfully adapted for new, attractive uses – for retail, or residential use, etc.

The major problem in the field of heritage conservation is the lack of financial resources, both for individual monuments, areas, historic towns and villages, and for the overall regeneration of affected regions.

The responsibility for the state to contribute financially is not obligatory, it is allocated depending on sums that are available in district budgets and the budget of the Czech Ministry of Culture. In 2000, budgets were reduced by up to 50% compared to past years. No considerable tax deductions were offered to owners of heritage places. Although many heritage places have

been restored and rescued during the past ten years, and although the image of our towns and villages has considerably improved, numerous heritage places are still in jeopardy.

In 1999, the National Conservation Institute (SPP) prepared and published the List of Immovable Monuments in the Czech Republic which are the Most Endangered and Unused. The List contained 546 items. It had been prepared using data provided by regional conservation institutes and will be updated each other year. The List is not intended as a complete survey of heritage places in the Czech Republic which are in jeopardy, there are many more of them. So far, the List does not include, for example, endangered town houses, or objects of popular architecture, etc.

Archaeological sites and artefacts rank among the most endangered heritage places since these are mostly located below ground. They are in jeopardy mainly from destruction or damage during earthworks and/or due to the public's ignorance. In the case of identified archaeological sites, there is a risk of destruction before any rescue archaeology is conducted due to a lack of funds, as the developer is not obliged by law to pay for the cost of research and the institution which is to conduct the research has not been allocated the necessary funds by its establishing body. Although the government has created a fund to cover the cost of rescue archaeology in such cases, its amount is far from sufficient.

Developers or investors frequently destroy sites merely because they consider it more profitable to break the law and pay a relatively low fine than to pay for the cost of the delay to construction and the postponement of a building's operation (and the start to earning a profit). The construction of the Delvita supermarket near Rudná near Prague is such an example, where the developers intentionally destroyed an Early Bronze Age settlement because they considered the cost calculated for the rescue archaeology as too high. This case has been discussed over a few years by the media, as well as investigated by the police.

Archaeological sites where long-term, systematic archaeological research had been conducted, and where built remains were found (frequently the most important localities), are endangered by a lack of finances and unresolved legal questions. That is why their conservation is prevented and such heritage is falling into disrepair due to continuing legal actions. This is the situation, for example for the castle of Vížmburk in North East Bohemia or the late Hallstatt and early La Tène buildings at the settlement at Závist near Prague. Archaeological sites are also endangered by theft, especially by plundering using metal-detectors. Inadequate legislation provides virtually no chance of prosecuting the perpetrators, and the situation is complicated by the overloaded and inadequate resources of the police, particularly in regional areas. As an example, the Celtic oppidum, Stradonice, near Beroun can be mentioned.





Jaroslavice (Znojmo district): main façade of the country house as seen from the village



Jaroslavice (Znojmo district): the arcaded courtyard



Bečváry (Kolín district): main façade as seen from the park



Bečváry (Kolín district): view into the courtyard

Branná (Šumperk district): view into the first courtyard of the country house



Trpísty (Tachov district): main façade of the country house





## DENMARK – HERITAGE @ RISK!

In Denmark, historic or archaeological heritage places are protected within the provisions of the Nature Protection Act, this applies to about 100,000 listed sites. All structures and cultural items on the seabed are automatically protected under the terms of this Act. Historic buildings are protected under the Building Protection Act. There are 3,500 sites listed as protected, comprising in all about 10,000 buildings.

Denmark has not however ratified the current international conventions concerning the protection of cultural heritage!!

### Threats to our historic heritage

#### *Natural*

Climatic conditions with air pollution have a destructive effect on the fabric of historic buildings, in particular on sculptures and details of sandstone buildings.

Coastal erosion is threatening prehistoric structures and cultural layers. Two medieval churches, one in Western Jutland and the other on Zealand, are in the process of collapsing into the sea.

Underwater settlements from the Stone Age and shipwrecks on the seabed are under threat because of erosion.

#### *Cultural*

Archaeological heritage is threatened by agricultural processes and construction works. A recent investigation showed that almost half of all registered burial mounds have disappeared in the course of the last 70 years!

Within agriculture there is a particular problem posed by tree planting for forests. Deep ploughing in that context can remove all traces of a prehistoric settlement or burial place in the course of a single day. And this happens frequently. Ordinary cultivation, which is tending to involve steadily deeper ploughing, also

results in destruction of the archaeological evidence, at a slower pace but just as inevitably.

Construction works – natural gas pipes, motorway-construction, major bridge-building, harbour-building (particularly the many new marinas), extensions to town and new industrial buildings – constitute a threat to archaeological heritage. The situation is not improved by the fact that the financial resources available to undertake archaeological investigations in relation to such construction works are all too limited.

While physical developments have repercussions on the cultural landscape – as in fact they have always had, but now in many cases in a particularly unfortunate direction – economic and labour-market trends are also having an effect on historic heritage. Many small islands are becoming depopulated of their communities, and local schools, shops, and services are being closed down, resulting in disused buildings which are liable to deteriorate, as well as causing erosion of their intangible cultural heritage.

The stock of historic buildings in Denmark is at general risk of a gradual deterioration, as a result of a lack of maintenance. The costs involved in maintenance increase rapidly in a society with a heavy tax burden, and all types of building work are subject to 25% VAT, which is almost prohibitive. The deterioration is most evident in the case of Danish castles and manor houses, but it is also very visible in privately-owned houses. State buildings, including protected castles, etc. have never been in a worse state of repair.

Privately-owned historic and valuable buildings, in spite of a major information campaign, are to some extent at risk from the use of the wrong materials. In this respect, the legislation covering the work environment sometimes creates a dilemma, in that many of the traditional materials can no longer be used, eg oil paint, lead primer, etc.

ICOMOS Denmark



The Sphinx: the restoration of this endangered monument, badly damaged by erosion and salts but also by unsuccessful earlier restorations is causing extreme difficulties.



The Sphinx: parts of the new stone facing have already fallen off (photo 1989).



## EGYPT – HERITAGE @ RISK!



Islamic Cairo, endangered houses in the old part of the city

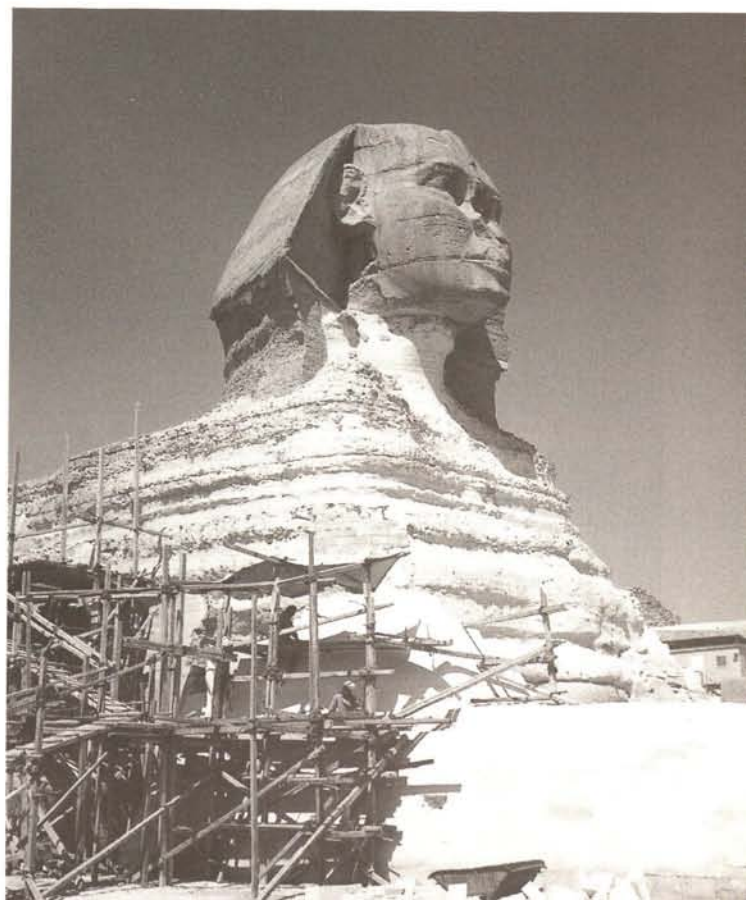
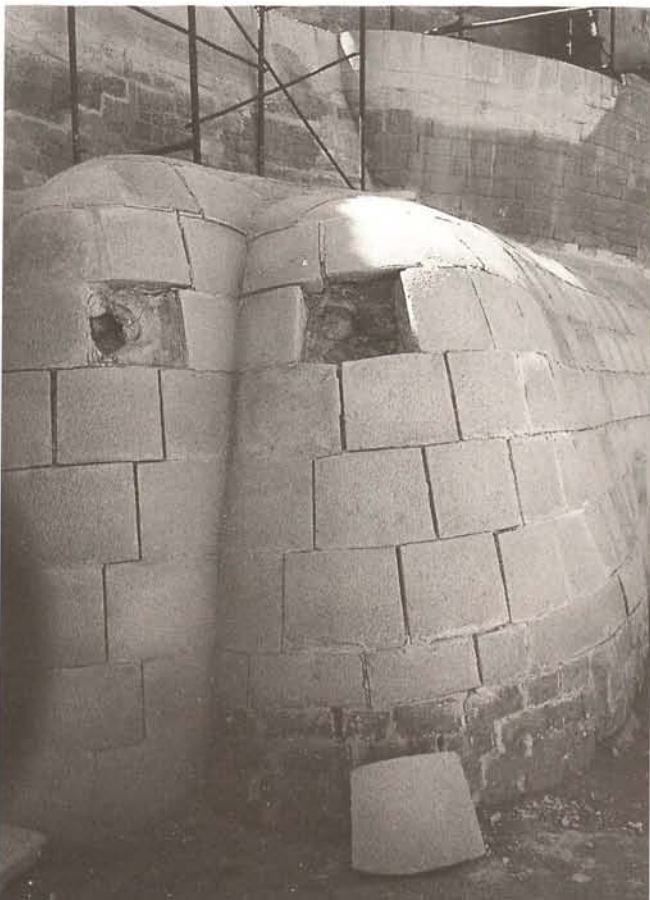


Cairo, graves of the Caliphs

### Case Study 1 – Cairo: Fatimid Town Centre and Tombs of the Caliphs

The medieval town centre of Cairo inside the city walls is in extreme danger. Soil conditions have worsened due to changes in the ground water level. In many buildings the upper storeys have been removed, because they were affected by corroded water

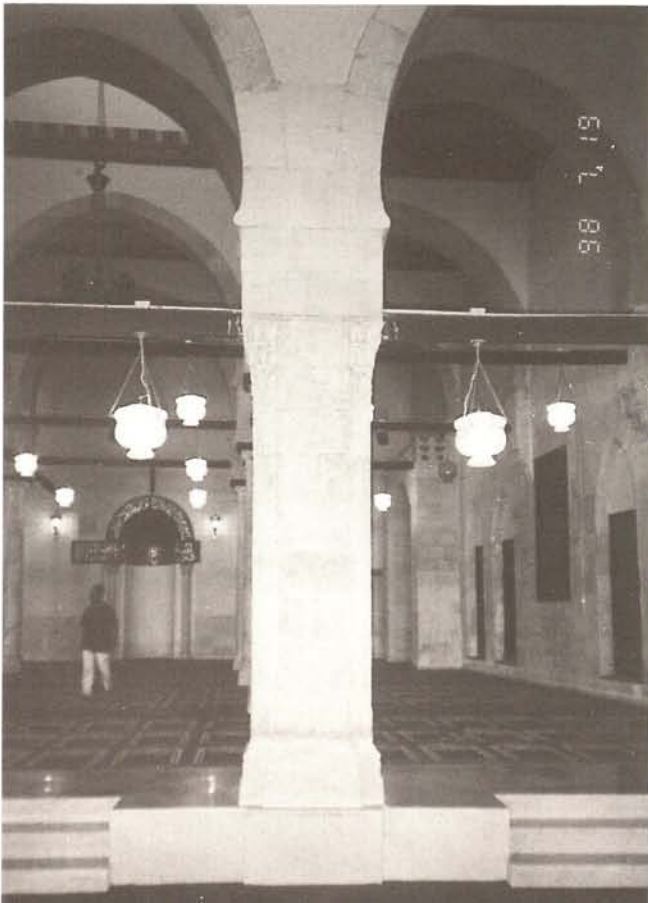
pipes. Today, the historic buildings mostly consist of a ground floor and one upper storey only, in which rubbish and waste are accumulated. The Tombs of the Caliphs outside the old city walls are also mostly inhabited by the poor and are expected to have the same fate as the historic medieval town centre. Parts of the buildings have already collapsed simply because of a lack of maintenance. Only a careful conservation and redevelopment plan could help to save the old structures and the historic fabric of the buildings.







Azhar Mosque in Cairo, Fatimid Riwaq after “restoration”: new reinforced concrete base with marble facing (complete renovation)



◀ Azhar Mosque in Cairo: an example of inappropriate restoration as the coloured stained glass was installed with lead instead of gypsum lattice.

## Case Study 2 – Restoration of the Azhar Congregational Mosque

The Azhar Congregational Mosque is the first mosque built in the Fatimid Historic City of Cairo (359-361 A.H./ 972 AD). The mosque was developed and several additions were made since its construction. It was originally on a rectangular plan of about 88x70 m in the form of a central courtyard surrounded by three covered areas.

Three years ago the mosque was completely renovated. It has therefore lost its original spirit, its distinguished Fatimid style as well as its historical value. The mosque is now almost a new one because of the works done without taking into consideration either the authenticity of the original material, craftsmanship or the originality of the design, regardless even of the Egyptian Law of Antiquities (Law no.117/1983) as well as of article no.58 of the Operational Guidelines of the World Heritage Convention. The traditional continuous wall-footings were consolidated by an underpinning using micro piles; a very radical solution which is also very expensive.

There was no real monitoring to control and evaluate the cracks and soil deformation, therefore it was not possible to put in the minimum reinforcement necessary for the foundation and to control the structural behaviour before and during work. Instead of repositioning the leaning columns using flat jacks, the main Fatimid aisle was demolished and reconstructed, losing the oldest stucco floral decorations. The wall-filling was grouted with Portland cement mortar, so now conductive salt-efflorescence is a normal feature of the wall surface. Stone façades were cleaned using dry sand blast, and now more stone surface deterioration can be noticed everywhere. Regrettably the mosque was a field for experiments for unqualified architects and contractors.

Caravanserai Uda Pacha, lack of maintenance and bad use





## FINLAND – HERITAGE @ RISK!

Monuments and sites in Finland are protected by law. There is specific legislation for monuments, with ancient monuments being automatically protected. For the built environment a special, individual decision is needed to have the building protected. However, in the case of the protection of the built environment or big areas such as cultural landscapes, the Planning and Building Act is more generally used.

Finland has:

- 14,000 registered ancient monuments protected automatically by law
- 10,000 registered archaeological sites from historic times (ruins, parts of fortifications etc)
- 1700 sites and buildings protected after a special decision
- 800 churches (built before 1917)
- the number of sites, buildings and cultural landscapes protected by the Planning and Building Act is not known

At a national level, the National Board of Antiquities is the state conservation office. Twenty County Museums and many other museums around the country work at the local level. The National Board of Antiquities, the museums, the Environment Centres and planners co-operate on questions concerning the protection of cultural heritage.

Around 20 million FIM is allocated to grants by the Government to private owners for restoration.

Finland is a sparsely populated country and most people live in southern Finland around the capital, Helsinki. There are only a few cities with a population of more than 100,000 inhabitants. The population is increasing around Helsinki and some other cities, and decreasing in most other areas. The country, as well as the rest of Scandinavia, has been inhabited since the last Ice Age, and in historic times, the country was mainly an agricultural area. Since the 19<sup>th</sup> century, forestry in the form of pulp and paper production was the other resource for both the agricultural population and townspeople.

Changes to the economic structure and infrastructure are the major threats to the built environment in Finland.

The main threatened structures are:

### Farmsteads and agricultural landscapes

The change to agricultural policies has brought many farmsteads into decay. It also caused a change to open agricultural landscapes. Even fields that are several hundreds of years old, are planted with forests. Abandoned animal production has caused the decay of cow sheds and barns that are no longer in use. Especially in Ostrobothnian, the open landscape with hundreds of barns has been seen as a national landscape, but it is disappearing quickly. Many of the main buildings of farms are also empty, and most of them, surrounded by several outbuildings, are too big to be maintained simply as private summer houses.

In most of Finland there were no big villages; instead farms stood alone surrounded by their own fields and forests. When the fields are no longer cultivated, the typical cultural landscape

will totally disappear. The natural environment, the forests, is taking over. Where there have been villages, they too are disappearing, or in cases where they survive, they will lose their original cultural historic value because of new infrastructure, new roads, and buildings which do not take the existing environment into account. The old narrow roads get new paths for pedestrians and bicycles, and the space needed is taken from neighbouring plots. Fences and gates, gardens and even buildings have to give way. During recent years, new, big “hyper-markets” outside the cities have been a new problem for agricultural areas.

Most farm buildings have been timbered wooden buildings, and this whole type of construction is disappearing from farms. The technique has a 1000 year-old tradition in our Nordic area.

### Small towns and wooden areas in other towns

The typical Finnish town has been small and built of wood. Until the middle of the 20<sup>th</sup> century traditional building techniques still dominated in our towns. The majority of the buildings were timbered. The bigger cities had, apart from the very central city area, large areas and suburbs built in wood. After World War II techniques rapidly changed. Today most buildings in the country have been built after 1975, and buildings in towns are even younger. At the moment there are still wooden buildings in the small towns, but the current economic situation is not the best for their protection. The small towns often have old-fashioned industries, but after modernisation the factories do not need as many employed people as they did formerly. The situation is problematic for service and trade as well. The towns lose their inhabitants year by year, and many of the politicians in these towns react in panic and try to create a new image for the town, for “modern, dynamic and commercial” sounds better than a little town with old buildings. In fact most of the small towns have no future as economically viable areas. New buildings in the centre or big markets on the outskirts make the situation even worse for the existing system.

### Industrial heritage

Finland was industrialised very late. Most factories were first established in the early 20<sup>th</sup> century. Most industry was based on forestry, but there were also metal, machine, glass, textile and leather industries. Industries located both in towns and near water transport in the countryside constructed many other buildings besides those necessary for production. There was often a whole community with separate living quarters for different groups of workers, schools, parks, tennis- and ice hockey courts etc. Today the old large factory buildings are mostly redundant. The housing areas are no longer used by the employees, even if the production of the factory is continuing.

Industrial heritage also includes railroads, and most of the old station buildings are no longer in use.



## 20<sup>th</sup> Century housing areas

Housing estates built shortly before and after World War II are changing at a rapid rate. Houses are given additions and façades in new materials. In Finland especially, there are large areas of very typical self-built one-family houses of wood from that time. The areas are popular today, so the buildings are not disappearing but losing their original features. The value of this kind of area was their harmony, but now it can be difficult to see it any longer. The areas are often protected by planning, but that is not enough to protect the originality of the buildings. Blocks of flats in suburbs also often are given new types of windows or new materials on their façades.

## Religious buildings from the 19<sup>th</sup> and 20<sup>th</sup> Century and cemeteries

There are a lot of small buildings which have been built by religious groups. The buildings have heritage values but they are not protected. When people move away from the countryside or from small towns or when there are no churchgoers any more, the buildings are often without use and maintenance. Some churches from the 19<sup>th</sup> century are also losing their original values when they are rebuilt by the parish as multi-purpose centres.

The Church wants to work effectively and economically and old cemeteries and old grave monuments are threatened because no-one is paying for their care and old grave sites have to be reused. Cemeteries are not protected, and their cultural historic value is not clear to the majority of those who make economic decisions in parishes.

ICOMOS Finland

## FRANCE – HERITAGE @ RISK!

In France, there are several coexisting listing levels for built heritage:

- Buildings listed in the “Inventaire des Richesses Artistiques de la France” (Inventory of Art Treasures in France) are for the most part rural constructions and small urban buildings of an age which ranges from the Middle Ages to the 19<sup>th</sup> century and the authenticity of which is extensively preserved.
- Buildings protected as urban sites, safeguarded areas, “Zones de Protection du Patrimoine Architectural Urbain et Paysages” (Protected Zones of Architectural Heritage and Landscapes) and the conservation of which is recognised as desirable or obligatory.
- Buildings located in visible surroundings of a listed historic monument.
- Listed historic monuments or those which are on the additional inventory as individual and specific types.

Concerning the last three categories, an assembly of regulating and legal documents ensures their conservation conditions under the auspices of the Monument Conservation Office. Concerning the first category, these buildings are not protected by any institution and are therefore exposed to the risk of decay.

The Monument Conservation Office tries to ensure the conservation of heritage. But conservation depends in most cases on the owners which are mostly the local municipalities (63%), private owners (28%) and to a small extent the State (6%).

Neglect which is not always benevolent, is a major factor for a default by the inheritors of heritage. But it should be indicated that the clumsiness of numerous public management programmes leads – sometimes unconsciously – to the destruction of old buildings or sites: urbanisation is a particularly fierce player.

Natural factors should also not be neglected, for example the storm of 26 December 1999, which raged and caused irreparable damage to parks and gardens.

Of course, problems from pollution must be stated, which leads to the destruction of heritage fabric.

The lack of qualified craftsmen, the lack of identical or at least appropriate materials; research of a high standard concerning the operations, where chemistry and top methods put aside traditional measures – which should be revived – often result in tremendously high costs which the parties involved cannot cope with.

The public entity (State, local councils) is attempting heritage operations which are carried out as incentives:

- Financial assistance (subvention, tax reduction...) up to very increased fees,
- Technical assistance (in undertaking the project, specialist architects, laboratories, companies),
- Interventions by authorities (office work)
- The acquisition of a building by a council is very rare in France.

The conceived dispositions which have been put into action have demonstrated a positive result world-wide, and one can say that the totality of heritage places in France is on average in a tolerable state of conservation.

However, the following matters are causing serious concerns:

- Vernacular heritage has been seriously affected by the constant exit to the city and the ageing of the inhabitants of small



market towns and small rural villages. A very short-term danger (one or two generations) will be the decay of heritage connected with this departing of people. The creation of natural regional parks cannot be the answer to the extent of this occurrence.

- Military heritage suffers from the monumentalism of its appearance: façades, ramparts, terraced installations, which have been more or less well maintained to a considerable extent, but the reduction of effective military will irremediably condemn them to deterioration.
- 20<sup>th</sup> century heritage which is too close in time, too poorly understood and constructed with badly controlled materials (reinforced concrete, metals, synthetic materials, etc.), does not yet profit from the advice of recognised conservation which is founded on certainty.
- Change to natural materials – especially stone – is seriously developing and accelerating, and will soon oblige us to totally reconsider restoration and conservation concepts, when the threshold of what is possible will be exceeded.
- Paradoxically, unpredictable and unexpected phenomena can be seen at the same time: heritage is the victim of its success. The growing number of visitors overrunning the highlights in the history of architecture result in heavy damage concerning the authenticity of the work and could lead to irretrievable loss.

Important is the development of social factors, which express themselves according to the following parameters:

- A lack of capacity and competence of the majority of the involved parties: the decision makers (mostly the owners) who are not sensitised to conservation difficulties; the people in charge, in most cases no architects; craftsmen and architects who, in spite of specialised schools and boards of architects, are in their majority not trained for restoration techniques;
- The standardisation which applies to ancient heritage, the rules conceived for new constructions concerning work safety, safety of the public and the use of traditional materials, as well as concerning the habitability.
- Systematic use of competition rules which eradicate the special expertise and banalizes the levels of competence.

The following conditions should be mandatory:

- Heritage should be given the statute of Public Interest, which would justify more effective and more energetic activities of public mutuality in favour of its conservation (financial and technical means).
- Execution of laws concerning budget programmes for heritage at risk.
- Acknowledgement of the statute as a Cultural Exception, over-riding current rules and norms of new constructions.
- Educational activities should be started to “teach understanding of heritage”, beyond a simple “know to look” and superficial approach. There is a strategy to redevelop areas and local cultures, which are to be promoted, real cultural re-adaptation answering the social default of heirs of heritage places.
- Starting programmes of study and research (laboratories, architects, engineers), which are strongly and generally supported and mainly dedicated to conservation of materials.
- Requirement of competence and mastership of all in charge. Formulae for substitution.

## FRANCE – PATRIMOINE EN PÉRIL

Plusieurs niveaux de recensement coexistent :

- Les édifices recensés au titre de l’Inventaire des Richesses Artistiques de la France: Il s’agit essentiellement des édifices ruraux et petits bâtiments urbains dont l’ancienneté s’échelonne du moyen-âge jusqu’au XIX<sup>ème</sup> siècle et dont l’authenticité est très largement conservée.
  - Les édifices protégés au titre des ensembles urbains (secteurs sauvegardés, Zones de Protection du Patrimoine Architectural Urbain et Paysagers) et dont la conservation est reconnue comme souhaitable ou obligatoire.
  - Les édifices situés dans le champ de visibilité d’un Monument Historique protégé.
  - Les Monuments Historiques classés, ou inscrits à l’Inventaire Supplémentaire, à titre individuel et spécifique.
- Dans les trois dernières catégories, un ensemble de textes réglementaires et juridiques assure les conditions de la conservation sous la surveillance du Service des Monuments Historiques. Les édifices de la première catégorie quant à eux ne sont protégés par aucune mesure, et sont donc exposés à la disparition.

Cet arsenal tente d’assurer la conservation du Patrimoine. Mais celle-ci dépend essentiellement des propriétaires, en majorité les collectivités locales (63%), les propriétaires privés (28%), et très minoritairement l’Etat (6%).

La négligence – pas toujours bienveillante – est un facteur majeur parmi les causes de la déshérence du Patrimoine.

Mais on ne manquera pas de citer la maladresse de nombreux programmes d’aménagements publics qui entraînent la destruction – parfois inconsciente – des édifices ou ensembles anciens : l’urbanisation est un acteur particulièrement virulent.

On ne négligera non plus les facteurs naturels, dont la tempête du 26 décembre 1999 est un exemple, hélas renouvelé, et qui a provoqué des désastres irréparables dans les parcs et jardins; Pour mémoire, on évoquera enfin les problèmes liés à la pollution, et qui entraînent la destruction des matériaux.

La rareté de la main d’œuvre qualifiée, la rareté des matériaux identiques, ou seulement appropriés; la recherche de performance qualitative dans les interventions, où la chimie et les méthodes de pointe côtoient les modes traditionnels – à faire renaître – entraînent des coûts souvent dissuasifs, auxquels les acteurs de la conservation ne peuvent plus faire face.

- En réponse, la Collectivité Publique (État, collectivités locales) tente des interventions qui se font sous forme incitative:
- d’assistance financière (subvention, dégrèvements fiscaux ...) jusqu’à des taux très élevés
  - d’assistance technique (conduite d’opération, architectes spécialisés, laboratoires, entreprises)
  - d’interventions autoritaires (travaux d’office)
  - l’acquisition de l’édifice par une collectivité est une formule rarissime en France.

Les dispositions élaborées et mises en œuvre donnent globalement un résultat positif, et on peut dire que l’ensemble du Patrimoine de la France est en moyenne dans un état de conservation passable.

Néanmoins, des inquiétudes très sérieuses se manifestent sur les sujets suivants :



- Le patrimoine vernaculaire est frappé de plein fouet par la persistance de l'exode urbain et le vieillissement des populations des bourgs et petites villes rurales. Le danger à très court terme (une ou deux générations) sera la ruine du Patrimoine liée à la désertification. La création de parcs naturels régionaux n'est pas une réponse à l'échelle du phénomène.
- Le patrimoine militaire souffre du gigantisme de sa configuration : courtines, remparts, aménagements terrassés, dont les dimensions considérables ont été jusqu'ici tant bien que mal entretenues, mais que la réduction des effectifs militaires condamnera irrémédiablement.
- Le Patrimoine du XX<sup>ème</sup> siècle, trop proche dans le temps, trop mal compris, et construit avec des matériaux mal maîtrisés (béton armé, métaux, matériaux de synthèse, etc.), ne bénéficie pas encore d'un régime de conservation reconnu et établi avec certitude.
- Les altérations des matériaux naturels – en particulier la pierre – qui se développent et s'accroissent de façon aggravée, vont bientôt nous obliger à reconsidérer en totalité les conceptions de restauration et de conservation, dès lors que le seuil du possible sera dépassé.
- Paradoxalement, on assiste simultanément à des phénomènes imprévisibles et inattendus où le patrimoine est victime de son succès; la fréquentation croissante par le public des principaux fleurons de l'histoire de l'architecture, entraîne de lourdes dégradations qui portent atteinte à l'authenticité des ouvrages qui les constituent, et portent en puissance les risques de pertes irréparables.

Il faut souligner l'importance du développement des facteurs de société, qui s'expriment selon les paramètres suivants :

- L'absence de capacité et de compétence de la majorité des intervenants : des maîtres d'ouvrages (en majorité les propriétaires) qui ne sont pas sensibilisés aux difficultés de la

conservation; des opérateurs, la plupart du temps non architectes; des maîtres d'œuvres qui, malgré une école de spécialisations et des corps d'architectes très compétents sont, dans leur grande majorité non formés aux techniques de restauration; un encadrement technique non spécialisé.

- La normalisation qui applique au Patrimoine ancien, les règles conçues pour la construction neuve, tant en matière de sécurité du travail, de sécurité du public, de l'emploi des matériaux traditionnels, qu'en matière d'habitabilité.
- L'application systématique des règles de concurrence, qui écrête les savoir faire exceptionnels, et banalise les niveaux de compétence.

Les directions suivantes seraient à investir:

- Reconnaissance pour le Patrimoine du statut d'Intérêt Public, justifiant une action encore plus énergique et efficace de la collectivité publique en faveur de sa conservation (moyens financiers / moyens techniques).
- Mise en œuvre de lois programmes budgétaires pour des typologies de patrimoines en péril.
- Reconnaissance du statut d'Exception Culturelle, dérogatoire aux règles et normes courantes du bâtiment neuf.
- Action pédagogique à entreprendre en faveur du «savoir comprendre le Patrimoine», au delà du simple «savoir regarder» et de son approche superficielle. Il y a une pédagogie – et une stratégie – de la réhabilitation des terroirs et des cultures locales à promouvoir, véritable réappropriation culturelle en réponse à la déshérence sociale.
- Lancement de programmes d'études et de recherches (laboratoires, architectes, ingénieurs), très fortement soutenus par la collectivité, et consacrés prioritairement à la conservation des matériaux.
- Obligation de compétences pour les maîtrises d'ouvrages et les maîtres d'œuvres. Formules de substitution.



## GERMANY – HERITAGE @ RISK!

The protection and conservation of monuments in the 16 German *Länder* (States) are laid down in separate laws. Each State has its own State Conservation Office which looks after historic buildings and archaeological sites. Generally speaking, the conservation of cultural heritage is a political matter which is taken very seriously.

After decades of neglect in the old parts of the East German towns the German reunification confronted the new States with the task of having to keep up and repair an enormous number of historic monuments. In the meantime not only many public buildings but also a considerable amount of private historic houses, ranging from medieval half-timbered houses to 19<sup>th</sup> century districts, have been saved from dilapidation – the latter group profiting from *Städtebauförderung* (a city building fund) as well as from tax exemptions for owners of cultural heritage places. However, many buildings are still at risk and need to be restored.

An example of the particular problems that East Germany is facing is Quedlinburg, a town founded in the early Middle Ages, which is now on UNESCO's World Heritage List. Before Reunification the majority of the large number of half-timbered houses were to be demolished and consequently were no longer maintained. In the meantime considerable effort has been made to restore these houses with funds from the city building fund, however, a great number are still empty. This is often the case where the right of possession is in doubt. Therefore, it is necessary to continue the effort to protect the historic fabric of the buildings.

Many of the historic centres in the new States are also at risk because of bad planning during the last few years. New overly generous out-of-town business parks and shopping malls (two or three times larger than required!), together with a general reduction in diversity are threatening traditional retail trade and small commercial enterprises. This leads to the desolation of town centres, with even fewer houses being used for living – a development which is dangerous for heritage.

Costly reconstruction, for example of the Frauenkirche (Church of Our Lady) and the Palace in Dresden, cannot hide the fact that numerous churches, castles and manor houses in the former German Democratic Republic, which were neglected for decades – sometimes for ideological reasons – are still threatened to fall into ruin. Hundreds of village churches in Mecklenburg-Vorpommern, particularly in villages where the Protestant church has lost most of its members, are still very much at risk. The Association of German Conservators has already provided information on these churches and the damage caused by years of insufficient upkeep. There is hope of finding private sponsors to save these most charming buildings, sometimes dating from the Middle Ages. Very often they are the only historical focus in a rural area that has otherwise totally changed.

In a number of States, particularly those which were at the heart of 19<sup>th</sup> century industrial development, heritage of the In-

dustrial Age is endangered. Even in the case of the Völklinger Hütte (an iron foundry from 1873, shut down in 1986, and now on UNESCO's World Heritage List), a vast industrial complex slowly rusting away, the authorities in charge have not yet presented a conservation plan for the most urgent measures, despite all efforts made by ICOMOS (see also p. 236/237).

Opinion polls have proved that at present the German public strongly supports the conservation of our cultural heritage. The public media, too, pay great attention to conservation matters and sponsor them. This has helped to protect even many small and inconspicuous heritage places in rural areas, which were at a much greater risk in past decades. Our archaeological heritage hidden below ground, however, is still threatened to a large extent by major ground disturbance in the course of road and railway track construction (such as the ICE high-speed railway track between Ingolstadt and Nuremberg presently under construction).







Wilhelmshöhe Palace in Kassel, situated in the main axis of a spectacular park, was defaced by a newly built glass roof for the picture gallery instead of reconstructing the cupola destroyed in World War II.

There are occasional situations when conservators meet with failure, even if famous buildings and assemblages of monuments are involved. For instance, in spite of a large action group supported by ICOMOS the aim to reconstruct the dome of Wilhelmshöhe Palace in Kassel, which was destroyed during World War II, was not achieved. Instead, the palace, built into the main axis of a famous park, is now defaced by a glass structure.

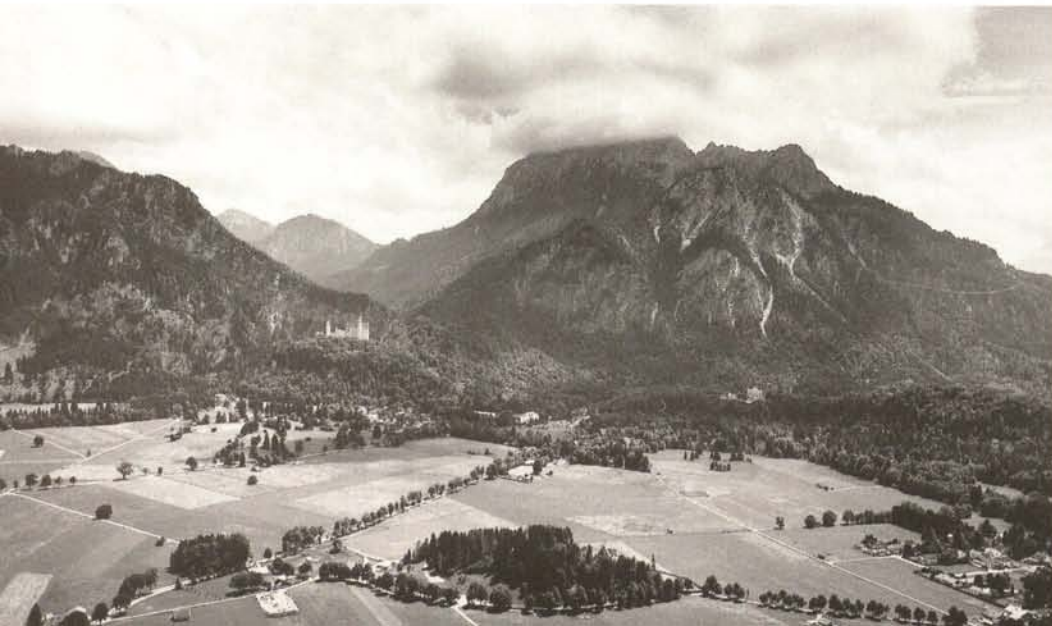
Finally, some examples of heritage at risk in Bavaria: one of the main tourist attractions is Neuschwanstein Castle (c. 1.5 million visitors every year), a world-famous example of late 19<sup>th</sup> century architecture, erected by King Ludwig II at the foot of the mountains. Two years ago, the development project of a huge hotel complex on Bullachberg (a hill below the castle), which would have spoiled the spectacular surrounding countryside, failed thanks to the protests of many people as well as conservationists. However, the local authorities are now planning to build a luxury hotel on the same spot. If it is not possible to prevent this latest attack on the world of the Bavarian “Dream King”, it is very likely that further building activities at the foot of Neuschwanstein Castle will take place. In Regensburg the highly significant built complex of the former St Emmeram

Monastery (Castle Thurn and Taxis) is threatened by plans for a conference centre and luxury hotel. Another castle at risk is Höllich Castle in Lower Franconia, a 16<sup>th</sup> century building with excellent stucco work inside, that has been abandoned for decades and is still only partly protected from dilapidation. The Leuchtenberg villa in Lindau, which is a historically important Neo-Gothic building with a park by the shore of Lake Constance, is also in danger. After a fire and years of neglect by the owners it could only be saved from falling into ruins by enforced measures, such as bricking up the windows and doors.

## Case Study – The Olympic Stadium in Munich

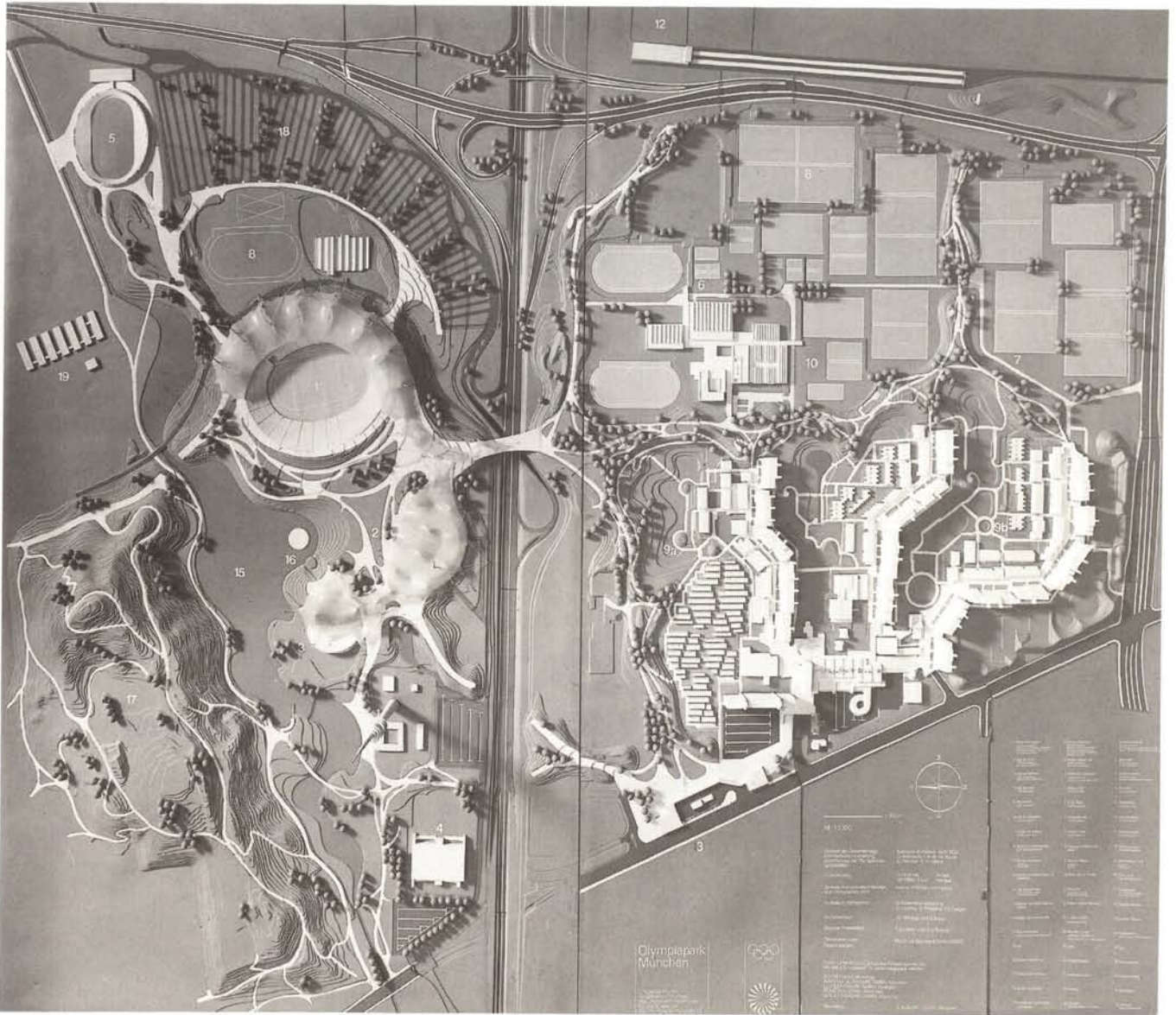
The Olympic Stadium in Munich, an architectural masterpiece of the 20<sup>th</sup> century, is an essential part of the Olympic area created since 1968 for the 1972 Olympic Games and has been put on the list of Historic Monuments in Bavaria. The decisive design principle is the embedding of the sport grounds with their tent-shaped roofs into the artificially designed surrounding landscape. The open and transparent outer appearance of the sport stadiums belongs to the few examples of modern architecture in the Federal Republic of Germany, in which part of the identity of a free and democratic post war Germany finds expression. At present the rebuilding of the Olympic Stadium, originally also made for track-and-field events, into a straight soccer stadium under the directions of the FIFA is a real threat. The planning variations proposed up to now – with an additional hanging roof installed underneath the original tent roof – would definitely lead to a more or less extensive demolition of the spectator terraces, and give way to a soccer arena, steep, basin-shaped, as well as possibly closed. Of course, even from the point of view of heritage conservation, improvements for a wide-ranging multifunctional use – not exclusively restricted to soccer – may not be excluded, but the currently hotly debated radical rebuilding would definitely destroy the authentic character of this monument.

ICOMOS Germany



The cultural landscape around Neuschwanstein Castle, a world-famous tourist attraction, is still threatened by a project for a hotel (near the wooded hill in the foreground).





The Olympic Park in Munich, model of 1972



The Olympic stadium in Munich is planned to be converted into a soccer arena.



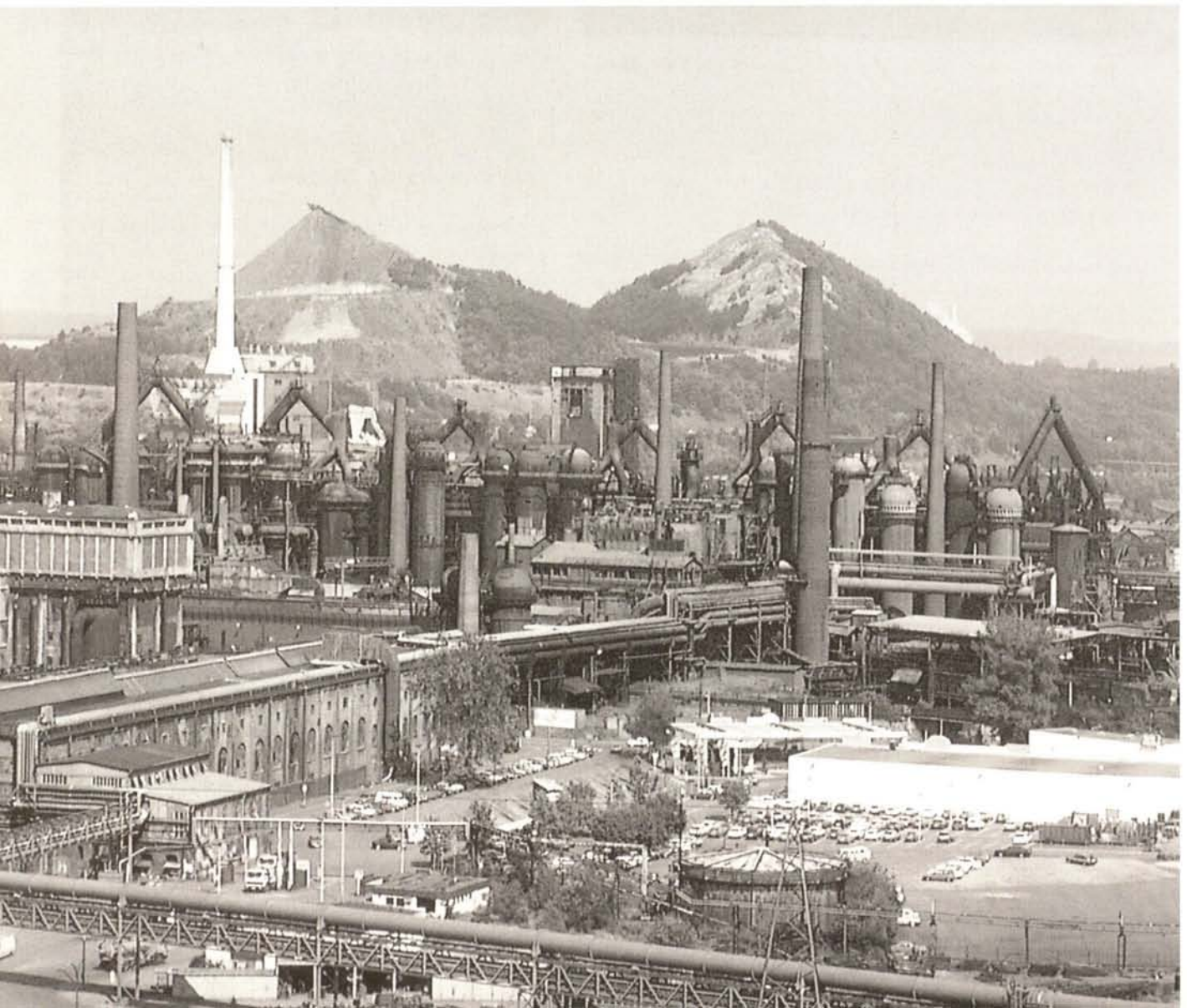


Ruinous village church in Zernin (Mecklenburg)



Höllrich Castle (Lower Franconia): this building, deserted for decades, is still in the process of decay despite some emergency measures.

Total view of the Völklingen Ironworks: so far there is no conservation concept for this industrial complex which is slowly rusting away.





## GUATEMALA – HERITAGE @ RISK!

After many years of restoration and reconstruction the great tourist attraction of Tikal does not seem to be in immediate danger. However, there are about 200 Maya sites in the jungle of Petén, most of which still have visible traces of architecture that need at least to be consolidated. Exemplary consolidation measures have so far only been carried out in the course of the “Triangle Project” in Yaxhá, Nakún and Naranjo, where the archaeological remains were restored for “soft tourism”, following the modern principles of “sustainable conservation”. This project could be an example for a number of similar measures in comparable regions.

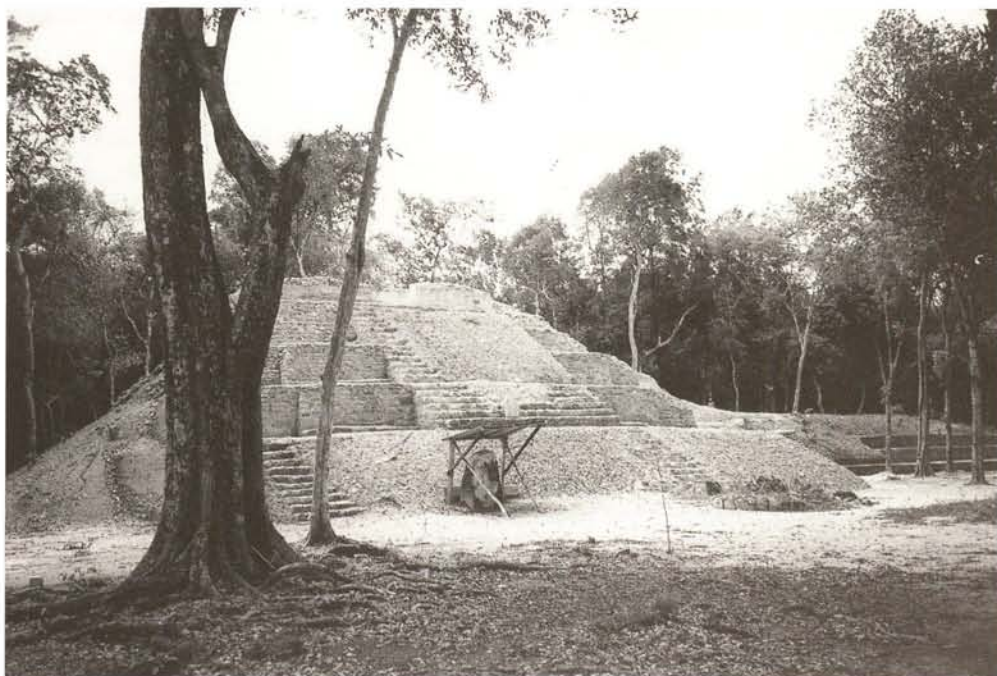
The abandoned Maya sites are not only being destroyed by the forces of nature (tree roots, earthquakes, storms), but also by illegal excavations (sometimes also by unnecessary archaeological investigations), which can endanger the structure of the buildings. The practices of illegal excavators, who are encouraged by the international antique trade, have therefore also resulted in a permanent loss of historic remains in Guatemala.

A risk for the Maya sites could also be possible disruptions in connection with mass tourism. Instead, the aim should be community-based soft tourism, which encourages the local population to take responsibility in order to protect the surrounding areas of archaeological sites. Dangers such as created clearings by burning down forests in nature reserves could thus be prevented.

Apart from that, the entire cultural heritage in Guatemala is threatened by earthquakes, the most famous example being Antigua Guatemala, which was destroyed several times. In this town, which is on the World Heritage List, it is not enough to consolidate the ruins of important monuments. Instead, in the



Tikal, Temple I



Excavation and consolidation of a pyramid in the jungle (Yaxhá)





San Francisco El Alto, market place. Almost all the traditional houses have been replaced by new reinforced concrete buildings.



Petén, rain forest area, traditional houses threatened by use of industrial building materials

Antigua Guatemala, partial reconstruction of the cathedral, damaged by an earthquake



case of modern alterations to mostly private buildings (eg by adding extra storeys) greater care should be taken to ensure that construction laws are being observed. For some particularly well preserved historic districts in smaller towns, eg on the island of Flores, and in small market towns, which are constantly being spoilt by new buildings, some sort of urban preservation project would be highly desirable.

Everywhere in the high and low lands of Guatemala the old tradition of vernacular architecture is gradually being lost as too little repair is being done and too many old buildings and their traditional indigenous materials are being replaced by standardised concrete structures.

Cultural heritage is furthermore being threatened to a considerable degree by thieves who steal sculptures, paintings and other decorative items from churches. As in most parts of Latin America, there is hardly any money for the restoration of the interiors and the altarpieces of the churches. In addition there is a lack of qualified restorers able to take proper care of such works of art.

So far no plans have been developed to establish a department of industrial archaeology which would look after historic coffee and sugar-cane plantations.

ICOMOS Guatemala



## HUNGARY – HERITAGE @ RISK!

The protection of cultural heritage in Hungary dates back to the end of the 19<sup>th</sup> century. The responsible organisation has been restructured many times, and at present it is the National Office for the Protection of Historic Monuments (OmvH) which is in charge of the protection of cultural heritage – although the maintenance and safeguarding of these properties is in the first place the responsibility of the owners.

After the political and economic changes which started in 1989, the new Law No. LIV of 1997 regulates the protection and conservation of historic monuments (M) and sites (MJT) as well as the surroundings of monuments (MK). In Hungary, there are in total 10,356 cultural heritage places, 25 sites and about 200 surroundings, for the protection and conservation of which the OmvH is responsible as a centralised institution. Of course, the control in itself is not sufficient to guarantee good conditions for all protected cultural heritage places.

The lack of regular maintenance has to be named first as a threat to heritage values. Before the above mentioned political changes, the Hungarian State was in most cases the owner of these places. Since the Transition this has only been valid for certain cultural properties belonging to the churches. At present, the municipalities are mostly the owners of cultural monuments. These “new” proprietors have inherited places which are in a very poor state.

As far as historic towns and villages are concerned, the greatest danger is land speculation which does not care about cultural and historic values, but only about financial values. In the central parts of Budapest there is an urban fabric of late 19<sup>th</sup> century buildings. Investors often want to change the existing structures so as to have underground car parks or additional storeys to create more office space. Furthermore, the phenomenon of so-called *façadism* is increasing: see, for instance, in Budapest *Múzeum utca 3* and others. In the 3<sup>rd</sup> town quarter an area called *Újlak* has almost completely been changed by demolishing the ancient buildings and replacing them with a new structure which imitates old examples (a bit like Disneyland).

Palaces and vernacular architecture are endangered as well: the former owners have nearly all left; they either had to leave for political reasons or because of urban redevelopment and, afterwards, these buildings have been neglected in most cases. The new owners, many of them from foreign countries, treat these heritage places rather liberally saying that it is better that way than to let the buildings fall into decay, as would happen if they were not looked after at all.

Religious buildings, especially synagogues and Orthodox churches, which have lost their parishes, are constantly at risk. Their re-use is nearly always difficult – they normally remain empty or are misused (for instance the synagogues of Mád, Tokaj, Bonyhád, Pápa, Nagykanizsa etc and the Orthodox church of Siklós, etc). In certain regions, other churches, for example Calvinist ones, have also lost their parishes, and their buildings are therefore deteriorating.

Another danger is the forced urbanisation which, fortunately, does not happen too often. For instance in Kecskemét, it is intended to demolish an old house which gives evidence of the former town plan (*Kápolna utca 14*), to improve the traffic

network. There is, of course, another solution which would spare this house, but the final decision has not yet been made.

One of the more delicate problems concerns the financial resources for heritage conservation. Opinion polls have shown that the public believes that restoration will cost three times as much as a new building. It is mostly banks or insurance companies that will consider this “expensive” solution for middle-class town houses. Due to the considerable alterations they normally want to have done, these restorations can indeed become very expensive. So far, conservation of protected heritage is not promoted in terms of tax exemptions (the present government, however, intends to improve this situation), and the label “monument” reduces the value of a house on the market. Another danger is the growing number of shopping centres in the towns. These are dangerous for many reasons:

- The architecture of these “boxes” breaks the harmony of the traditional urban appearance
- Small shops in the city will have to close, which will also affect the maintenance of the old houses which contain them
- There is a trend towards central quarters for this type of store (eg in Budapest the “Mamut” centre; in Győr a project for a big commercial centre at the site of barracks of the 19<sup>th</sup> century, which are in good condition).

We have had bad experience with heritage places in the World Heritage List as well as with heritage sites attracting a lot of tourists. The negative consequences of too many tourists can be seen in Szentendre (a small protected and picturesque area 30 km north of Budapest) or in Hollókő (a village in the north east part of Hungary, on the World Heritage List). The main elements are:

- Commercialisation including fast food restaurants and small gift shops selling objects which are not really authentic
- Loss of traditional aspects and, combined with that, transformation of usage and authentic appearance
- Use of contemporary inauthentic materials and structures
- New infrastructure which is necessary but badly adapted
- Old-established families are leaving, and their houses are then converted into “pretty” weekend homes.

There is also the problem of historic parks and gardens, as most of them were completely damaged by abandonment and by a new “use of the grounds”. Near the palaces of Ráckeve, Gödöllő, Fehérvárcsurgó, etc, considerable parts of the parks have been cut away. This applies also to cultural landscapes which were transformed by forced co-operatives during the Communist period – and, in contrast, by a current exaggerated land division.

Industrial cultural heritage places also must be mentioned. Unfortunately, no inventory has been drawn up of them yet. With the economic changes in this area we are confronted with a period of rapid and dangerous developments, for instance the demolition of industrial chimneys in Özd, the abandonment of old factories in order to re-use their bricks, closed railway stations, etc. It is true that there is also a positive example: on Óbuda island in Budapest the site of the old boat factory is being converted into a leisure centre.

Finally, some more examples of heritage places at risk:

- The pavilions of the “Várkertbazár” (Royal Garden)” in Budapest which are on the World Monument Watch list of 1998



- Schosberger Palace in Tura, which is empty, the owner from India who bought it in 1991 is not able to maintain or to restore it
- The stone bridge in Zalaszentgrót, where restoration has already started
- Several protected vernacular houses to be found everywhere in the country
- The garden of a medieval Cistercian monastery in ruins in Pilisszentkereszt
- Baroque Huilier-Coburg Palace in Edelény, 18<sup>th</sup> century, decorated with excellent wall paintings, is empty and seriously infected with fungi (“merulius lacrimans”).

Certainly, this list could be continued for a long time, but we think that these examples will be sufficient to illustrate the present situation. As far as the “political background” is concerned, there is certainly an improvement: financial resources for cultural heritage have been considerably increased in the national budget. We also hope to find new proprietors in the future, who will really feel responsible.

ICOMOS Hungary

## ICELAND – HERITAGE @ RISK!

A well known postulate declaims that Iceland is on the border of the habitable area of the globe. So it may be but this borderline existence has all the same brought about various cultural achievements of great importance both locally and in a wider perspective.

Iceland is a volcanically and seismically active area, which represents a great threat to the environment and all living creatures in large parts of the country. The harsh climate also represents various threats to the built environment and can in certain areas indirectly lead to serious danger in the form of avalanches of snow, mud and rocks. Thus Icelandic nature itself, from which the national culture has grown, is at the same time wearing down its physical cultural heritage. The same goes naturally for all other regions of the earth, but under the extremities in Iceland the threats from the natural environment are as serious and periodically overwhelming as they can be.

Written sources tell us about powerful earthquakes in the southern areas of Iceland, which have shaken the earth regularly at intervals of every hundred years, ever since the settlement of the country. The same sources describe serious damage done to buildings and other built constructions in large areas. Time and again nearly every farmstead was damaged and many were totally ruined near the origin of the earthquakes. In 1786 the bishopric in Skalholt, which is in the middle of southern Iceland, was damaged by an earthquake to such an extent that it was transferred to Reykjavik which is situated in a less seismically active part of the country. The same area was again shaken by a powerful earthquake in 1896 and still again in the summer of 2000. In the meantime modern technology has made it possible to construct houses which resist the forces of earthquakes, and buildings erected in the latter part of the 20<sup>th</sup> century did not suffer damage in the earthquake mentioned above.

The built heritage and ruins from earlier centuries are made to a large extent of local earthen materials such as turf, peat and stone and such constructions are easily damaged by earthquakes. In Iceland the turf-house based upon a common Nordic tradition, evolved through the ages to the late 19<sup>th</sup> century, whereas in the other Nordic countries it was replaced by houses of timber and of stone as early as the 10<sup>th</sup> century. With growing economic strength in the 19<sup>th</sup> century the Icelandic turf-houses were gradually abandoned and replaced by more hygienic and adequate houses of timber and concrete. Around 1900, 50% of the population still lived in turf-houses but in about 1950 only very few turf-houses were to be found in the country.

The building materials and the building technique of the traditional turf-houses are of a nature that they deteriorate rapidly and have to be maintained constantly. The turf-house can rightfully be characterised as a continuous building process. To find a new role for an abandoned turf-house is almost impossible apart from as museums and therefore the economic means to maintain them are very limited. Left abandoned and not maintained, the turf-house falls into ruins in only a few years. Only a handful still exist of the thousands of turf farms to be found in Iceland until the 19<sup>th</sup> century. The National Museum of Iceland is responsible for 10 turf farms in various parts of the country and another few are under the protection of municipal museums and even in private ownership.





The Old Parish Church at Reykholt

The maintenance of a turf-house demands skills in traditional building methods, cutting turf and peat, various methods of building walls with characteristics which are derived from local geographic variations etc. As a derivative of this borderline habitable area of the globe, the Icelandic turf-house is at great risk. To ensure the maintenance of the few still surviving, they must be accepted as requiring a continuous building process, demanding at the same time the continuation of skills in traditional building methods and the economic means to keep the process going.

A new risk for built heritage lies in changes in the demographic structure. Structural changes in the fishing industry and farming result in the centralisation into fewer and bigger social units. The population in rural areas and in fishing towns rapidly decreases and the population in the area of the capital grows at the same rate. The result is a fall in the market prices of houses in the areas where the population is decreasing, which readily leads to a lack of maintenance. The older houses which are in biggest need of care suffer most from these changes and the process is locally threatening the built heritage.

### Case Study 1 – The Old Parish Church at Reykholt

Reykholt in Borgarfjörður, south west Iceland, is a settlement of great historical importance to Icelanders. It was the place of residence of the country's most renowned medieval scholar and writer, Snorri Sturluson (1179-1241), who wrote many of the great works of historic literature known as the Sagas. Some parts of Sturluson's residence remain in fairly good condition, such as an outdoor circular bath with natural hot water and a half-fallen tunnel leading from the bath to the farmhouse. In 1996 the UNESCO World Heritage Committee visited Reykholt in order to decide whether to place this site on the World

Heritage List. The Committee rejected this proposal because they found Reykholt not sufficiently well managed.

Among the neglected buildings is the Old Parish Church, a timber construction dating from 1886, located in the centre of the old churchyard, evidently influenced by the prevailing Neo-Classicism of the time. A new church was built in 1992 with great financial assistance from the people of Norway who also consider Snorri Sturluson as an important part of their cultural heritage. The new church houses the Snorri Sturluson Institute, including a library and lecture hall. This church building, a construction of concrete, is perhaps a little too dominating at the site but it has undoubtedly added to the importance of Reykholt cultural centre in the region.

The Old Parish Church at Reykholt is listed by Icelandic law as a national monument. When the new church was finished the parish committee decided that the old church be removed. Unfortunately the authorities concerned, ie the National Museum of Iceland and the National Architectural Heritage Board, granted their consent on the condition that a suitable site be found and the building maintained as a church. A new site still remains to be found in spite of some honest efforts, and it is more than doubtful that such a solution could be satisfactory because the old church is an essential link between the historic buildings at Reykholt and the new church. Removing the old church would be a disaster.

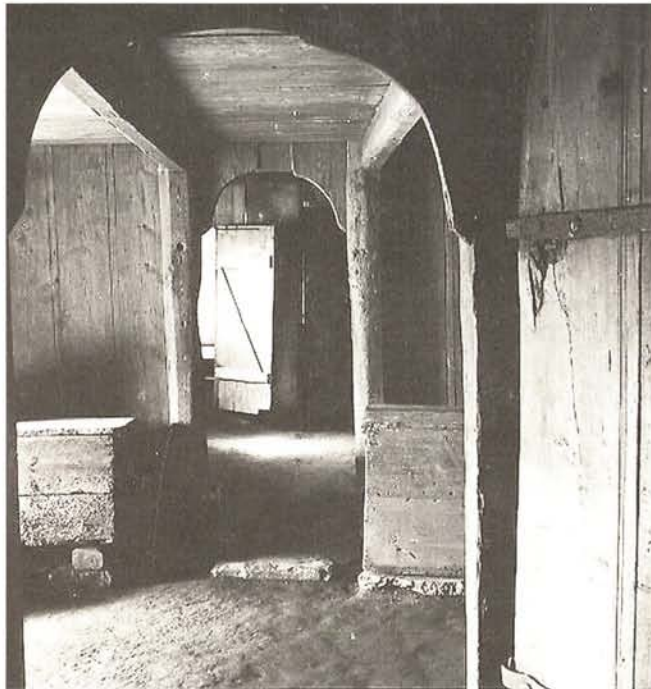
In the last few years, extensive excavations have been carried out at Reykholt and in the summer of 2000 a 13<sup>th</sup> century basement was found, probably belonging to Snorri Sturluson's house. This discovery and possibly others in the future added to the existing remains of the past make it even more important to maintain the old church to bridge the gap between the old and the new at Reykholt. The new director of the National Museum of Iceland has recently offered the parish board of Reykholt to take over the maintenance of the old church provided that it remains in its present place. Unfortunately her proposal has met with some opposition, so the future of this old church is still uncertain.





Turf-house at Keldur

Detail of the old turf-house



## Case Study 2 – Old turf-house at Keldur

The old farm at Keldur in southern Iceland is the oldest turf-house in the country and in parts the oldest existing building in Iceland. Keldur is mentioned in several places in the *Njal's Saga* and in *Sturlunga*, both written in the 13<sup>th</sup> century. The arrangement of the old farm indicates a very old building type and the timber construction at Keldur resembles that of the old Norwegian stave-churches.

Iceland was settled from Norway in the 9<sup>th</sup> century and for many centuries the building materials in Iceland remained the same: a timber-frame construction (on the inside) to support the roof and outer walls for insulation made of turf, peat and stone. The buildings are therefore in absolute harmony with the land, a splendid example of organic, vernacular architecture.

Turf-houses were constantly being renovated. The rapid deterioration of organic materials called for regular annual maintenance of the buildings, and the close distance of Keldur to the Mt. Hekla volcano and the frequent earthquakes have severely damaged the farm of Keldur several times.

Keldur was an important farm for many centuries. Less than a hundred years ago it was endangered by sand that blew from the interior of Iceland and devastated vegetated land, but the farmers never gave up and the old farmhouse was lived in until the middle of the 20<sup>th</sup> century. The National Museum of Iceland bought Keldur in 1947 to protect it as a good example of a turf-house in the southern part of Iceland of which only very few exist any longer.

The deterioration of a turf-house becomes more apparent when it is no longer used for habitation. For some years, the Museum could not afford to spend much money on the project and the farmers at Keldur, who had built a new house not far from the old turf-house, were unhappy with the way things were going. Co-operation with the present farmer has been rather difficult. The proximity of the old farmhouse to recent animal houses, eg a barn and byre, has visually harmed the turf-house and made it difficult for tourists to get a good picture of the old buildings without an undesirable background.

Last summer two strong earthquakes with an interval of four days caused considerable damage to the old farmhouse at Keldur. All the old houses are still standing, but damage was done to turf-walls, which are constructed of an inner and outer phase of stone with specially cut turves in between, then a core of earth and gravel. The earthquake has torn this construction apart and it will have to be taken down and reconstructed.



## INDIA – HERITAGE @ RISK!

The Archaeological Survey of India under the Archaeological Monuments, Sites and Remains Act 1958 is entrusted with the protection and conservation of cultural heritage places of national importance. At present, the Archaeological Survey of India looks after more than 5,000 monuments ranging in date from prehistoric times to the 19<sup>th</sup> century which also include 16 World Heritage Properties. The Group of Monuments at Hampi are also included in the World Heritage List.

Hampi, the imperial city of Vijayanagar was established on the southern bank of Tungabhadra by Harihar and Bukka, two brothers in 1336 AD. The city achieved its most brilliant phase during the reign of Krishnadeva Raya (1509-29). The remains of the city are spread over a vast area of about 25 km<sup>2</sup> covering several modern villages, while the outer lines of its fortification include a still larger area. There are fifty-six protected monuments at Hampi comprising palaces, temples, pavilions, bazaars etc.

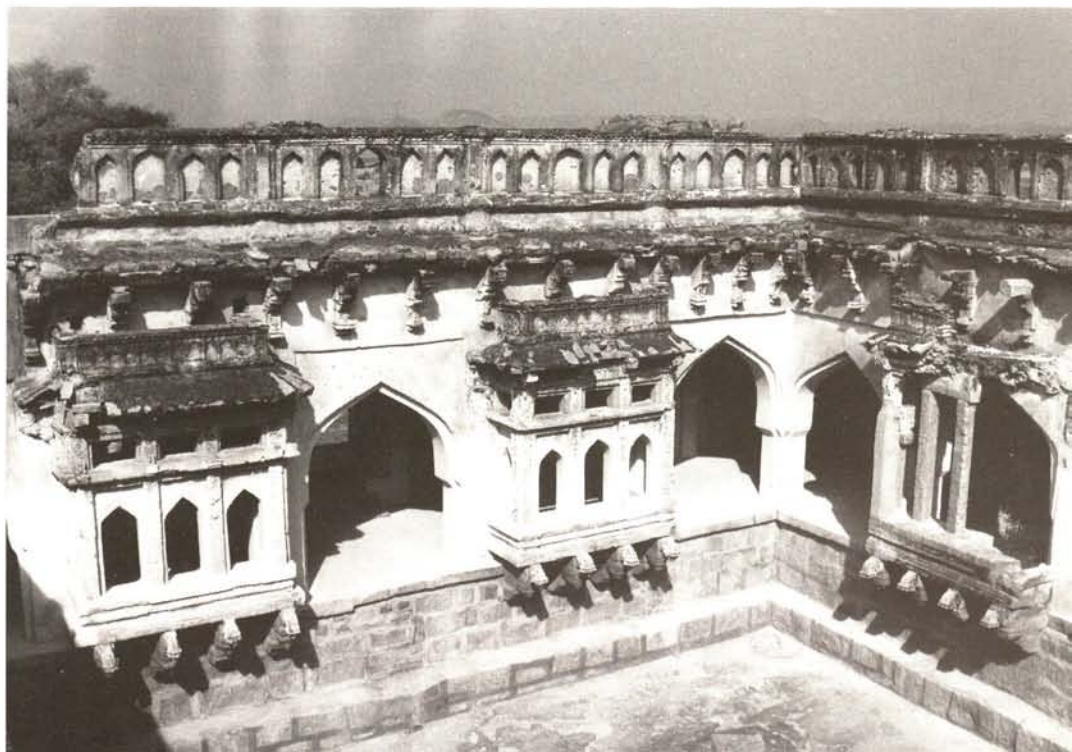
The Group of Monuments at Hampi were declared a World Heritage site by the World Heritage Committee of UNESCO in 1986 (28.11.1986). The Archaeological Survey of India has been maintaining these monuments since the day these were declared as protected in the year 1921. The World Heritage Committee, at its 23<sup>rd</sup> session (29 November – 4 December 1999) held in Morocco, examined the report of the Group of Monuments at Hampi submitted by the UNESCO mission undertaken that October, and observed that two large-scale two-way bridges for vehicular traffic and the second footbridge within the protected areas, dominate the extraordinary natural environment and rural setting, threatening the integrity of the World Heritage site and seeing potential dangers, declared the site of the Group of Monuments at Hampi as World Heritage in Danger. The Committee was informed that the construction of two bridges has been halted, but that corrective measures have to be undertaken to remove the threats facing the site. The matter was



Hampi, elephant stable

taken up by the Federal Union Minister for Culture with the Chief Minister of Karnataka State with a request to seriously consider whether the bridges should be relocated or dismantled altogether. It was also advised that at any rate no further unplanned development should be allowed in the Hampi area and a taskforce be constituted to devise long-term measures to save the site. The Chief Minister of Karnataka, at the request of the central government, constituted such a taskforce to suggest corrective measures.

A UNESCO expert team visited Hampi in the fourth week of February 2000 and observed that the construction of bridges has not been stopped and is going on in full swing. The UNESCO expert group met State authorities and apprised them of the imminent danger to the site. The taskforce constituted by the Government of Karnataka held two meetings and submitted a report to the Chief Minister of Karnataka for the relocation of the two bridges. Since then, the construction has stopped on the two

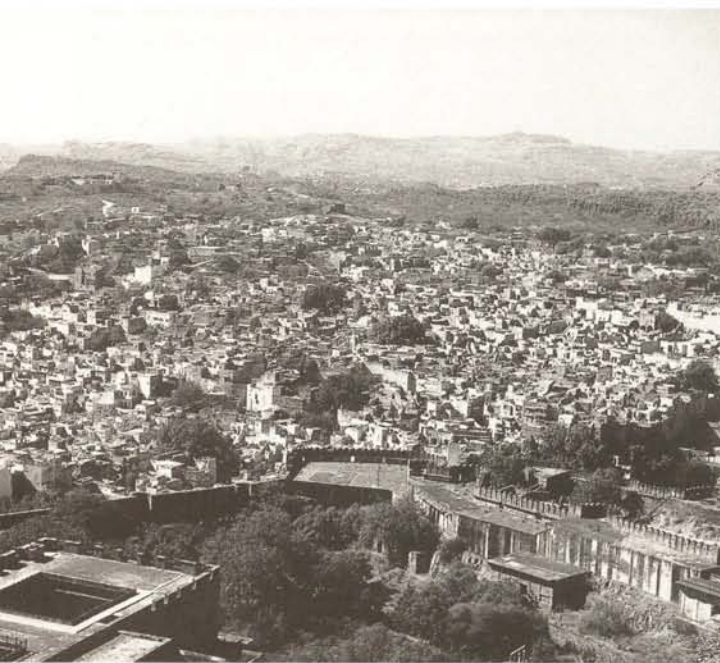


Hampi, Queen's Bath, interior view





Ajanta, wall Paintings (cave II)



Jodhpur, view onto the "blue city" from Mehtangarh Fort

Jodhpur, houses in the old part of the town



Arunahalesvar Temple in Tiruvanamalei (Southern India), entrance to the Hall of the Thousand Columns

bridges. Further, a large number of unauthorised encroachments onto the site have been removed in Hampi, numbering 150 near Krishna Temple, Uddanavaraha, Bhadra, Chandikes-wara and Pattabhirama Temples.

The Archaeological Survey of India has prepared a five year programme for the comprehensive conservation of the monuments at Hampi. It is proposed to discuss this prospective plan at the forthcoming UNESCO conference on 23 October 2000 at Hampi along with the plan for management of the site.

ICOMOS India

## Some Case Studies

### Ajanta

Craftsman's skills and traditions, which are so important for the maintenance of cultural monuments, have mostly been preserved, however, in the field of conservation there are considerable deficits. This deficit can be seen, for instance, in the case of the wall paintings in the Buddhist cave monasteries of Ajanta, which have been in World Heritage List since 1983. The state of the wall paintings is continuously getting worse, which can be attributed to humidity as well as to a lack of care.

### Tiruwanamalai, Aronahalesvar Temple

The Hall of the Thousand Columns of the Aronahalesvar Temple in Tiruwanamalai (Southern India), spoiled by more recent structural additions at the front and generally in a state of decay, is today used as a stable for elephants.

### Jodhpur historic town centre

Jodhpur, the so-called "blue city" in Rajasthan, has an important and partly very dense historic building fabric, which is highly endangered by overpopulation, a lack of infrastructure,



namely a waste-water-system and waste disposal. Here, expert planning for a redevelopment measure to preserve the historical substance would be advisable, however for which until now funding and experts are lacking.

## Old Goa

It was in 1498 when the Portuguese sailor Vasco da Gama finally crossed the African Cape of Good Hope and discovered the sea route to India. Soon the Portuguese settled in Goa, at the west coast of India to found a city as the seat of the viceroy and as an interregional centre for the South Asian and Southeast Asian trade and control. Goa also became the seat of a bishop and as a consequence, different orders such as the Franciscans, Jesuits, and Theatins settled in Goa and churches full of grandeur were built. Some of these churches have survived till today like the Jesuit Church of Bom Jesus (1594-1605) or the Franciscan church of St Francis (1661) and the Theatins church of St Cajetan (1656-61), while the oldest standing is that of St Rosary (1543). Because of their importance, they have been put on the World Heritage List. Unfortunately the conservation of these very important monuments has not been carried out satisfactorily. They are still endangered, especially during the monsoon season. The heavy rains penetrate the roofs and destroy much of the interior, in addition, rising damp endangers the walls.

Not only the buildings themselves are highly at risk but also the paintings and woodcarvings inside the buildings. For example, Bom Jesus houses the shrine of Francis Xavier, a masterpiece of 17<sup>th</sup> century Tuscan art. Further documentation is needed, both for the buildings and for the interior.



Old Goa, Church of the Rosary (16<sup>th</sup> century)

## Dams on the Narmada River

The fiercely contested project for a whole range of fill dams on the Narmada River in the Indian State of Madhya Pradesh is a very particular threat. This project is connected with the resettlement of 20,000 to 40,000 inhabitants, and numerous cultural properties will be flooded.



Old Goa, Church of St Francis (17<sup>th</sup> century)



## ISRAEL – HERITAGE @ RISK!

In the case of Israel, cultural heritage should be divided into two categories: the urban and settlement context, and the archaeological and open areas context.

### The Urban Context

In the first category, the main risks are results of development pressures and a lack of training for professionals at all levels. The first three points are closely related and all together have much to do with the fact that the country is small and population is growing.

A good example is the case of Tel Aviv, which has been getting the attention of the conservation community only in the last ten years. This modern 20<sup>th</sup> century city has an extraordinary concentration of buildings and neighbourhoods built in the 1930s. They were designed and often built by Jewish architects leaving Germany and Europe, many of whom were students of the Bauhaus school or influenced by it. Therefore, Tel Aviv has an excellent representation of this architecture with its building details and techniques.

For many years, this heritage was not under any threat as the city was developing in other directions, the original owners were still alive and satisfied, and the real estate value of these buildings was not a pressing factor. All this has changed, and the pressures are constant and big to demolish and build anew and higher or to add floors.

A thorough survey has been conducted with local and international financial assistance (World Monuments Fund). Buildings, groups of buildings and areas were identified, classified and partly documented. A local master plan is being developed – but the problem and risk remain: almost all the property is privately owned, and the city is interested in investment, urban revitalisation and development.

Another case would be the old city of Beer-Sheva (Beersheba), built during the late Ottoman period between 1900 and 1917. In this case, the problems are more technical, but as always related to economy and law (ownership, plans), as well as to awareness.

The town was built of very soft limestone taken from ancient sites. This stone, with no exception, is decaying badly at the lower courses, as result of capillarity and salt crystallisation. A lack of knowledge of proper solutions, a lack of financial means for proper solutions, a lack of awareness and training (for both, architects, engineers and technical experts) and years of neglect are the main risks to this important and unique example of a “modern” late Ottoman town. The other problem was once the lack of proper protective legislation and planning which has improved but, unfortunately, is still in a weak situation when coming to deal with private property.

The old towns of Akko (Acre) and Jerusalem are examples of widely recognised important cultural heritage towns – with typical problems of: over population, law enforcement to prevent changes with no authorisation and tourism pressure. These towns are well protected by legislation and surveys, by government investments in proper planning, new infrastructure and awareness – but suffer from over-congestion and the specific

political-cultural situation. While the cultural heritage places are not at risk, the residential areas which really create the towns are at risk as result of lack of collaboration between citizens and government or city authorities, financial and ownership issues and insufficient professional training. A good management plan was prepared for Akko, and there is a management system in place – but a lot has still to be done.

A category of heritage which is at big risk in Israel is the one of cultural landscapes. This is certainly due to development pressures but also results from changes in economy priorities. In the past years, agriculture played a major role in the country’s economy and ideology. Agricultural land was strictly protected and clearly specified as being used only for its original purpose. The loss of the importance of agriculture to the national economy as well as to old ideologies has opened the possibilities of those protected areas being re-designed for new land use and construction. Since no-one thought until relatively recently that such areas had to be protected for conservation purposes, there was no adequate legislation, and economic and construction pressure prevailed. In this case, proper policy, national and other master plans and raising awareness actions are urgently needed.

### The Archaeological Context

In Israel, archaeology is well protected by legislation and designation processes. Still, it is at permanent risk as a result of economy and lack of proper financing, national priorities and lack of policy, law enforcement and looting, and sufficient training.

Economy and financing is closely linked also with national policies and priorities. There is simply not enough of the budget allocated to conservation, even of the most important archaeological heritage. All this heritage is State owned, much of it designated as national parks, and managed by specific national organisations. Most of the financing for maintenance and conservation of those sites comes from the government budget and from entrance fees to sites. This is much too little to be able to provide even the minimum maintenance. Certainly, with such a situation and with tourism being one of the most important sources of income for the country, emphasis is given to attractive tourist sites. Even those, such as Masada and Caesarea face permanent problems of insufficient funding.

Priorities and policy are essential as Israel is rich in archaeological heritage and poor in financial and human resources. Over the last 15 years priorities for conservation and development were determined by tourism. Decay risks, scientific values, long term thinking, other social values (non-economy related) were hardly existent as considerations. Therefore, sites with high scientific value but low tourism attraction did not get financial support.

Another problem is the excavation policy. Excavation permits are approved to those who have the proper degrees in archaeology, academic institutional backing and can show proper long term financing of an excavation and publication as well as professional staff conservation policy. Financing of the development of a conservation policy, financing of the actual conser-



vation and conservation professional capacity is not a requirement for granting an excavation permit. This leaves the majority of excavated sites with no conservation plans or allocated budgets for this purpose.

Another priority issue, and sometimes risk, is tourism-oriented archaeological development. This is not necessarily always a risk, but always creates pressure on archaeologists, conservators and planners, and determines priorities of national financing of cultural heritage.

Law enforcement is essential, as one of the biggest risks to archaeological sites is looting and illegal excavations and mainly those in more remote areas, or as yet unknown to science. The Israel Antiquities Authority has a strong anti-theft and looting unit, but these activities still constitute a risk to archaeological heritage. Looting is a permanent activity and, unfortunately, has a good market.

The lack of training is a risk despite more than ten years of effort by the Israel Antiquities Authority to provide training in the field of conservation – the lack of knowledge and bad prac-

tices are still a big risk. The above-mentioned training is not regular, informal and is at the technicians level – it is important to include professional conservators, architects, engineers, planners etc, as none of the universities provide such training.

## General issues

What seems to be a risk for cultural heritage in this region when looking from the outside – i.e. the political situation and hostilities – is not and was never a major risk. In the long years of war and hostilities it was quite rare that cultural heritage sites were damaged. Some risks and damage are the result of cultural issues and mainly religious fundamentalism and extremism. This seems a potential risk for the future, but can be already demonstrated in different actions mainly on and around places holy to Judaism, Christianity and Islam – when actions and decisions are taken by religious and political authorities and not by the ones in charge of cultural heritage.



## ITALY – HERITAGE @ RISK!

The cultural heritage of Italy consists of archaeological evidence, monuments and major works of art from the Middle Ages to modern times and therefore this country is probably the richest one in the world, as far as monuments are concerned. Together with Spain, Italy with 31 inscriptions is also at the top of the World Heritage List. However, the methods of registering commonly used in many countries seem to fail despite the extraordinary quality and abundance of the cultural heritage with thousands of important churches, palaces, castles and fortifications, numerous historic town centres, among them the world



San Francesco in Assisi: reassembling the collapsed frescoes (S. Rufino's head)

famous ones of Rome, Florence, Venice, San Gimignano, Siena, Naples, Ferrara, Pienza and Urbino, all inscribed in the World Heritage List. This was also the case for an inventory of the monuments and treasures connected with them as part of the "Catalogo Centrale", which was proudly announced years ago. Under these circumstances it is not surprising that ICOMOS Italy did not see themselves in the position to present even a short H@R Report for their country. However, due to the great tradition of Italian monument conservation (even the Roman emperors had laws for the protection of monuments) and to the extensive State organisation of all branches of monument conservation (Soprintendenze), we are hopeful that they will be able to provide us with further information in the reports of the years to come – due to extensive new investigations, even a special H @ R report on Italy would make sense.

In the field of restoration Italy has made outstanding achievements. This applies not only to such institutions as the Centro di Restauro in Rome or the Istituto delle Pietre Dure in Florence. Furthermore, it is no coincidence that Rome is the seat of ICCROM, an international institute for restoration, closely related to ICOMOS. In the year 2000 exemplary restoration measures have been completed, often after many years of work, eg the restoration of Piero della Francesca's frescoes in the presbytery of S. Francesco in Arezzo as well as the Certosa in Milan with its frescoes by Daniele Crespi. In Turin the major work of Guarino Guarini, the Cappella della SS. Sindone, is presently being restored after a devastating fire in April 1997. Sometime in the future the Venetian opera house La Fenice, which was gutted in 1996, will reopen, and thanks to outstanding achievements of engineering, visitors have once again been able to climb the leaning tower of Pisa.

However, the positive handling of such demanding challenges and individual achievements of the highest quality cannot hide the fact that the Italian cultural landscapes are on the whole threatened by a frightening process of decay. In comparison to some overly restored and all-too-polished-looking townscapes in Italy's neighbouring countries to the North, the conservationist may find the slightly neglected but nonetheless very lively appearance of one of many historic centres in Italy very charming. But there are some regions with nearly abandoned towns and villages falling into ruins. Many churches have been looted and are empty, as the Baroque church of S. Gregorio Minore in Spoleto which serves as a car park. Even behind the many scaffolds the decay continues, for instance at the Palazzo Chigi in San Quirico d'Orcia, just to give an arbitrary example. Apparently, no one seems to be concerned about the picturesque-looking crumbling walls, unless casualties are involved, as in the case of the collapsed tower in Pavia in 1989.

After the disastrous earthquake of September 1997 which damaged or destroyed more than 10,000 buildings in Umbria and the Marche, among them many medieval churches, palaces and historic townhouses, the structural consolidation and restoration of S. Francesco in Assisi is another example of the exceptional quality of Italian conservation. Despite the extremely difficult task of having to put together thousands of fresco pieces by Giotto and Cimabue, the basilica was opened again only two years after the partial collapse of the vaults (see p. 221). Of course, after the earthquake it was not possible to start working on everything at once. Therefore, Assisi, being the main tourist attraction with considerable economic importance for the whole region, was given priority. However, the fate of many cultural heritage places in the area around Assisi in the province of Perugia remains uncertain. Some of them have not even been consolidated. There is, for example, the old part of Nocera Umbra, abandoned by its inhabitants and other places in this region, where some people still have to live in emergency accommodation, waiting for the reconstruction of their homes – a reconstruction which, hopefully, will secure and preserve the historic structure of the affected places.

Thus, one can see a blatant disproportion everywhere between single top quality achievements of restoration and the neglect of a broader conservation infrastructure in the widest



sense: although this is not easy in a country as Italy with such an abundance of existing art treasures, an attempt should at least be made to have conservation departments which deal with everyday heritage places as well as with the enormous amount of endangered art treasures in churches and palaces, even if they are not by Michelangelo or Leonardo. Furthermore, a better maintenance and measures to protect the heritage places as well as more alarm systems are needed, since Italy still seems to be an Eldorado for art thieves. In former years, about 15,000 art objects are said to have vanished every year from churches and palaces and from museums as well, and the police files of stolen goods look like art books. The archaeological sites, as well, are ruthlessly pillaged: after the Etruscan tombs have already been plundered to a large extent, modern grave robbers have concentrated mainly on the Greek necropolises in Calabria and Apulia in the past years.

Therefore, not only many built heritage places but also a great number of archaeological sites in Italy must be considered as Heritage at Risk. Whereas in former years international experts kept making appeals to save Venice, it seems more urgent now to save the two antique cities of Pompeii and Herculaneum, both buried by the Vesuvius in 79 AD, from a second destruction (see also case study). The lasting care and protection of other archaeological sites is not ensured, either. For instance, in Ostia Antica harmful vegetation is not regularly removed and ancient floors in Pompeii and other sites are being trodden on by tourists. Cleaning ancient monuments, as has happened particularly in Rome for the Holy Year, does not mean that the necessary conservation work has been done and, besides, there is still a danger from general air pollution. With almost every building construction in Rome, ancient monuments are discovered. Therefore, it is very likely that the construction of a multi-storey car park for pilgrim coaches in the Gianicolo, a hill part of which belongs to the Vatican State, has once again destroyed considerable historic evidence.

## Case Study 1 – Pompeii

Since 1997, when Pompeii became part of World Heritage as a unique example of life in a Roman city, hardly anything has happened in order to save it – in spite of the immense yearly income from the masses of tourists, who represent an additional burden to the Pompeian monuments that are in many cases not sufficiently protected. The ruins of the city buried by the eruption of the Vesuvius in 79 AD, which was then still partly a building site after a first earthquake in 62 AD, have been exposed since excavations started nearly 250 years ago. Apart from damage to the ancient structures caused by the earthquake, the main reasons for the decay are the physical and climatic influences in the form of humidity and changes of temperature. The extreme decay of the famous Pompeian decorative paintings during the past decades, which is revealed by a comparison

The protective roof in danger of collapse has been scantily underpinned by wooden supports. Such measures were carried out especially after the earthquake of 1980. Bricks from the roof have already fallen down, so that it no longer serves as a protection for the wall paintings. The measures have almost become obsolete and senseless.



During excavations in Pompeii an overall restoration is only carried out in exceptional cases and for financial reasons only in well-preserved houses. Therefore, only a few rooms with wall paintings worth of protection have been covered with roofs. In Pompeii there is no institution which takes care of the maintenance and the regular conservation of these protective installations. The existing protection roofs are therefore in decay, wall paintings exposed to weathering lose their colour, and mosaic floors decay. Vegetation is spreading on the covering walls, ivy roots penetrate the walls and make them burst after a short time.





of the present state with old photographs, can be partly attributed to the use of unsuitable conservation materials, such as liquid glass, resin varnish and wax coatings, and furthermore to salt crystallisation as the result of damp walls. The latter is mainly caused by inadequate roofing, some of which have been built with modern materials like reinforced concrete – these materials often do more damage than good. The use of unsuitable building materials like concrete for restoration also contributes to an increase of salt damage. Finally, causes of decay are also general neglect and vegetation that is not removed and thus breaks up the walls, as well as microbiological infestation from algae, fungi and lichen.

One of numerous examples is the case of the Casa Flavio Rufo: the reconstructed terrace above the rooms with fragments of a mosaic floor shows cracks as the rain water cannot properly drain away. In addition to the considerable damage caused by salt deposits which are transported to specific areas of wall and ceiling paintings by penetrating water, there is the problem of pieces breaking off from the modern ceilings and of rusty iron reinforcements. Also probably responsible for salt deposits are salt-containing plasters and adhesive mortars used when the wall and ceiling paintings were put together again and reapplied with great precision.

In order to have a lasting protection of the building structure in Pompeii a lot could already be achieved by technically necessary supporting constructions and by ceilings and roofs which are built according to historical techniques and therefore do not spoil the overall aesthetic appearance. Not only the installation of an efficient restoration workshop would be urgent but also the foundation of a kind of stonemasons' lodge, in which craftsmen who are familiar with the old techniques would constantly do the necessary repairs and take care of the structural problems at the ancient site.



Condition of a decayed "taberna". The collapsed construction material is lying around and dilapidated. The "taberna" was excavated 90 years ago and was once decorated with well-preserved wall paintings.



An example of an interrupted conservation measure. The peristyle of a house was to be protected by a roof, in order to reinstall the former architectural complex and to protect the wall paintings in the rooms nearby. The conservation project was given up for unknown reasons. The iron supports, unsuitable material for this purpose anyhow, have not been taken away and are corroding.

A gap in the protective roof. Ivy has come through and has already grown over the top of the wall.







Scanty, temporary conservation measure bracing the columns of a peristyle house. After the earthquake of 1980 endangered houses and constructions were provisionally secured. After 20 years the temporary solutions are still in place, but have corroded or are slowly decaying, since the necessary measures have never been taken. Ivy growth is accelerating the process of decay.



Remains of heavily damaged floors with inlaid brick fragments - the original floors in Pompeii are not only damaged by weathering but are often trodden on by the tourists (Casa dei Postumii).

Destruction of the wall painting by moss.



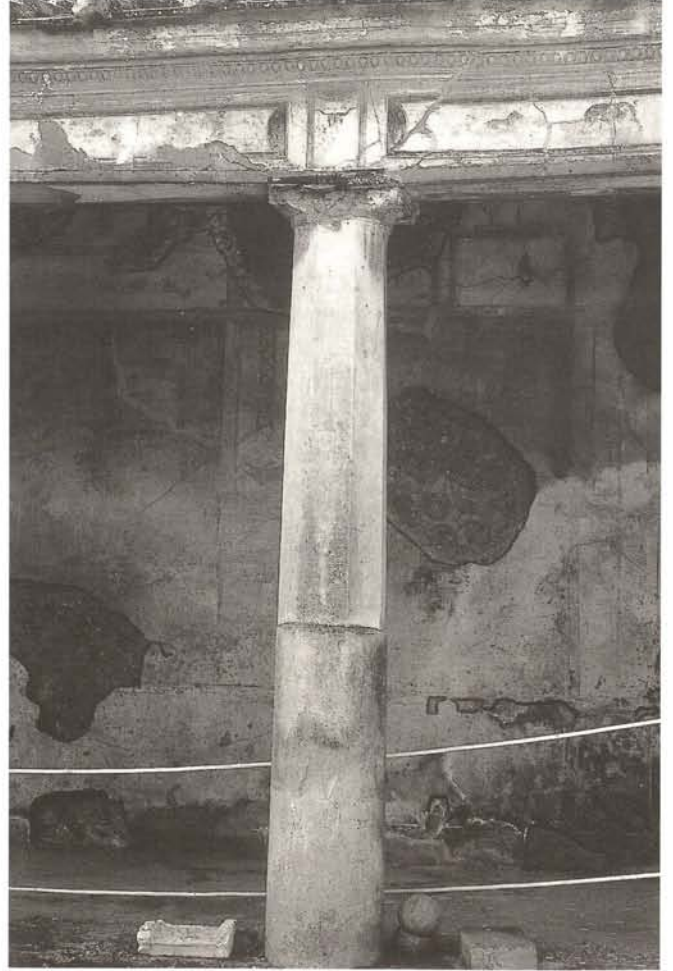
A lack of care taken during conservation measures leads to the decay of formerly well-preserved wall paintings. The barrel-shaped vault with its precious wall paintings, almost completely preserved 90 years ago, has collapsed due to a gap in the protective roof. Rapid deterioration is the consequence.







Room in a state of complete neglect, with interior wall painting already severely faded (Casa di Ifigenia).



Weathered surfaces and destruction of partly renewed plaster by modern iron construction elements (Casa Labyrinto).



Severely endangered remains of painted wall plaster, damage caused by weathering and unprotected wall crests, as well as by vegetation (Casa dei Postumii). ▶▶

Ruined state: extensive losses of wall painting due to defective modern roof construction and continuously pervading humidity (Casa Labyrinto). ▶

◀ Wall painting, endangered by pervading humidity and harmful salts caused by modern building materials containing concrete for the ceiling construction. The ceiling is already leaking (Casa Flavio Rufo).

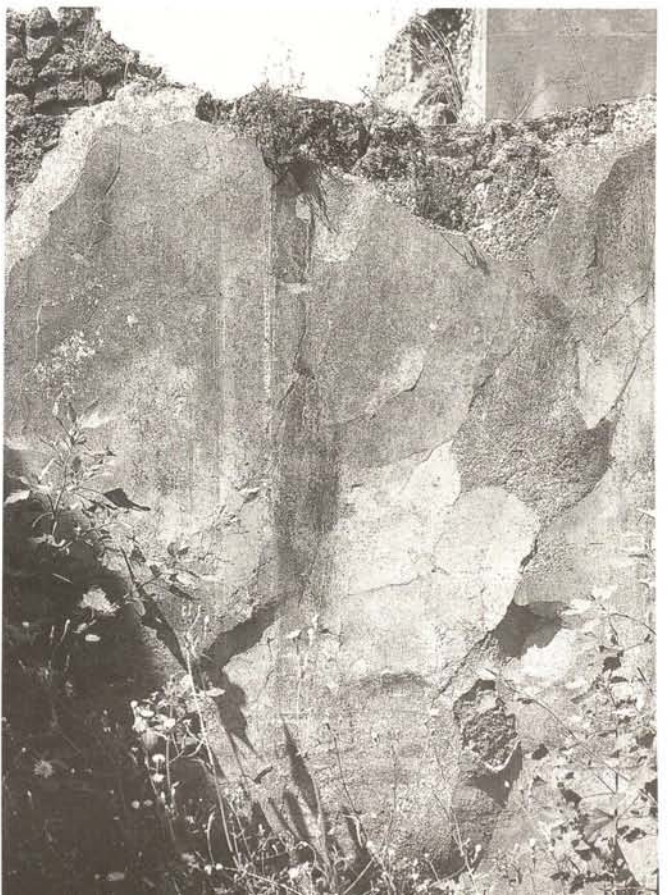




Decay of the modern ceiling construction (brick with iron reinforcements) above the original wall decoration which is already heavily damaged by pervading water (Casa Rebio Valente).



Collapsed parts of a reinforced ceiling of concrete and bricks, leaning against the wall painting behind, which itself is without any protection against bad weather (Casa Labyrinth).







Ostia, walls overgrown by vegetation

## Case Study 2 – Cimitile near Nola, Campania: Group of early Christian church buildings of the early Middle Ages



Cimitile, excavation area in the field of the *Basilica nova*, with masonry that is in danger of collapse and has partly been secured in emergency

It is assumed that in 395 AD the governor of Campania, Paulinus, who came from a distinguished family of senators, retired from public life to his ascetic lifestyle in Nola, where the later bishop founded a *fraternitas monacha* at the grave of St Felix.

*More case studies (earthen architecture in Gela, Sicily, and in Sardinia) see p. 222 and p. 226 (rock engravings of Valcamonica).*

Today, a unique group of buildings from late antiquity and the Middle Ages gives evidence of this cradle of occidental monastic life, to which belong a great number of antique mausoleums, the *Basilica vetus* of the 4<sup>th</sup> century, the *Basilica nova* of 403, as well as extensions and alterations and finally some chapels of the 5<sup>th</sup> to 10<sup>th</sup> centuries. The excavations which have been carried out for a long time and interrupted time and again, have been published in controversial reports (Dieter Korol, Tomas Lehmann, Letizia Pani Ermini and others). A systematic inventory has been put together only for a part of the complex, the late antique burial chambers in the area of the early medieval sanctuary of SS. Martiri, which stand out in their quality of early Christian frescoes (see Dieter Korol, *Jahrbuch für Antike und Christentum*, suppl. vol. 13, Münster/W. 1987).

Since the latest restoration campaign came to a halt, this important group of buildings has practically been inaccessible. The consequences are clearly to be seen: rubbish of all kinds and half-decomposed carcasses in the early Christian graves (SS. Martiri), partial collapses of unconsolidated graves in the area of the *Basilica nova*, bird nests above the wall paintings of the “Aula Feliciania”, so that droppings cover large parts of one of the oldest surviving representations of a town in Christian art.

In 1980 an earthquake caused enormous damage and resulted in further losses from resultant restoration measures. For the years 1988 to 1990 the *Progetto di restauro e valorizzazione delle basiliche paleo-cristiane di Cimitile* was set in action with considerable funds involved. However, when looked at more closely, it is obvious that it is just a continuation of the uncovering connected to returning to the earliest phase of the buildings. Furthermore, concrete is being used and the layout of the buildings considerably altered, in view of a museum to be installed here sometime in the future (see M. Exner, *Kunstchronik* 49, 1996, pp 145-153). In spite of several recognisable losses of wall paintings in the entire church complex, urgent conservation measures have been postponed. However, the early medieval paintings of SS. Martiri have been worst affected.

Without any preliminary measures of securing or sealing they were exposed while a vault, which had collapsed in 1980, was reconstructed in concrete, and were consequently damaged by the hard grey cement mud. Apart from the new loss of fabric, which cannot be rectified, the repair of such damage makes the continuation of the restoration campaign, which had been promised that it could start again, a very costly enterprise. While the concerned visitor is being consoled with the vision of a magnificent open-air museum, there is a lack of staff to remove the bird nests and to undertake similar maintenance work. When will the authorities in charge realise that ongoing care and maintenance are more useful than “injections of money” every ten years for measures that require concrete!



## JORDAN – HERITAGE @ RISK!

Jordan is rich in its antiquities and archaeological sites that are spread all over the country. The Department of Antiquities of Jordan is the official body that is legally responsible for the protection of archaeological sites. Quite a number of projects are currently taking place with the aim of conserving and presenting archaeological sites. These projects are being executed by the Department of Antiquities, in certain cases in co-operation with foreign institutions. Most restoration and site presentation work is conducted on sites with above ground structures. Consolidation of archaeological structures found during excavations is conducted only in some cases.

Moreover, a project which aims at establishing a Conservation and Restoration Centre in Petra (CARIP) is underway. This project is funded by the German Government and executed by German Technical Co-operation. Beside actual restoration work, the aim of the project is to train personnel and build up a lasting institution that will not only serve the needs of the monuments of Petra but the antiquities of the whole country.

There is no great danger of fire or natural hazards that can be considered as a threat destroying the cultural heritage of Jordan. However, the lack of continuous proper care and maintenance of some of the sites has resulted in their deterioration. In many cases, excavated archaeological sites are left without proper conservation measures or their reburial, causing them to deteriorate rapidly. The large number of sites requires adequate funding and expertise in order to be well maintained, and to ensure their conservation for generations to come. In many cases, the situation can be remedied with the appropriate maintenance, protection and long term management.

There are individual monuments that require restoration and structural consolidation measures, these being: Qasr Tuba, Qasr al-Hallabat, and Qasr el-Bint and the Palace Tomb in Petra.

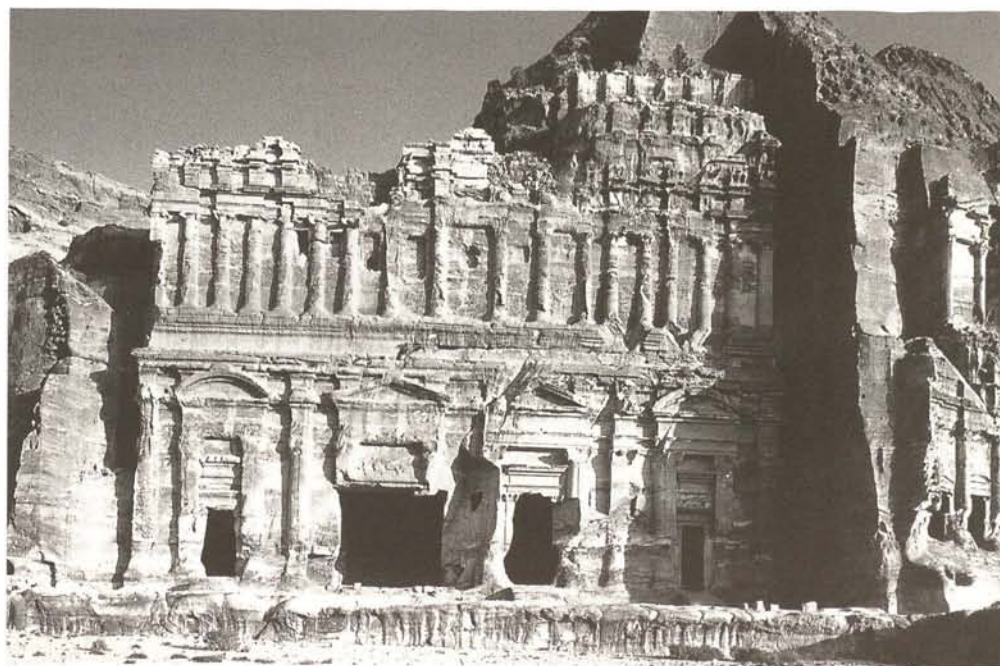
Without the provision of adequate funds and expertise the conservation of such cultural heritage places will not be possible.

The excavated Neolithic site of Beida in the southern region of Jordan is an example of excavated sites that have been exposed to weathering due to the lack of proper protection and conservation upon excavation. Moreover, Qweilbeh (Abila), situated in the northern part of the country, is a huge site containing many features of Roman and Byzantine times that require some restoration and site presentation works.

ICOMOS Jordan

### Case Study – Petra

Petra, the capital of the Nabataean Kingdom and a Roman city after 106 AD, is situated in a high plateau cut by many deep gorges. The signs of decay on the monuments of Petra, that are cut out from the living rock are numerous and alarming. Today 800 tomb façades are listed, once, more than 2000 façades lined the slopes of the steep mountains. We could estimate that more than 80% of the elaborately chiselled and decorated façades have been lost forever. Since the days when the Nabataeans left Petra for good, all buildings of the town have decayed and the rock monuments were reintegrated into the cycle of nature and left unprotected to the forces of erosion and dilapidation. Thus, it does not come as a surprise that only a few of them, though battered, almost miraculously survive this assault. All this clearly indicates that the major underlying reason for the evident and still ongoing decay of the monuments is neglect, a neglect that continues to the present.



Petra, Palace Tomb, condition of 1998



After Petra was declared a World Heritage site by UNESCO in 1985, one would assume that a gradual reversal, from neglect to serious efforts of preserving the site and its beauty, would have taken place. The sad truth, however, is that so far very little has happened to ensure the survival even of the most prominent examples of Nabataean architecture, a truth that is indeed alarming. If it took about fifteen centuries to obliterate more than 80% of the façades, how long will it take until these last preserved samples of Nabataean architecture have disappeared? Decay is an accelerating process: the fact that some monuments survived in a relatively presentable shape for almost two thousand years gives no guarantee that they will survive for an equally long period of time. Consequently, the threat of further loss of fabric and irreplaceable architectural detail is imminent and real (see also p. 221).

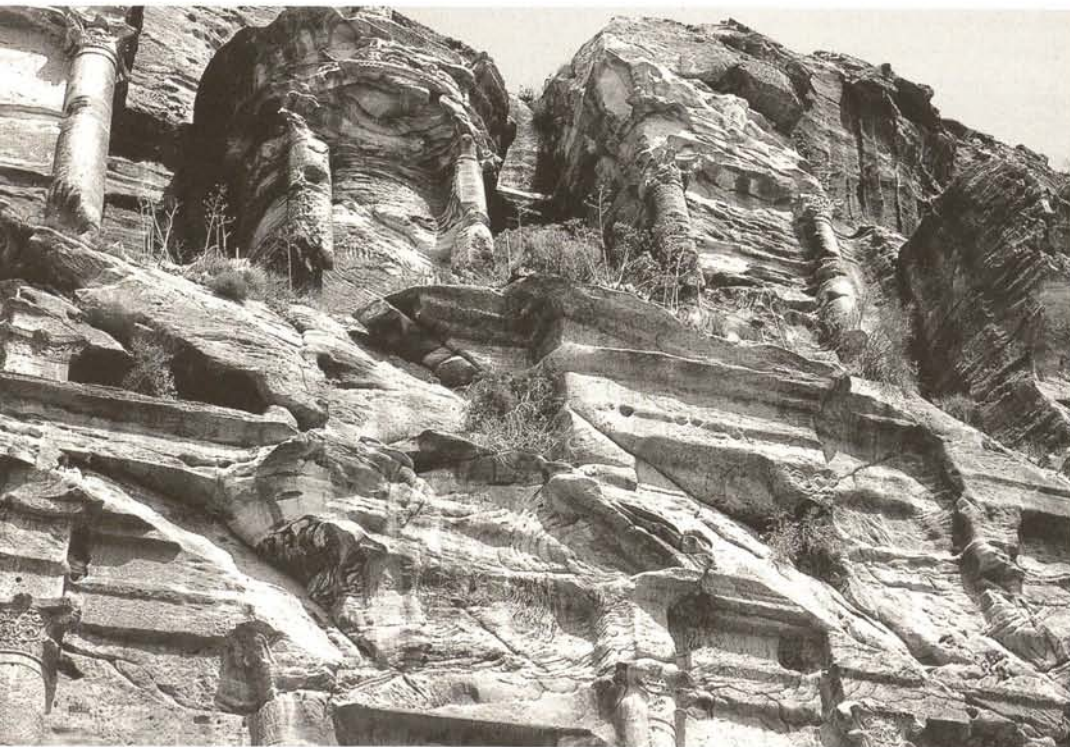
To make things worse, the few and surely honourable attempts that have been made to save parts of some of the monuments, eg at al-Khazna and the Palace tomb, were actually failures. They were well-intended efforts in their time, but now we know that they were futile and in fact in the long run may be more harmful to the monuments than if nothing had been done at all. It is above all because of the repeated and excessive use of Portland cement with its entirely different properties that forms an incompatible mix with the sandstone from which the tombs

are carved. This is extremely detrimental to the monuments and for many other reasons cement should have no place in Petra.

The ancient Nabataean city of Petra has always been the prime tourist spot of the country that has – because of its unique architecture, the peculiar way in which the façades were shaped and its outstanding setting and beauty – attracted travellers from all over the world. Due to its great cultural significance for humanity, it has been recognized as a World Heritage Property. Furthermore, the signing of the peace treaty between Jordan and Israel in November 1994 greatly contributed to an unprecedented increase in the number of tourists visiting Petra.

A boom in hotel construction set in immediately after the peace treaty was signed. Also roads were built and widened and world-wide promotional activities for tourism to Jordan were launched. However, there was not much visible effort to conserve the cultural heritage. A hopeful new attempt for conservation is the German-Jordanian project for the establishment of a Conservation Centre in Petra. Its first project, the restoration of the Tomb of the Fourteen Graves (Tomb 825), has been implemented and special guidelines and procedures for the restoration of the monuments as well as their documentation have been developed.

(Text based on Michael Kühlenthal/Helge Fischer, *Petra*, vol. XXXIV of the series ICOMOS – Journals of the German National Committee, 2000)



Petra, Corinthian Tomb: the detail shows the severe damage.



## KENYA – HERITAGE @ RISK!

### Case Study – Thimlich Ohinga

Thimlich is an important historical monument in Kenya. It is a stone walled structural complex built in the 14<sup>th</sup> century on a small hill now covered partially by Savannah bush-land. The complex, which consists of six skilfully joined enclosures, is a symbol of the first settlements, unique stone-walling tradition, and a community with a central power system in the Lake Victoria region of Kenya. Its unique architecture is seen in the well-set stone walls, which show neither dressing nor use of mortar to join the blocks. The walls range from 1.2 to 3.0m in height to 1.0 to 3.0m in width.

The architecture is a real masterpiece of creative genius that led to a tradition which remains unrivalled in the entire East African region. It was gazetted as a National Monument in 1981 in an attempt to preserve it from destruction. It remains protected as a prehistoric site and is currently regarded as one of the year 2000 *List of 100 Most Endangered Sites* by the World Monuments Watch.

#### *Description of Threats*

Several portions of the wall have fallen while other sections are facing imminent disintegration. The enclosure, for example, measuring about 140 m in diameter has several parts that have fallen, while the gates, with the exception of one, are blocked. Other parts of the complex, apart from having slowly crumbling walls, are overgrown by distinctively destructive Savannah vegetation. The entire site also remains an open area with no fencing, making it difficult to control entry and movement within the site.

The Government gazetted the site as a National Monument and went on to employ members of staff who man the site constantly. The local community was informed about the significance of the site and the need to preserve it. However, with only a skeleton staff on site, and the absence of a perimeter fence, coupled with policing and legislation that is both bureaucratic

and unclear on site maintenance and education of the local inhabitants, the site continues to deteriorate due to both natural and human factors.

#### *The overall action necessary to conserve the site*

The site needs major repair work on its walls and a mechanism needs to be in place for regular inspection and maintenance of the walls. An adequate and appropriate number of staff needs to be stationed at the site. There should also be a perimeter fence and an interpretative centre from which information about the site can be obtained and subsequently disseminated to the local inhabitants.

The intervention of the international community and the inclusion of the site amongst Heritage @ Risk! will help in the continued maintenance required for the conservation of the site. The Government of Kenya will be encouraged to enforce the law and carry out the implementation of policies that are conservation-driven.

Thimlich represents a unique artistic achievement, a masterpiece of creative genius well above other stone walled structures of its type found elsewhere in Africa. The current project seeks the recognition of Thimlich as one of the heritage places at risk of deterioration. Current work on the site involves control of and, in special circumstances, halting or reversing of the deterioration process through major repairs at the site.

Repair work on the walls, gates and the general site lay-out will bring back the original form of the complex presenting the uniqueness of the whole site and making it more attractive. Fencing of the site will halt grazing and other human activities, such as uncontrolled walking (trespass) and collecting firewood or stones at the site. These have proved destructive in the past. Lastly an interpretation centre will provide adequate information to both local and other visitors about the site and the cultural need for conservation.

Web Site: <http://www.museums.or.ke>

ICOMOS Kenya



## LEBANON – HERITAGE @ RISK!

After seventeen years of war, with the reduction of the manpower and personnel attached to the Directorate General of Antiquities, archaeological excavation on the assemblage of the country's sites was interrupted and its being taken up again is highly unlikely. It is to be noted that currently great efforts are actually supplied by the authorities but they are still insufficient given the unreliable resources and the immensity of the task.

### Urgent Priority – Mine Clearing

The South of Lebanon has been a conflict zone for two decades. Since the declaration of peace and the end to hostilities, this region is in urgent need to be cleared of mines. It is a fact that several sites have been submitted to bombardment and massive destruction (Chateau Beaufort), and that others of them have been the object of unauthorised excavation and pillaging. It only remains that the majority of sites have been transformed into minefields.

Former Beirut Souq



### Risks concerning 2 of the 5 sites inscribed on the World Heritage List

#### *Wadi Qadisha or the Holy Valley and the Forest of the Cedars of God (Horsh Arz el Rab)*

The development of undirected religious tourism and road installations implemented in spite of the management plan provided for the Valley, thus permitting car access, are added to the major problem of the flow of waste water from the villages located within the precincts of the valley. One study aiming to resolve this problem has already been carried out, however the funds are not available.

#### *Tyre*

The unregulated urban development of the city threatens the archaeological sites located during surveys but not yet excavated. The flow of sewage onto underwater remains is abetting their degradation.

### Risks to the assemblage of archaeological sites of the national heritage

Several threats are affecting Lebanese heritage, notably:

#### *Ignorance of the existence of sites*

For want of survey, hundreds of archaeological sites, from a mixture of periods, do not appear on the lists prepared by the Directorate General of Antiquities (clandestine excavations are putting uncertain heritage in danger). A comprehensive inventory of the country's historic and archaeological heritage places is urgent.

#### *Ignorance of the significance of heritage – the desertion of sites and massive pillaging*

The lack of information on one side and the lack of interpretation of heritage on the other, both at the educational and social levels, is illustrated by the lack of interest that the average citizen holds for his or her heritage. In the current thinking in the country, only an imposing grandiose monument is considered heritage and every product from excavations has a market value. The lack of awareness has actually dangerously deteriorated in the abandonment of sites from one side, and the clandestine excavations, the pillaging and illicit trafficking on the other.

#### *Inadequate legislation*

The current legislation in the country goes back to 1933 and not a single amendment has taken place since, several review and amendment projects have not succeeded. The updating of this legislation is a priority so that it can be adapted to urban development and to the current socio-economic conditions.





Baalbeck Great Mosque: earthquakes destroyed the upper octagonal parts of the minaret



Baalbeck Great Mosque: minaret after restoration work

### *Comprehensive plan for land management*

During the war, unauthorised and uncontrolled urban growth took place in the historic city centre and on the country's entire heritage assemblage. Management plans that have followed are developed in leaving out the input of the heritage conservation sectors. Land speculation exacerbates the exploitation rates and has resulted in disfiguring the urban and semi-urban landscape, from which there is an urgent need to reconsider the plans for the main cities of Lebanon.

#### *Tripoli*

*Hammam, khans and medrasses* and the complex of medieval urban fabric suffer daily from two forms of degradation. One caused by the abandonment of a monument, as with Khan el-Massryin and Hammam Iz el-Dinel, and the other caused by bad restoration that does not respect the authenticity of the place, as with the Jewellers souq.

#### *Beirut*

The city centre of the capital lost the majority of its architectural heritage. As for that matter, the archaeological remains uncovered during the excavations over recent years have remained abandoned. Grass has grown over the sites and the risk of deterioration is imminent, hence the urgent priority for consolidation

works. The area surrounding the centre (the only hope of the preservation bodies) has lost an important part of its heritage buildings by decree and counter-decree. These responsible at the Directorate General of Antiquities are aware of the importance of these issues and drawing up a program to remedy them. It is vital to secure resources in order to bring these plans to a successful conclusion.

#### *Sidon and Batroun*

are also main towns with heritage character that have a need of management plans for their ancient quarters, that respect their special values (without neglecting the harbour walls of Batroun and the town within the city-walls at Sidon).

#### *The over-exploitation of sites for tourism*

Archaeological sites open to the public are experiencing an increasingly significant visitation, especially during the summer and particularly during festivals. The absence of any circulation plan allows tourists to move unrestricted all over the site. It is a matter of urgency to take rapid measures for the organisation of visits in securing a tourist "trail", that enables the interpretation of the site, whilst at the same time protecting the most threatened areas.



## LIBAN – PATRIMOINE EN PÉRIL

Suite à dix sept ans de guerre, à la réduction de l'effectif et du personnel rattaché à la Direction Générale des Antiquités, les fouilles archéologiques sur l'ensemble des sites du pays ont été interrompues et l'entretien n'est presque plus assuré. Il est à noter que de grands efforts sont actuellement fournis par les autorités mais demeurent toutefois insuffisants étant donné la précarité des moyens et l'immensité de la tâche.

### Première Urgence: déminage

Le Sud du Liban a été durant deux décennies une zone de conflits. Depuis l'installation de la paix et l'arrêt des combats, cette région a un besoin urgent d'être déminée. C'est un fait que plusieurs sites ont subi des bombardements et des destructions massives (Château de Beaufort), d'autres ont fait l'objet d'excavations sauvages et de pillages. Il n'en demeure pas moins que la majorité de ces sites a été transformée en champs de mines.

### Risques concernant 2 des 5 sites libanais inscrits sur la liste du patrimoine mondial

#### *Ouadi Qadisha ou vallée sainte et forêt des Cèdres de Dieu (Horsh Arz el Rab)*

Le développement du tourisme religieux non canalisé, l'aménagement de la route réalisée en dépit du plan de gestion prévu pour la vallée, permettant ainsi l'accès aux voitures, s'ajoutent au grand problème du déversement des eaux usées

Beirut, downtown excavations



des villages situés sur le pourtour de la vallée. Une étude visant à résoudre ce problème a déjà été réalisée, cependant les fonds ne sont pas disponibles.

#### *Tyr*

Le développement urbain sauvage de la ville menace les sites archéologiques repérés durant les prospections mais non encore fouillés. Par ailleurs, le déversement des égouts sur les vestiges sous-marins favorise leur dégradation.

### Risques relatifs à l'ensemble des sites archéologiques du patrimoine national

Plusieurs risques affectent le patrimoine libanais, notamment :

#### *L'ignorance de l'existence des sites*

Faute de prospection, des centaines de sites archéologiques, toutes périodes confondues, ne figurent pas sur les listes dressées par la Direction Générale des Antiquités (fouilles clandestines, mettant en danger ce patrimoine méconnu). Un inventaire exhaustif des monuments historiques et archéologiques du pays est urgent.

#### *L'ignorance de la valeur du patrimoine : l'abandon des sites et pillage massif*

Le manque d'information d'une part et la non-valorisation du patrimoine d'autre part tant au niveau éducatif que social s'illustrent par le peu d'intérêt que porte le citoyen à son héritage. Dans la mentalité courante du pays, seul un monument grandiose est considéré patrimoine et tout produit de fouilles est à valeur marchande. Le manque de sensibilisation a en fait dangereusement dégénéré en abandon des sites d'une part, et en fouilles clandestines, pillages et trafics illicites d'autre part.

Les régions les plus démunies sont les plus affectées, à titre d'exemple le Akkar (les châteaux Croisés de Kleiat et du Vieux Akkar, et les villes mortes de Wadi Khaled), la Bekaa (des centaines de tells archéologiques non fouillés); il en est de même pour tout le Sud du Liban.

#### *Une législation inadéquate*

La législation actuelle du pays remonte à 1933 et, aucune modification n'a eu lieu depuis, plusieurs projets de modifications n'ont pas abouti.

La mise à jour de cette législation est une urgence afin qu'elle soit adaptée au développement urbain, et aux conditions socio-économiques actuelles.

#### *Plan global de l'aménagement du territoire*

Durant la guerre, une croissance urbaine désordonnée et non contrôlée a eu lieu dans les centres villes historiques et sur l'ensemble du pays. Les plans d'aménagement qui ont suivi sont élaborés en négligeant les secteurs patrimoniaux à



sauvegarder. La spéculation foncière exacerbant le taux d'exploitation a fini par défigurer le paysage urbain et péri-urbain, d'où une nécessité urgente de reconsidérer les plans des principales villes du Liban.

### *Tripoli*

Hammam, khans et medrassas et l'ensemble du tissu urbain médiéval subissent au quotidien deux dégradations. L'une causée par l'abandon du monument, comme Khan el Massryin et Hammam Iz el Dine..., et l'autre causée par une restauration critiquable ne respectant pas l'authenticité des lieux, comme celle du souk des Bijoutiers.

### *Beyrouth*

le centre-ville de la capitale a perdu la majeure partie de son patrimoine architectural. Quant aux vestiges archéologiques découverts durant les fouilles des dernières années sont laissés à l'abandon. Les herbes folles recouvrent les lieux et le risque de dégradation est imminent d'où l'urgence d'opérations de consolidation. L'espace péri-central (seul espoir de secteurs sauvegardés) a perdu par décret et contre-décret une importante partie de ces édifices patrimoniaux. Les responsables de la Direction Générale des Antiquités sont conscients de l'envergure de ces questions, ont dressé un programme pour y remédier. Il est primordial d'assurer tous les soutiens afin d'appuyer de faire aboutir ces plans.

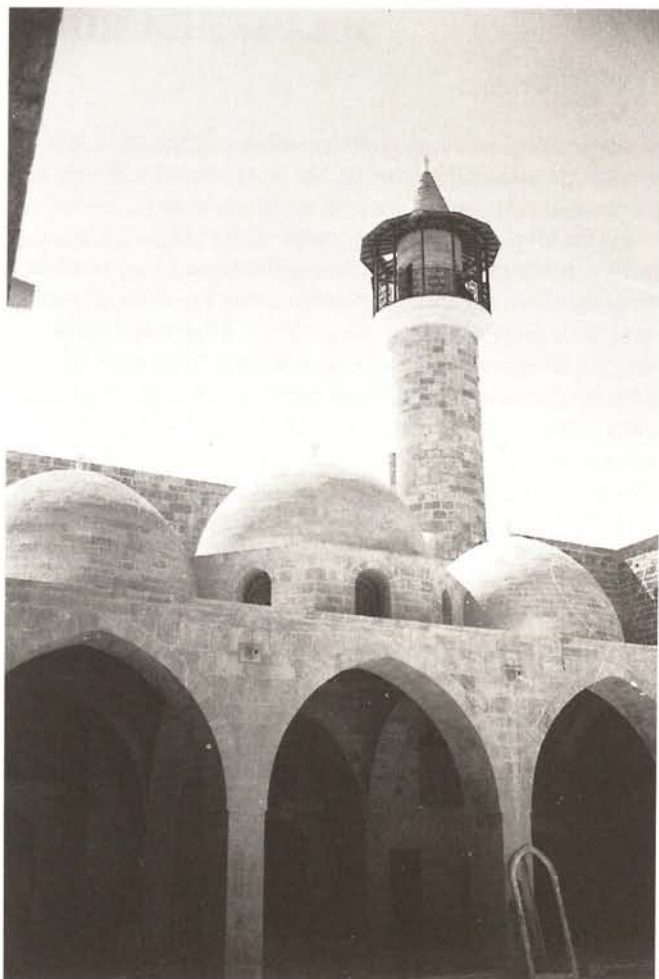
### *Saida et Batroun*

ainsi que les principales villes à caractère patrimonial ont besoin d'un plan d'aménagement de leurs anciens quartiers respectant leur particularité (sans négliger les murailles maritimes de Batroun et la ville intra-muros de Saida).

### *La surexploitation des sites à usage touristique*

Les sites archéologiques ouverts au public connaissent une fréquentation de plus en plus importante surtout au cours de l'été et notamment durant les festivals. L'absence d'un plan de circulation permet aux touristes de se déplacer à travers tout le site sans restriction. L'urgence consiste à prendre des mesures rapides pour l'organisation des visites en assurant le cheminement des touristes permettant la mise en valeur du patrimoine tout en protégeant les espaces les plus menacés.

ICOMOS Liban



Sidon, Great Omari Mosque after restoration work

Sidon, Great Omari Mosque, destroyed by war





## LUXEMBURG – HERITAGE @ RISK!

In Luxemburg, heritage is above all threatened by a lack of knowledge and understanding, the exaggerated need for improvement and progress, and the wealth of financial resources.

At the level of important heritage items, publicly it appears that there is a general protection without too many problems. However, from the moment that it is about the reuse of a structure, the interior elements are sacrificed without hesitation: dividing walls are removed in order to permit the creation of large interior spaces, wooden ceilings are replaced by concrete slabs, stairs must guarantee easy circulation, lifts are essential, and historic timber frames are demolished in order to establish new functions in the attic. These examples of destruction could be multiplied endlessly: pavements, doors, windows, stucco etc. The owners of heritage buildings often feel the need to improve on the historic situation according to an ideal state that however did never exist. A restored farm often looks rather more like a little manor house than the abode of peasants.

The threats that impact on less or not very spectacular heritage, are of another kind. It can still happen that the road authorities will consider the demolition of a house or shed, because these structures hinder traffic-flow. If such projects are implemented, they always cause tears in the social fabric of the village, a result of long harmonious development. They lead inevitably to a standardisation which in the end destroys the identity and the individuality of a village. Pavements re-clad in artificial stone that is foreign to the site complete this process. As the traffic no longer has any obstacles, the speed increases. In order to guarantee the safety of pedestrians, it is necessary to put in traffic lights or containers of flowers. The village becomes a little city where the pedestrian no longer has any place.

As the population numbers increase, building new flats becomes more and more urgent. The price of land often pushes developers to buy old houses which they demolish in order to build new residences there. If of itself, the creation of housing complexes is commendable, in such cases it sadly leads to the destruction of important elements of rural or urban heritage. As well, the new buildings do not necessarily take into account the context in which they have been integrated. The developer is clearly interested in his profit margin, and not the quality of the architecture. He wants above all to make the land which he has bought profitable. He also has more of an advantage in being able to pay prices that exceed the limit for special loans to restore old buildings. The victims of this development are villages, abandoned farms, and in the towns, besides middle-class homes, old farm estates or traditional craft workshops situated on the outskirts.

The increase in monetary income has also been felt very abruptly in cemeteries which increasingly look like displays of exotic building materials. The granites or marbles that are used, come from all over the world. Old monuments, for example Neo-Gothic ones, completed by regional sculptors, are replaced by banal machine-cut structures. As plants require too much upkeep, they have no chance in comparison with the polished and shiny flag-stones which only need to be cleaned once a year with a spray of water. In general, public authorities have capitulated to this attitude and failing any means of control, even listed cemeteries have lost all character. In so far as they are to

be found near classified churches, even they too turn out to be disfigured by this.

The decomposition of stone under the influence of different factors constitutes a serious threat for the innumerable wayside crosses that are part of the traditional landscape. These monuments were usually covered with a polychromatic coat of paint, a form of protection that was regularly renewed. A lack of interest and the urge for authenticity have led to the abandonment of this practice. The result: visible and bare stone exposed to bad weather that it cannot withstand. Other sculptures have been submitted to a hydrophobic treatment that hampers the elimination of trapped moisture, which causes decomposition of the stone. This threat impacts especially on sandstone and slate. The use of inappropriate cleaning means, also applied way too often, creates additional dangers.

In general, all these hazards escape the heritage conservation authorities as they do not have at their disposal sufficiently effective legal measures, nor sufficient means to communicate or enforce them.

### Case Study 1 – Steinsel, damaged wayside cross

The sandstone of Luxemburg, is on the whole a stone that is easy to work. Although in the first stage, it resists atmospheric conditions quite well, it loses all hardness after a few years. This discovery put an end to the exploitation of its deposits but for some exceptions. In the past, building materials that came from the surroundings of the site were generally used. This practice explains the use of very friable stone. In the case where the items are protected, their conservation does not pose too many problems. This is not always the case, because the majority of the wayside crosses destined to be placed outside, most frequently by the side of a road.

Recently, the Steinsel Council conducted the conservation of all its calvary crosses. The examination of the items revealed that some monuments are extremely damaged. The cross situated between Steinsel and Hunsdorf had practically lost all its sculptural relief and all its inscriptions. An iron bar fixed to the back had caused the erosion of several elements.

The holes have finally been plugged with the aid of reconstituted stone. To give a harmonious aspect to the feature and to protect the original sandstone, all of it has been covered with a coat of whitewash. That will need to be renewed regularly. It was not possible to recreate the legibility of the reliefs.

This case is model for the threats which affect these monuments to popular art and piety.

### Case Study 2 – Rescue of a house

At Septfontaines, the bridges and roads authority, in collaboration with the local government, proceeded to straighten the main road in the village which is a national highway. As part of the scope of these works, it was expected to demolish a historic



## LUXEMBOURG – PATRIMOINE EN PÉRIL



Steinsel, wayside cross after restoration

house, whose current appearance dates back to the end of the 18th century. As the house had not been lived in for about twenty years, the interior had not been modified and maintained its original layout. However above all, the structure assumes a vital importance for keeping the social fabric of the village intact. It is after all located at the corner of a crossroads and is completely free-standing. Its disappearance would have created an empty space in the middle of the village. When the National Sites and Monuments Service got knowledge of this demolition project, it preceded to inscribe the building on the supplementary inventory of national heritage places. Negotiations were initiated between the authorities concerned and the owners. Eventually, the house, classified as a national monument in the meantime, was able to be saved. It is currently undergoing restoration. Sadly other villages have been disfigured by demolitions of this kind.

Au Luxembourg le patrimoine est avant tout menacé par le manque de connaissance et de compréhension, le besoin exagéré d'assainissement et d'amélioration, l'abondance de moyens financiers.

Au niveau d'objets importants, l'aspect extérieur est en général sauvegardé sans trop de problèmes. Du moment qu'il s'agit cependant de réaffecter un édifice, les éléments intérieurs sont sacrifiés sans hésitation : les murs de séparation sont enlevés afin de permettre la création d'espaces plus grands, les plafonds en bois sont remplacés par des dalles en béton, les marches des escaliers doivent garantir une circulation aisée, les ascenseurs sont indispensables, les charpentes historiques sont démolies pour permettre l'implantation de nouvelles fonctions dans les combles. Ces exemples de destruction pourraient être multipliés à l'infini : dallages, portes, fenêtres, stucs etc. Les propriétaires de monuments éprouvent souvent le besoin d'améliorer la situation historique conformément à un état idéal qui n'a cependant jamais existé. Une ferme restaurée ressemble souvent davantage à un petit manoir qu'à une demeure de paysans.

Les menaces qui pèsent sur le patrimoine moins ou peu spectaculaire sont d'un autre genre. Il arrive encore que les services responsables des routes envisagent la démolition d'une maison ou d'un hangar, parce que ces édifices gênent la circulation. Si de tels projets sont réalisés, ils causent toujours des déchirures dans le tissu villageois qui est le résultat d'un long développement harmonieux. Ils entraînent nécessairement une uniformisation qui, à la limite, anéantit l'identité et la spécificité d'une localité. Les trottoirs revêtus de pierres artificielles étrangères au site achèvent ce processus. Comme la circulation ne rencontre plus d'obstacle, la vitesse augmente. Afin de garantir la sécurité des piétons, il est nécessaire de mettre en place des feux ou des bacs à fleurs. Le village devient une petite ville où le piéton n'a plus de place.

Comme le nombre de la population augmente, la construction de nouveaux logements devient de plus en plus urgente. Les prix des terrains poussent souvent les promoteurs à acheter de vieilles maisons qu'ils font démolir pour y construire des résidences. Si en soi la création d'ensembles d'habitations est louable, elle entraîne malheureusement dans ces cas la destruction d'éléments importants du patrimoine rural ou urbain. En plus, les nouveaux édifices ne tiennent pas nécessairement compte du contexte dans lequel ils s'insèrent. Le promoteur s'intéresse évidemment à sa marge bénéficiaire et non pas à la qualité de l'architecture. Il veut avant tout rentabiliser le terrain qu'il a acquis. Il a en plus l'avantage de pouvoir payer des prix qui dépassent la portée de particuliers prêts à restaurer un immeuble ancien. Les victimes de cette évolution sont, dans les villages, les fermes abandonnées et dans les villes, outre les maisons bourgeoises, les anciennes exploitations agricoles ou artisanales situées dans les faubourgs.

L'augmentation des ressources financières se fait aussi sentir d'une manière très brutale dans les cimetières qui ressemblent de plus en plus à des expositions de matériaux exotiques. Les granits et les marbres employés proviennent de toutes les parties du monde. Les monuments anciens, par



exemple néogothiques, réalisés par des sculpteurs de la région, sont remplacés par des constructions banales découpées à la machine. Comme les plantes demandent trop d'entretien, elles n'ont aucune chance par rapport aux dalles polies et brillantes qu'il suffit de nettoyer une fois par an au jet d'eau. En général, les pouvoirs publics ont capitulé devant cette attitude et faute de moyens de contrôle, même des cimetières protégés ont perdu tout caractère. Dans la mesure où ils se trouvent près d'églises classées, même celles-ci s'en trouvent défigurées.

La décomposition de la pierre sous l'influence de différents facteurs constitue une sérieuse menace pour les innombrables croix de chemin qui font partie du paysage traditionnel. Ces monuments étaient en général recouverts d'une couche de polychromie, ce qui constituait une protection qui était régulièrement renouvelée. Le manque d'intérêt et le besoin d'authenticité ont conduit à l'abandon de cette pratique. Résultat : la pierre apparente et nue est exposée aux intempéries auxquelles elle ne résiste pas. D'autres sculptures ont été soumises à un traitement hydrophobe qui empêche l'évacuation de l'humidité, ce qui cause la décomposition de la pierre. Cette menace pèse surtout sur le grès et le schiste d'ardoise. L'emploi de moyens de nettoyage inappropriés, appliqués en plus beaucoup trop souvent, crée des dangers supplémentaires.

Tous ces risques échappent en général aux autorités responsables de la conservation du patrimoine qui ne disposent pas de mesures assez efficaces ou de moyens d'information et de persuasion suffisants.

### Steinsel, croix de chemin abîmée

Le grès de Luxembourg constitue dans l'ensemble une pierre assez tendre et par conséquent facile à travailler. Si dans une première phase elle résiste assez bien aux conditions atmosphériques, elle perd cependant toute dureté au bout de quelques années. Cette constatation a mis fin à l'exploitation des gisements à quelques exceptions près. Par le passé on a en général utilisé des matériaux de construction provenant de l'environnement du chantier. Cette pratique explique l'utilisation de pierres très friables. Dans la mesure où celles-ci sont protégées, leur conservation pose moins de problèmes. Tel n'est cependant pas le cas pour la majeure partie des croix de

chemin destinées à être posées à l'extérieur, le plus souvent au bord d'une route.

Récemment la Commune de Steinsel a fait procéder à la remise en état de tous ses calvaires. L'examen des pièces a révélé que quelques monuments sont fortement abîmés. La croix située entre Steinsel et Hunsdorf a pratiquement perdu tous ses reliefs et toutes ses inscriptions. Une barre en fer fixée à l'arrière avait provoqué l'effritement de nombreux éléments.

Les trous ont finalement été rebouchés à l'aide d'une pierre reconstituée. Pour donner un aspect harmonieux à l'ensemble et pour protéger le grès originel, le tout a été revêtu d'une couche de peinture à la chaux. Celle-ci devra être renouvelée régulièrement. La lisibilité des reliefs n'a pas pu être reconstituée.

Ce cas est exemplaire pour la menace qui pèse sur ces monuments de l'art et de la piété populaires.

### Septfontaines, sauvetage d'une maison

À Septfontaines, l'Administration des Ponts et Chaussées, en collaboration avec l'Administration Communale, a procédé au redressement de l'artère principale de la localité qui est une route nationale. Dans le cadre de ces travaux était prévue la démolition d'une maison historique remontant, dans son aspect actuel, à la fin du 18<sup>e</sup> siècle. Comme la demeure n'était plus habitée depuis une vingtaine d'années, l'intérieur n'avait pas été modifié et conservait sa disposition originelle. L'édifice revêtait cependant avant tout une importance capitale pour la conservation du tissu villageois. Il se situe, en effet à l'angle d'un croisement et est complètement dégagé sur tous les côtés. Sa disparition aurait créé un espace vide au milieu du village. Quand le Service des Sites et Monuments nationaux a eu connaissance du projet de démolition, il a fait procéder à l'inscription de l'immeuble à l'inventaire supplémentaire des monuments nationaux. Des pourparlers ont été entamés avec les administrations concernées et les propriétaires. Finalement, la maison, classée monument national entretemps, a pu être sauvée. Elle est actuellement en voie de restauration. Malheureusement d'autres villages ont été défigurés par des démolitions de ce genre.

ICOMOS Luxembourg



Septfontaines, rescue of a house threatened by road construction



## MEXICO – HERITAGE @ RISK!

Mexico is a country with an extraordinarily rich cultural heritage, ranging from famous archaeological sites such as Teotihuacan to urban districts, for example the historic centres of Puebla or Tlacotalpan.

In Puebla, which was inscribed on the World Heritage List in 1987, there is also the danger that only the listed monuments, especially the religious buildings, will be properly maintained, whereas the great number of privately owned houses will be either neglected or severely altered. Besides, there are many examples of heritage places at risk from all periods, among them the pre-Hispanic cave dwellings of the Paquiné in Madera, adobe buildings at the foot of mountain cliffs, threatened by vandalism and treasure hunting. For our Heritage @ Risk Report, ICOMOS Mexico sent us a list (established by INAH, Instituto Nacional de Antropología e Historia) indicating the damage and necessary repair work for the religious buildings of the 16<sup>th</sup> to 18<sup>th</sup> centuries in the Puebla and Oaxaca region, seriously affected by the earthquake of June 1999, which were at first only provisionally secured: monasteries, churches and chapels in Ahuehuetitlan de Gonzáles, Atlatlahucan, Huamantla, Huamuxtítlán, Ixhuan de Los Reyes, Jojutla, Jonacatepec, Oaxaca de Juárez, Ocuituco, Olinalá, Orizaba, Puebla, San Andrés Cholula, San Juan Bautista Coixtlahuaca, San Pedro Cholula, San Pedro y San Pablo Teposcolula, Santa Catarina Juquila, Santa María Tittepec, Santo Domingo Yauhuitlán, Santiago Chilixtlahuaca, Taxco de Alarcón, Tecamachalco, Tepeyanco, Tetela Del Volcán, Tlaxcala Tlayacapan, Tochimilco, Totolapan, Villa de Tejupam de la Unión, Yautopec, Zacualpan de Amilpas.



Puebla, house in the process of serious decay



San Augustin in Puebla after the earthquake of 1999

◀ San Andrés in Cholula after the earthquake of 1999



## MOROCCO – HERITAGE @ RISK!



Essaouira (Mogador). Second east wall: rising damp due to surface water and rain water, causing stone surface erosion

### Case Study – The Historic City of Meknes

The old Medina (city) was established in the 10<sup>th</sup> century and was the capital during the reign of Alaouite Sultan Moulay Ismail (1672-1727). Meknes is situated 130 km to the east of Rabat, located on the flank of a mountain spur overlooking the valley of the Boufekrane. About 20 substantial houses are of high artistic value, as well as some private family houses with inner courts which have a traditional design concept and architectural vocabulary. These houses are decorated with stucco, faience (*zellij*) and have painted and gilded wooden ceilings. The lanes have overhangs supported by decorated wooden rafters.

In the last ten years the Inspectorate of Antiquities only undertook two small projects. The Ministry of Interior financed six other small projects under the supervision of the Inspectorate. The rising damp in walls caused by leakage can be noticed in many places. The street rain drainage system is not working. There is no study concerning the physical pattern. The traditional craftsmanship should be improved and supported. The potential of tourism should be exploited by improving cultural activities and developing the main plaza.

Funds for conservation projects are very limited. In his ICO-MOS report some years ago, Saleh Lamei suggested including the city of Meknes in the World Heritage List as such a nomination would urge the government of Morocco to pay more attention and give more support to ensure the conservation of these outstanding examples of heritage, but sadly nothing has actually happened to meet these objectives.

Meknes, deteriorated Caravanserai, re-used as carpentry workshop





## MYANMAR – HERITAGE @ RISK!

### Case Study – Pagan

Situated 550 km north west of Yangon, former Rangoon, capital of Myanmar, Pagan was the first unified Burmese dynasty from the 11<sup>th</sup> to 13<sup>th</sup> centuries. Pagan is famous for its approximately 3,000 pagodas stretching over more than 100 km<sup>2</sup> of land on the east bank of the Irrawaddy River. Pagan is on the national tentative list of World Heritage sites.

The Archaeological Department, Ministry of Culture, Government of Myanmar, is conducting the conservation of heritage in Pagan. Among the monumental structures that are

mostly made of brick, there are several monasteries built in teak. Because most of the wooden monasteries were constructed in the 19<sup>th</sup> century, they are not considered as important as the solid monuments of the Pagan Dynasty. Both monetary and human resources are definitely limited so that some of the remote monasteries are being abandoned and becoming obsolete and deteriorating very rapidly. Pagan-gyi temple (see picture) and Pagan-ge temple are among these examples. International aid is urgently needed to save these monuments (see also p. 212).

Yukio Nishimura, ICOMOS Japan

Pagan, Pagan-gyi temple





## NEPAL – HERITAGE @ RISK!

The built and natural heritage of the Kathmandu Valley is vulnerable to natural as well as man-made disasters. Therefore, a strategic plan of action is necessary to prevent, prepare for and mitigate the impact of such disasters. These impacts will increase because of high population growth, a high concentration of houses and commercial complexes, the use of vulnerable building technologies and materials, and numerous unsafe and illegal constructions etc. Of great disadvantage is also the sense of general apathy and a disturbing lack of awareness among the inhabitants. This has led to a growing number of unauthorised demolitions and new buildings in the centres of the three historic cities of the Kathmandu Valley, which have been on the World Heritage List since 1979.

In the centre of Patan alone six historic secular buildings have been demolished and five more drastically altered by additional storeys. No efforts were made to at least save some of the furnishings and decorative details (eg the elaborately carved window frames) and to use traditional materials instead of concrete for the new buildings. One of the most outstanding buildings is the public resthouse in Patan Darbar Square Monument Zone. In September 1999 it was illegally dismantled without the approval of the Department of Archaeology. Although *in-situ* repair would have been possible, the resthouse was reconstructed using new building materials and thus has lost its authenticity.

Another critical example is Itum Monastery in Kathmandu, dating back at least to the 13<sup>th</sup> century. Although the complex retains much of its original configuration, architectural detailing and wood carvings, the future is precarious: the timber roof

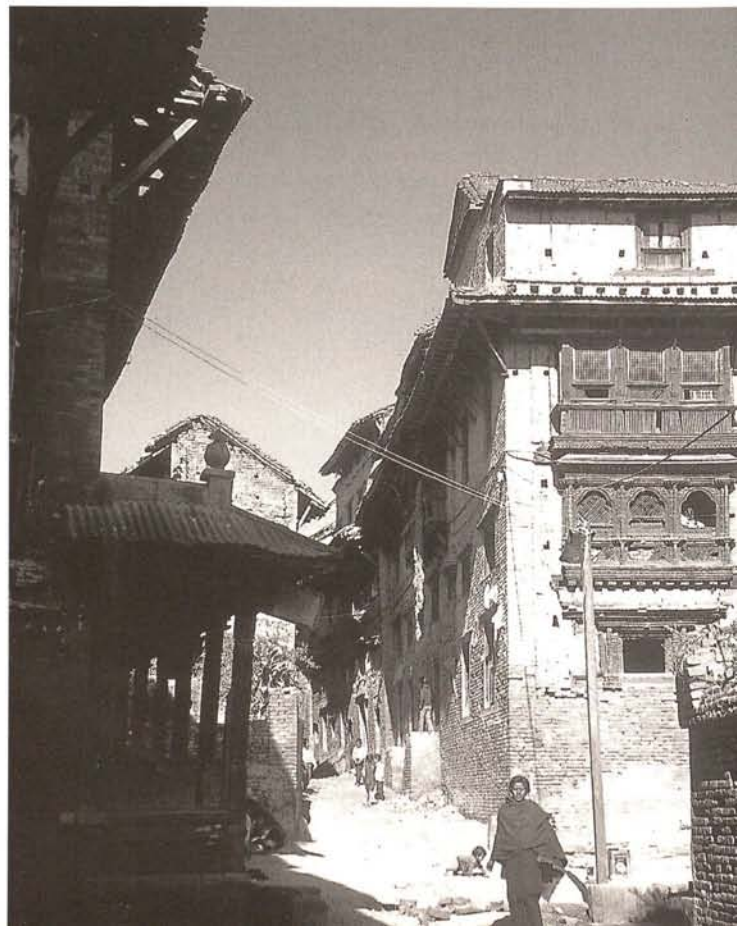


structure is in danger of collapsing, there is no money for repairs and no legal means to prevent a new building from replacing it.

Both examples illustrate some of the major problems of monument protection in Nepal: most of all, the inability to identify, list or protect historic structures which are not in the World Heritage List or under private ownership. There is also an inadequate centralised trust for heritage maintenance created when community trusts were nationalised in 1962.

(Information taken from: UNESCO heute No 1/2000; World Monuments Watch, 2000 List)

Patan, Durbar Square





◀ Monastery area near Katmandu, detail



The historical dwelling buildings in decay are more and more replaced by the customary new constructions



The traditions of vernacular architecture will hopefully be preserved in Nepal (Helambo mountains)



## THE NETHERLANDS – HERITAGE @ RISK!

Registration, protection and preservation of monuments and historic sites in the Netherlands are in accordance with international standards. There are no serious shortcomings or failures, although there are many aspects for which special attention should be requested. These concern the backlog in maintenance and management and the protection of complex structures – such as lines of fortifications and historic parks – in urban and rural areas. Problems of this kind arise even at large-scale World Heritage sites, such as the Defence Line of Amsterdam and the New Dutch Waterline (tentative list).

Also, the legal frameworks are of concern; the high degree of urbanisation requires effective legislation. In this respect, the Dutch legislation contains failings, especially in the protection of areas whose significance is based on combined cultural and natural values.

Especially alarming is the situation for heritage conservation in the Netherlands Antilles. Due to the economic crisis of Curaçao, heritage restoration has practically stopped. We fear that essential parts of World Heritage in Willemstad, especially the neighbourhoods containing public housing, will continue to decay.

Dutch conservation policy consists of several aspects, such

as the identification and listing of heritage places and of townscapes and rural sites, legislation for restoration and maintenance and their financing, historic urbanism, town and country planning, and international affairs. The Historic Buildings and Monuments Act (Monumentenwet) of 1988 forms the framework for further legislation. The Netherlands Department for Conservation (Rijksdienst voor de Monumentenzorg, RDMZ), is the main player in this field, responsible for upholding these laws. Because many of the heritage places are privately owned, private initiative is vital. Nationwide, some 1000 private organisations (NGOs) deal with cultural heritage places, or with special categories or sectors of them.

In the Netherlands, there are more than 45,000 monuments listed by the State, of which the majority dates to before 1850, and more than 300 protected townscapes and rural sites. Apart from this number, many heritage places profit from municipal (30,000) or provincial protection. After fifteen years of work, in 2001 we expect to finish a project of recording inventories, selecting and registering examples of modern town-planning and architecture of the period from 1850 to 1940. The result will be an extension of the list with some 12,000 newly chosen heritage places.

Willemstad, Curaçao (Netherlands Antilles), historic area of Willemstad (on the World Heritage List since 1997): There is a great contrast between residential areas and commercial areas. Both are part of the World Heritage site. Cutbacks to finances and an administrative crisis put practically all conservation programs to a stop.



Willemstad, the neighbourhood of Scharloo. The monuments, used by banking and cultural institutions, have been restored.



In the field of heritage restoration, the Netherlands has begun to diminish its arrears in financial terms. After years of decreasing budgets for restoration and maintenance, the policy has changed. In the last couple of years, the governmental budget for restoration and maintenance has increased. Only the restoration of very large and complicated buildings is not always guaranteed, because the allocation of the government budget is decentralised. In 1999, one million guilder have been reallocated to a hundred of these large-scale restorations.

During recent years, strategies have been developed to preserve the whole context of a heritage place, both in space and time. One could think of valuable structures such as rural estates, fortifications, lines of defence, canal zones and (post-war reconstruction) architecture in their context of urban planning. A number of Dutch World Heritage sites, such as the Defence Line of Amsterdam and the Mill Network at Kinderdijk, Schokland, and the Beemster Polder can be rated among these complex structures. The protection and dynamic development of these large scale sites is a severe challenge. Their size and complexity require an integrated approach of maintaining the whole area, with respect to content and financial aspects. This method of undertaking conservation related to urban and landscape planning is a new challenge which has to find its place in the ongoing process of spatial planning.

A review and the amendment of the Monument Act 1988 has

been wanted for a long time. Aspects to be evaluated are the policy of decentralisation that began a few years ago, the mutual co-operation of architectural analysis and archaeology, the incorporation of heritage conservation concerns in town and country planning, and sufficient legal frameworks in connection with other legislation (the law on Town and Country Planning, the law on Protection of Nature, the law on Housing). The RDMZ is trying to formulate a more consistent policy on restoration and maintenance. The wish and necessity of such an integrated policy has existed for a long time.

Cultural heritage places are part of the everyday environment, many people even live and work in them. For this reason they are an accessible form of heritage for a large number of people. They are in fact good examples of cultural heritage sites in which the limits of notions as "high culture" and "low culture" tend to disappear. The success of National Heritage Day proves year after year how accessible heritage is.

In the scope of international affairs, special attention has to be drawn to the overseas heritage of the West Indian Company, which is in an alarming state. Following the work undertaken for the heritage of the VOC (Dutch East-India Company), additional efforts are a prerequisite.

ICOMOS Netherlands



Willemstad, the neighbourhood of Otrobanda. Only a part of the area has been restored; many others are still very run down and impoverished.



## NEW ZEALAND – HERITAGE @ RISK!

New Zealand has various forms of heritage that are endangered, as discussed below:

### Archaeological heritage and associated cultural landscapes

These are affected by urbanisation and sub-division in the northern North Island, eg Papamoa, Manukau, Pouerua.

Significance – reflects the cultural and economic history of Maori and early European settlement.

Threat – archaeological sites individually and cultural landscapes collectively are overrun by urban and semi-urban development with protected remnants inadequately representative of heritage.

Possible Solutions – pro-active cultural heritage management planning at the district council and national level to establish protection zones in which rules apply that effectively protect archaeological heritage and associated cultural landscapes.

### Cook Landing Site National Historic Reserve, Gisborne

Significance – First landing site in New Zealand of British navigator, Captain Cook; site of the landing of the Horouta *waka* (tribal canoe); site where the two cultures first met; and site of major botanical collections.

Threat – Reclamation over the years means that the site is no longer beside the sea. In 1990 a Cone of Vision was negotiated which gave clear views to the sea, but this is not being upheld. Port development is encroaching on the Cone. A lack of understanding of, and recognition of, cultural landscapes.

Possible Solutions – Several parties are in negotiation at the moment to look at solutions to the Cone of Vision issue. One proposal being investigated currently is an impressive on-site interpretation centre which presents all the histories of the area, eg *ivi*, Cook, early development of Gisborne Port Company and looks at linking the site with the sea in other ways to the Cone of Vision.

### Earliest colonial heritage and associated cultural landscapes

New Zealand's earliest colonial heritage and associated cultural landscapes are affected by encroaching incompatible development, eg Kerikeri, Russell, Paihia, Waimate North.

Significance – reflects the cultural and social history of the meeting of Maori and European populations.

Threat – the loss of cultural landscape values as a result of the incompatible encroachment of sub-division and development, and the detrimental impacts of road and bridge construction and other infrastructure on the historic fabric.

Possible Solutions – pro-active cultural heritage management planning at the district council and national level to establish heritage protection zones which control encroachment, and intervention by central and local government in collaboration to address the detrimental impacts of infrastructure.

### Auckland volcanic landscape

This landscape is at risk, especially the surviving dozen major volcanic cone terraced towns, and the two surviving samples of historic stone-fields. Other major items include Rangitoto volcano, and special smaller items, such as caves.

Significance – a major centre of Maori settlement, from the time of the arrival of the various tribal canoes in the 14<sup>th</sup> and 15<sup>th</sup> centuries at least. It is also a major centre of European settlement, the focus of urban development from 1840, and now supports a third of the country's population in a mega-metropolis.

Threat – the continued redevelopment of urban areas and development of the surrounding countryside, devastating both the Maori landscape and the early historic archaeological landscape, as well as the built heritage, industrial, public, and domestic.

#### Possible Solutions

- Promoting historic and cultural heritage management policies and concepts, to add to the present focus on the “natural” heritage.
- Establish a Trust with a purchasing capacity to acquire landscapes and sites of historic and cultural heritage.
- Promote professional training for field management staff in public organisations that are responsible for managing heritage landscapes and sites: such as the Regional Council, District and City Councils, the Department of Conservation.
- Public financing and staffing of a professional heritage recording scheme, based on the New Zealand Archaeological Association Site Record File system.

### Modern (post-1940s) buildings

Significance – represents growing social and economic stability, the development of New Zealand architects and visions, engaging in new building theory and technological innovations. They also represent a new context of heritage, which is not linked to concepts of age or visual “beauty”.

Threat – demolition and inappropriate refurbishment or re-fitting.

Possible Solutions – Increased education as to New Zealand's historic heritage, especially embracing heritage that is not necessarily old or “pretty”. Pro-active cultural heritage management planning at the district council level to recognise and plan for more recent heritage buildings.





Wellington, Broadcasting House. A customary built building comprising radio recording suites and studios, completed in 1963 for the New Zealand Broadcasting Corporation, demolished in 1997.



Tolaga Bay Wharf, Gisborne District

## Maritime heritage

For example, Tolaga Bay Wharf, but also including many wharves and maritime structures around the coast.

Significance – many wharves are historically significant for the movement of people, produce and ideas around New Zealand and beyond. Tolaga Bay Wharf in particular, has connections with farming and maritime heritage, concrete technology and has cultural significance for the people of the Bay who today are trying to raise funds for reports detailing options for its conservation. It has significance in terms of collective values

when put in the context of the Cape and Tokomaru Bay Wharf and the like.

Threat – destruction, neglect, lack of recognition of heritage value and significance.

Possible Solutions – national inventory of maritime heritage, pro-active cultural heritage management planning at the district council level.

## “Humble” heritage

For example, seaside *baches*

Significance – many examples of “humble” heritage can say more about New Zealand’s cultural and social identity and development than can grander gestures. An example is the seaside *baches* which encapsulate the Kiwi (New Zealand) sense of innovation, of “making-do”, and of low-key technological solutions. Many *baches* are constructed of basic materials or may be a conversion of some other form, such as a railway carriage.

Threat – demolition, changed zoning and local government regulations, perceptions that “grander is better”.

Possible Solutions – identify themes and types of “humble” heritage, undertake national inventories of humble heritage, including clusters of *baches*, work co-operatively with local government to regulate for the retention of humble heritage such as *baches*.

## Historic heritage in conflict with natural heritage values

This is not being taken into account as part of the decision-making process for New Zealand’s apparent natural environment areas.

Significance – much of New Zealand’s Maori heritage and first settler heritage may be found within natural areas such as so-called wilderness areas, forests, and coastlines; they present an important story of human interaction with the natural environment.

Threat – the implicit assumption that natural heritage values take precedence over cultural heritage, the lack of understanding of historic heritage values, damage or destruction of historic heritage through maintenance or enhancement of natural heritage.

Possible Solutions – work more co-operatively with Department of Conservation, Regional and Local Councils and other land managers to educate them about historic heritage values, develop management plans and regimes (planting plans etc) which can adequately take account of both sets of values.



## NICARAGUA – HERITAGE @ RISK!

### Case Study – Damage caused by the Earthquake to the Historic Centres of Masaya and Granada Cities – July 2000

On 7 July 2000 at 13.00 hours, the Pacific border of Nicaragua was shaken by an earthquake of 5.8 magnitude on the Richter scale. The cause was due to the activation of several seismic faults located between the cities of Granada and Masaya (45 and 30 km distant respectively) to the east of the Nicaraguan capital, Managua.

After the earthquake, there was a serial process of shaking known as “seismic clusters” with less intensity than the first one, but those maintained the difficult situation for the entire week.

Granada and Masaya are colonial cities; both of them have been declared Cultural and Historic Heritage of the country. Both of them have well-defined historic centres, supported by a Conservation Pattern (in Granada) and by revitalising programs (in both cities).

According to the data of the Nicaraguan Institute of Territory Studies (INITER), the Ministry of Environment and Natural Resources (ANIA), the Nicaraguan Chamber of Construction, and the Ministry of Transportation and Structure (MTI), the major damage occurred in the Historic Centre of Masaya and to some important monuments of the Historic Centre of Granada, as well as to some colonial monuments located in the small cities surrounding those centres.

The causes that induced that damage were as follows:

- Alterations of structural joints of the wooden roofs
- Lack of general maintenance of the buildings
- Alterations in the structure of adobe and *taquezal* walls

Masaya, collapsed adobe house in the historic centre



Collapsed adobe house in the historic centre of Masaya, damages caused by the earthquake of July 7, 2000

### Current Situation

People have started the demolition of houses, especially those built in the traditional way (adobe and *taquezal*). The technical authorities of the municipality, especially in Masaya, have approved all of these. There is no control and / or strict verification of the damage suffered by the structures to an evaluation before decisions for demolition or repair. At the same time, people have started repairs that in most cases do not have technical assistance. There, the mistakes are repeated and can eventually cause a weakness in the construction.

### Prediction

The probability that seismic faults become active again is very high, and earthquakes with high intensity may occur. At the moment, programs of specialized technical attention are too limited to cover the needs for those cases of partial or total reconstruction in houses located in the historic areas. It is possible that in many cases there is no strict control of the quality of materials and / or qualified workers.

If these seismic occurrences are repeated, the majority of the historic houses and monuments in both Historic Centres, Masaya and Granada, will collapse or will be seriously damaged with no probability of restoration.

### Conclusions

It is necessary to get financial support to create a fund for the program of restoration and reconstruction to allow the population of both Historic Centres, especially Masaya's, to rebuild and repair their houses in the proper manner. The existing resources are not enough to cover the demanding needs of Masaya's population. There is a great need of specialised technical supervision in order to avoid more damage in the future than those that we had in July.



## NORWAY – HERITAGE @ RISK!

Cultural heritage places, monuments and sites of national importance can be protected under national legislation (the Cultural Heritage Act). Cultural heritage of regional and local importance can be protected under the Building and Planning Act.

The Directorate for Cultural Heritage is under the Ministry of the Environment. The Directorate is responsible for the management of all archaeological and architectural monuments and sites and cultural environments. The following agencies are responsible for the day-to-day management:

- County level Cultural Heritage Management exists in all 18 counties. This service advises the county administration on questions of conservation and protection of cultural heritage and environment in the planning process at county and municipality level.
- Local Council Cultural Heritage Management can be found in some towns and local councils. This service advises the municipal council on questions of conservation and protection of cultural heritage and environment in the planning process.
- The Archaeological Museums in Oslo, Stavanger, Bergen, Trondheim and Tromsø administer excavation and investigation of archaeological sites.
- The Maritime Museums in Oslo, Stavanger, and Bergen, and the Museum of Natural History, Archaeology and Social History in Trondheim and Tromsø Museum are responsible for the underwater archaeological sites on the sea bed.
- The Council for Sami Cultural Heritage has its own organisation, with the same tasks as the county cultural heritage management.
- Cultural Conservation of Svalbard is administered by the Governor, in accordance with the cultural heritage regulations for Svalbard.

### Norway's Cultural Heritage

Archaeological sites have been protected since 1905 and until now 300,000 automatically protected objects at 70,400 sites have been recorded. Huge areas in the forests and mountains have still not been investigated. The average loss of archaeological sites is 0.7% each year, much of this is a result of ploughing of fields. In some areas the loss of gravel is more than 50%.

Rock art in Norway dates back 7,000 years, and many sites are endangered. 1100 sites with 31,800 motifs have been recorded. Observations and research during the last 25 years show that 94% of the rock art is damaged. The reason for this damage is not clear. A probable explanation seems to be climatic influence, pollution and the interference of human beings. In 1996, Norway started an ongoing project on safeguarding its rock art.

We do not have an exact number for underwater archaeological sites, but we have estimated it to be about 3,500 sites with thousands of objects of which 400 sites are given priority. The pressure of coastal development, harbours, offshore activities, and shell sand excavation is threatening these underwater sites.

Norway still has some hundreds of unique wooden medieval houses, 255 of these having been restored over the last 8 years. Of 2000 medieval wooden churches, 28 stave churches are left,

and many of them are in a poor condition. Although great efforts to restore and protect them have been made, damage by the climate and tourism is serious.

There are still 160 medieval stone churches left in Norway and 70 ruins of churches, monasteries, castles etc. Some of them, especially the ruins, are endangered. The reason is previous maintenance using inappropriate modern techniques and materials, vegetation growth, damage by frost, mechanical wear and tear and wanton destruction.

Norway has 6-7 medieval towns, and their cultural layers are very important sources of information. Every time a site has been fully excavated, a cultural layer is lost and interpreted according to our present scientific understanding. We need to protect areas for future excavation when new scientific methods and skills will have been developed.

There are 1,230 enlisted and protected building groups with 2,950 buildings in Norway. 85% of these buildings are in rural areas and connected to agriculture.

### Wooden churches

The number of wooden churches dating from the 17<sup>th</sup> and 18<sup>th</sup> century is 185, and they are typical of the northern European region. There are still 130 churches dating to the period 1800 to 1850, and approximately 900 built after 1850, 50% of these being of historical interest. The damage to these churches is mainly the result of overheating and cracking of the wooden and painted decorations. We must also mention that the introduction of new materials since the 1970s, especially plastic wall paints, has caused great damage.

### Industrial and technical heritage

The protection of 31 technical cultural heritage places receives priority in Norway. In addition there are many others which are not protected and which are of great historic value. The complexity of the heritage place, their size and a lack of knowledge about their maintenance increases the danger of losing this industrial heritage.

### Buildings owned by the State

Historic buildings owned by the State are recorded, but not protected by law. During recent years, the Directorate of Cultural Heritage and other ministries have developed conservation plans for:

- Coastal administration: Historic lighthouses
- Railroad company (NSB): Stations, bridges, water towers, etc.
- Military defence: Fortifications, airports, barracks etc (1,300 items are proposed to protect)

### Ships and Vessels

In 1999, 162 floating vessels were listed and protected in some formal way. 121 received financial funding, and 3 maritime centres were established for the restoration of old vessels. Corrosion in salt water, mechanical wear and tear and poor maintenance



nance are the main reasons for the endangered boats. The condemnation of the fishing boats has for many years been a threat to the protection of historical vessels in a good condition. The ownership, management and maintenance of most of these ships is based on voluntary efforts.

### *Recorded but unprotected buildings*

540,000 buildings built before 1900 were recorded between 1973 and 1998 all over Norway. These buildings have no legal protection and most of them are a part of farms. These buildings are of great historic value as they represent an enormous source of knowledge of former craftsmanship, use of materials and ways of life. Research in some communities has given the depressing result that 15% of these buildings have disappeared in the last 20-25 years and 20% have been badly damaged. Without a large-scale repair and maintenance program, 35% of the buildings will be lost within 10 years. If these buildings are not taken care of, there will be virtually none left in 80 years time.

### *Museum buildings*

329 Norwegian museums own 4700 historic buildings, mainly as part of open-air museums. A long time with a lack of maintenance has led to a great extent to the exchange of authentic building materials.

### *Historic Sami sites*

The cultural heritage places and sites of the Sami people are not systematically recorded.

## Groups of cultural heritage places

### *Historic wooden towns*

Norway has 54 wooden towns and villages with 13,000 buildings. The greatest risk to these structures is fire.

### *Agricultural landscapes and farmsteads*

104 cultural landscapes receive priority. Reports for these areas have been provided, but we do not have any surveys for the condition of these landscapes. Every year 5000 acres of land is under urban development, most of this area being within the suburban rural landscape.

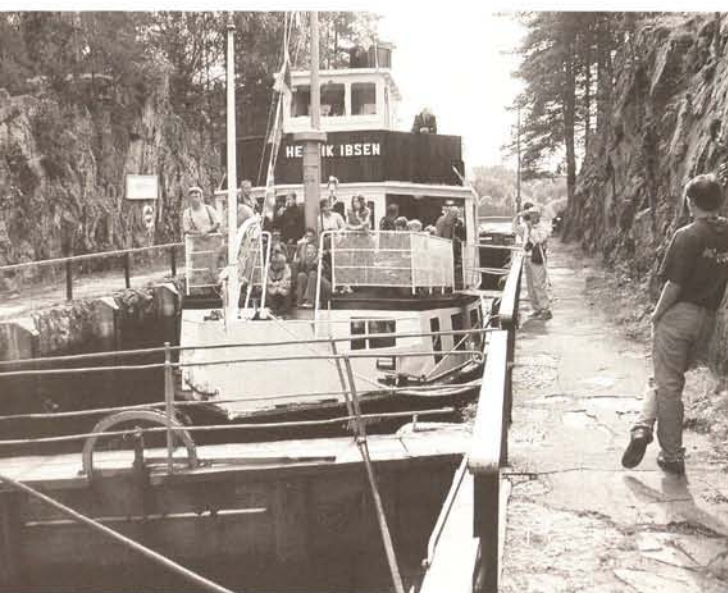
### *The Arctic area*

Half of the archipelago of Svalbard has been recorded, and sites have been found ranging from walls to hunting sites dating to the 16<sup>th</sup> century and the mining industry from the 20<sup>th</sup> century. The tough climate, erosion and increasing tourism are today the greatest threats to the cultural heritage of the islands.

## General threats

### *Agricultural development*

Norway has 180,000 agricultural properties and in connection with these, farm buildings represent the largest number of cultural heritage places. Every year for the past 15 years, 2% of



An old floodgate as technical heritage



farms are closed down and partly abandoned. Outhouses are losing their function and are no longer maintained. Deep ploughing destroys archaeological sites and cultural layers.

### *Forestry*

Building of roads, heavy forestry machinery and gravel pits are threatening unknown archaeological sites in outer areas. Training courses in cultural heritage in the forest have been organised for more than 12,000 forest owners and workers and forest certification will help to diminish the loss of this cultural heritage.

### *Communication*

The development of road and railway networks, harbours and airports are claiming huge areas in Norway, posing a great threat to all cultural landscapes and archaeological sites. 1% of all loss can be traced back to communication and infrastructure projects.

### *Military*

The military forces are in the process of reorganisation and rationalisation. Many old camps and some training fields are abandoned, but new training fields are also being planned. The largest interference in nature, an area of 250 km<sup>2</sup> that includes 3,000 archaeological sites is now being planned in eastern Norway under the name of "regional training fields for eastern Norway".

### *Hydro-electric power*

New hydro-electric dams are still being planned. The resultant artificial lakes will cover enormous areas with many historic sites.

## Case Study – Historic Ships

The protection and restoration of historic ships raises manifold problems. Here three examples:

"Forlandet" was a whaling ship built in 1921 in Norway for hunting from Grytviken on the South Georgia Island. Today the vessel is owned and restored by a voluntary organisation.

"Lady Elisabeth" is a barque, aground on the beach at Whalebone close to Port Stanley, Falkland Island. The three master iron barque was built in 1879 in Sunderland. 1906 the barque passed to the Norwegian flag. In 1913 the ship left Vancouver for South Africa, came into a hurricane and was badly damaged and tried to reach a harbour on Falkland Island when it went aground. Compared to the long time the ship has been lying on the shore it is still in a surprisingly good condition.

"Borgenes" is a steamer built in Canada in 1942 for the British government as escort vessel with the name –276 Cailiff, belonging to the Western Isles-class. The ship was used in convoy escorting across the Atlantic. The ship was bought in 1947 by Heinsa AS in Kristiansand in Norway and was rebuilt as a trawler and given the name Borgenes. The ship is very important as pioneer in the development of the trawling fleet and it is the only steam trawler left. It is also one of the very few escort vessels from the Second World War. The ship was saved from being dismantled a few years ago and is now under restoration.

ICOMOS Norway



Example for an endangered farmstead, a blockhouse protected by a provisional roof



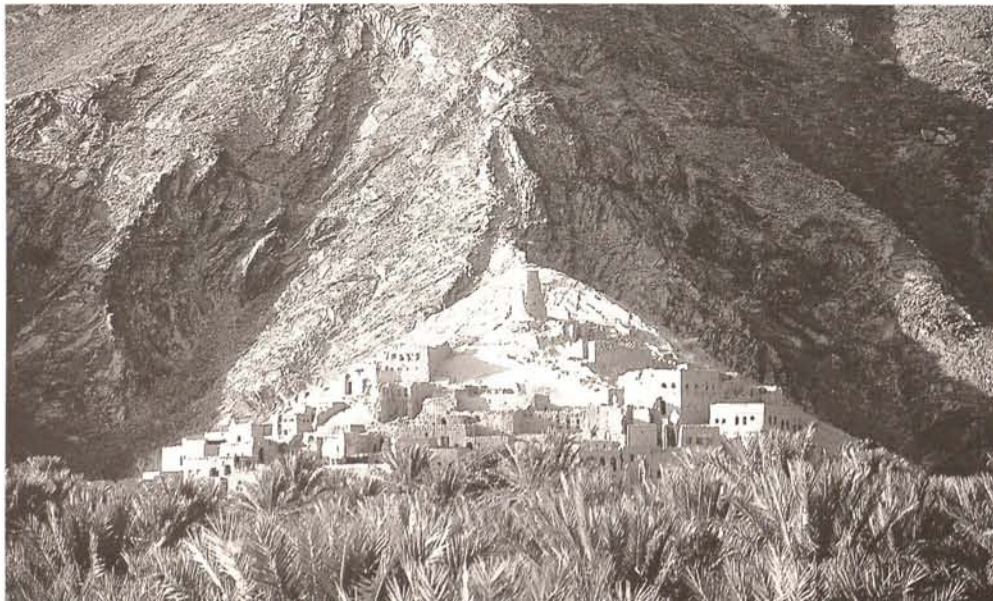
## OMAN – HERITAGE @ RISK!



Mirbat (South Oman), collapsed house of a rich merchant (Beit Sidouf)



Mirbat, collapsed house



View of the city of Birkat (North Oman)

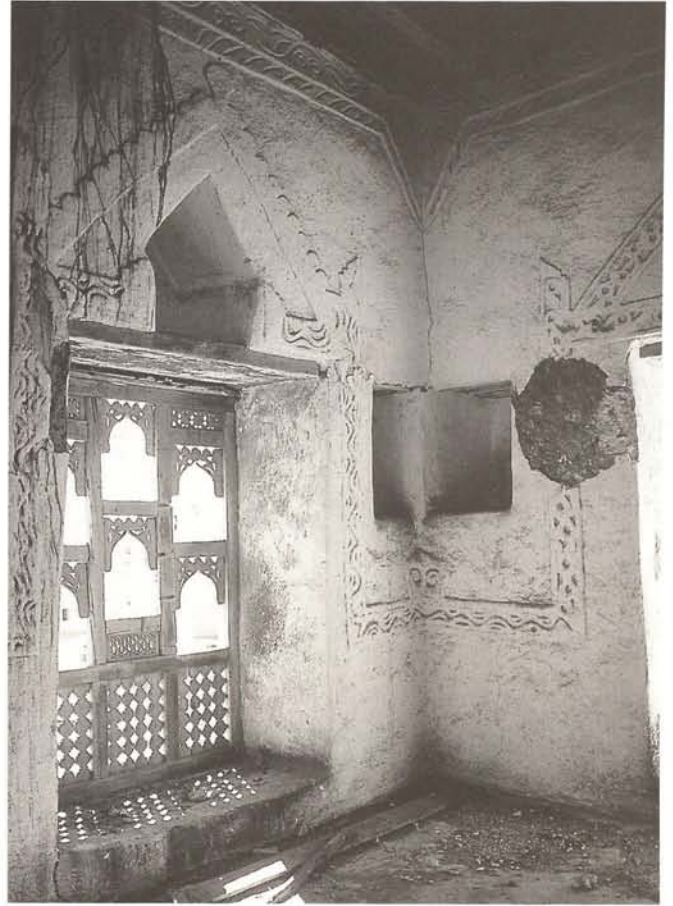


When Oman made its great development in the early 1970s towards a most modern nation, a major change also took place in the lifestyle: people left their traditional housing and built new houses with modern material and equipped for the comfort of air-conditioning. This resulted in an almost unique phenomenon: the desertion of almost all traditional settlements beside which new settlements were built. Today we still can count more than seventy traditional complete cities and almost innumerable small settlements and house complexes built of mud brick on stone foundations in the north and stone and wood houses in the south of Oman. Out of the complex of traditional architecture only the many forts have been preserved, of which one, Bahla, is on the World Heritage List.

As in many young nations, in Oman also traditional housing does not yet have a high value in public opinion. This may be one of the reasons why they are not yet protected heritage places and why the mostly private owners of the buildings do not take care in maintaining them. Therefore these cities and settlements stand like ghost cities: roofs are collapsing, streets are empty, walls are deteriorating with the wind and rain.

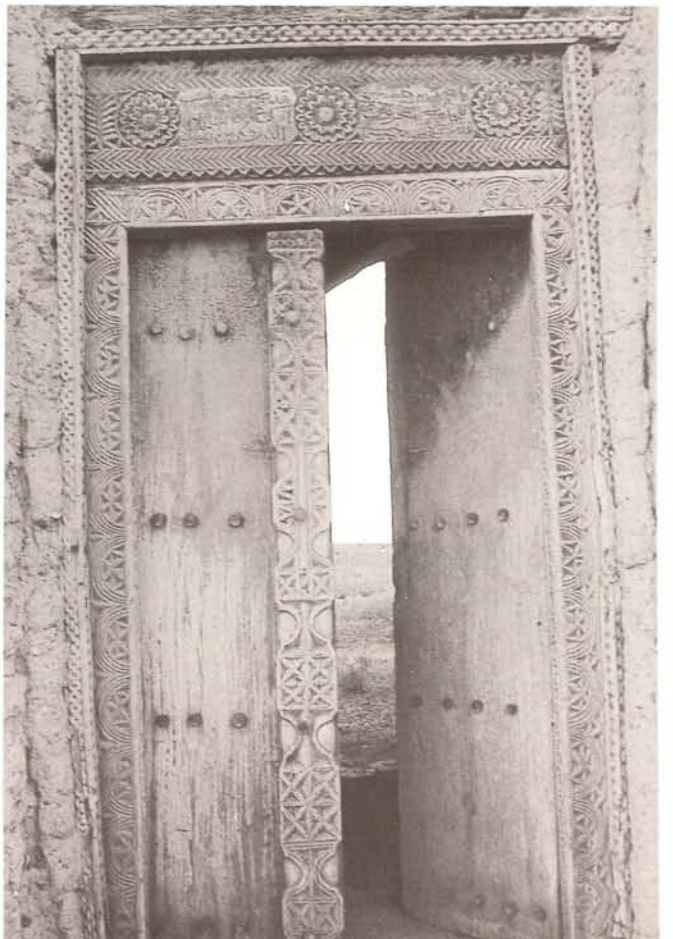
In less than 10 years even the still-standing buildings will be eroded to a heap of clay, and the remaining wood will be taken away by people. The most recent trend has started: antique dealers have begun to collect the old delicately carved doors, window frames and utensils, which often are still in the rooms. Antique pieces of the abandoned towns and villages are sold in the antique markets of Muscat and Nizwa.

As a massive endangered record of Oman's past, these cities and villages have to be documented and their most precious settings and buildings preserved. A very recent program is considering the full documentation of this cultural heritage. In addition, Oman is one of the first countries, which has included conservation programs in archaeology.



Interior of a house in Mirbat

Maybe, the carved door will soon become the booty of an antique dealer.



## Case Study 1 – Mirbat, South Oman

Mirbat, like most of the other sea towns in the province of Dhofar, South Oman, was also involved in the frankincense trade. It took over the port tradition from al-Balid in the 17<sup>th</sup>-18<sup>th</sup> centuries and became a well-known port, trading also with Hadramaut, whence architectural influence still can be seen. Today, almost the entire historic city has been abandoned in favour of a new centre built in concrete. One of the largest structures, the Bayt al-Siduf, a merchant's house, has even almost completely collapsed, but still shows the former beauty of the traditional architecture.

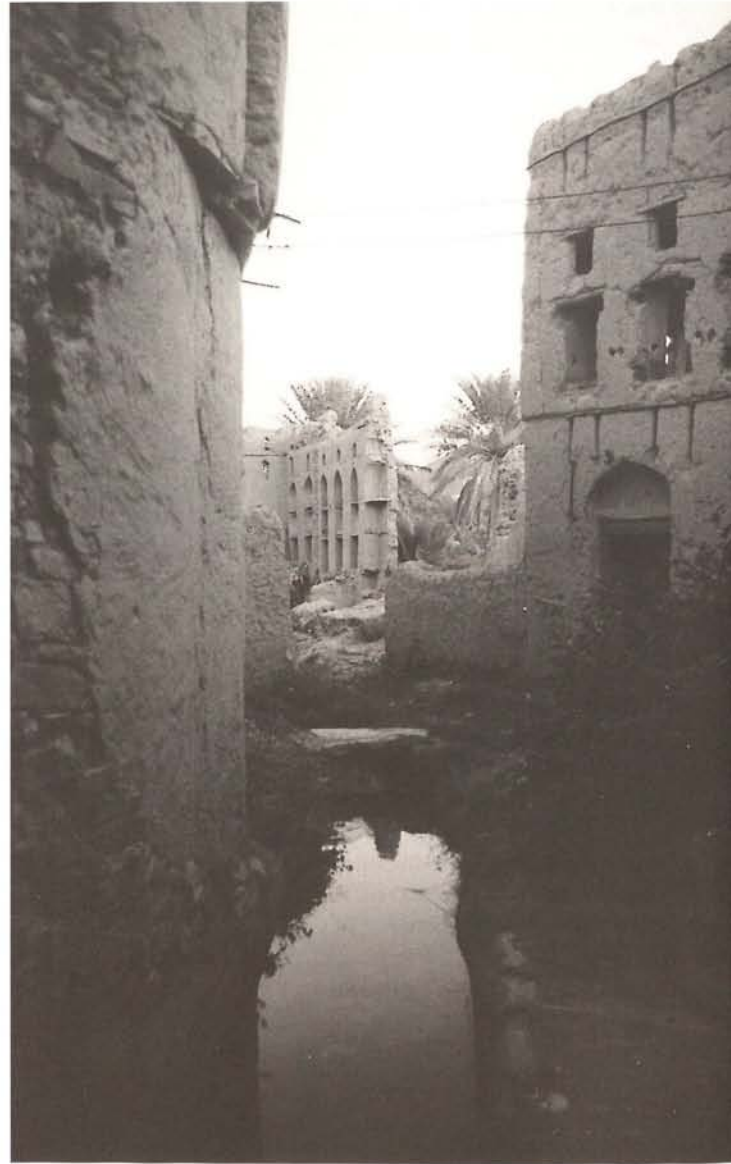
Mirbat, like Taqah and Salalah, are witnesses to Oman's glorious past as a seafaring nation. Therefore, the old quarters of these cities should at least be documented and, if possible be preserved for the coming generations.

## Case Study 2 – Birkat al-Maws, North Oman

The city of Birkat al-Maws lies at the foothills of Jabal Akhdar between the historic towns of Izki and Nizwa, again two examples of fast disintegrating historic places. Birkat can be seen from the major road leading to Nizwa, where a modern city has replaced the old quarters. The city comprises city walls, hundreds of houses with *falaj* systems and elaborate bath houses and a fort on top of the city.

Michael Jansen, ICOMOS Germany



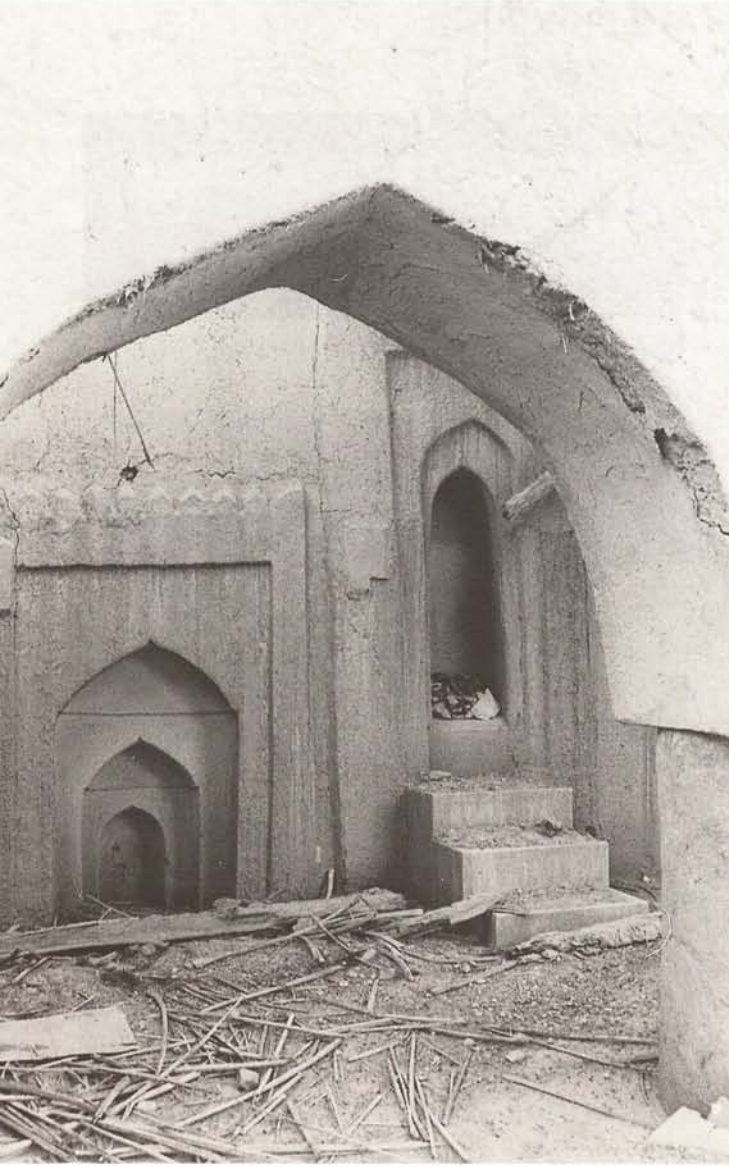


◀ Decaying houses in Birkat (North Oman). Not only in Oman but in many other countries of the Arab World the testimonies of historic earthen architecture are threatened by decay. Even the ruinous state still shows the beauty of this architecture. ▶



◀ The town of Izki surrounded by a wall has been left to decay. ▶







## PAKISTAN – HERITAGE @ RISK!

### Some Case Studies:

#### Mohana Boat People on the Lower Indus in Sind

The roots of the Mohanas go back quite far in history, perhaps even as far as to the Indus Civilisation of the 3<sup>rd</sup> millennium BC. At least an amulet found in the Bronze Age city of Moenjodaro shows the same type of flat bottom boat, which even can be seen today being used by the Mohanas. Before the construction of the large barrages across the River Indus like the Sukkur Barrage (1930) the Mohanas used to travel all along the Indus; from the Himalayas down to the sea. Since then their movements have been restricted. Some live on their boats near the city of Sukkur, some near Moenjodaro and several on the lake Manchar, one of the largest sweet water reservoirs of the Indian Subcontinent.

Since the late 1970s many of them have been forced by the Government to leave their boats and to settle along the Indus. Having always been river nomads, living on beautifully carved wooden boats in village communities, they are highly endangered being forced to leave their traditional environment. Only few have been left up to now. Little is known about the Mohanas and with them an important cultural group will disappear forever.



Seal of an Indus boat (3<sup>rd</sup> mill. BC, Moenjodaro)



Mohana boat, similar to the boat on the Indus seal



Group of boats forming an amphibic village



Ferry service for a camel caravan across the Indus near Moenjodaro





Group of boats

Mohana boat-people on the lower Indus in Sind



Mohanas on their boats





Moenjodaro, the Buddhist Stupa with Harappan structures in front



Moenjodaro, salt pater in a burnt brick wall, lower city



Moenjodaro, street and architecture in the lower city

Moenjodaro, aerial photograph of the Great Bath



## Moenjodaro: Bronze Age City in Lower Sind

The city of Moenjodaro is known to the international audience through the UNESCO Campaign *Save Moenjodaro*, which was successfully closed two years ago. In spite of all activities and international support, it seems to be that the Pakistan Government has difficulties to keep up scientifically with the continuation of the conservation / maintenance program. The program suggested by UNESCO, being regular maintenance with control of the salt-endangered surfaces plus mud brick conservation seems not to be able to be executed to the needed standards. According to its significance as probably the largest Bronze Age city of the world, further attention should be given to this again endangered World Heritage Property (see also p. 223).

## Makli Hills, Lower Sind

The Makli Hills are a low ridge along the river Indus, approximately 80 km north east of Karachi, close to the city of Hyderabad, the former capital of Sind. In the late 15<sup>th</sup> century this area became a major burial ground for thousands of Moslems who wanted to be buried close to the graves of some famous saints. One of them was the famous Nizam-ud-din whose grave shows a rare blend of Moslem and local tradition. This tradition of saints in Islam is very rare as it is connected to the mystic Islam, which was (and still is) practiced in the north west Indian Sub-Continent (eg in Sehwan Sharif with the tomb of Lal Shabas Calandar whose tomb is visited both by Moslems and Hindus.). Probably one of the largest cemeteries (more than 500,000 graves), Makli reveals extraordinary grave architecture, which is highly endangered not only by neglect through neo-fundamental Islamic movements, but also through incompetent conservation work by local authorities.



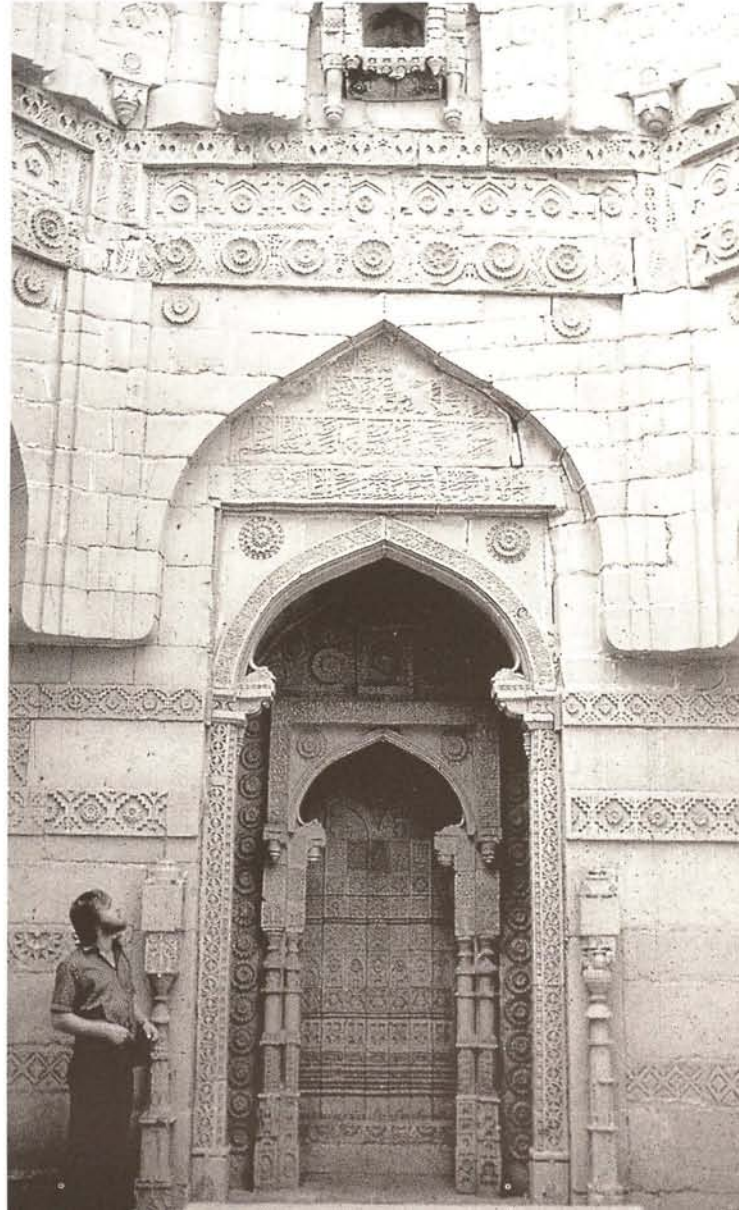


Makli, collapsed pavilion



Makli Hills (Sind), Tomb of Nizamuddin, 15<sup>th</sup> century

Makli, interior of Nizamuddin's tomb ▶



Makli, a tomb in the state of collapse





## PANAMA – HERITAGE @ RISK!

A key issue for heritage conservation in Panama (although not exclusive to it) is the insufficient institutionalisation of heritage management principles and requirements. This problem is compounded by the lack of resources allocated to the state bodies that have responsibility for heritage, as well as a lack of administrative structures to implement what legislation and regulations exist.

This lack of ability to manage Panama's heritage is evidenced with all the country's forms of heritage, but is perhaps most keenly visible at the two cultural World Heritage sites in Panama, the Fortifications on the Carribean Site of Panama: Portobelo-San Lorenzo and the Historic District of Panamá, with the Salón Boliva. Both sites have not had any active management since their listing, being completely abandoned, and have no management infrastructure. There are no management plans or conservation policies for these places, nor visitor presentation and interpretation, and no access controls.

Some aspects of heritage are at great risk, as they have never received a high priority, mostly due to the lack of expertise to deal with it. This is the case with the archaeological resources of Panama, which like so many Central American countries, has not developed archaeological heritage management expertise. This means that there is no comprehensive identification of this heritage by ground survey and other means. Without such identification, with a frail infrastructure and limited skills to ensure that such survey takes place prior to development projects, it is

likely that much of Panama's archaeological and prehistoric heritage has been subjected to looting and sub-surface sites ignored during major earthmoving works. It is therefore a positive sign that now with the assistance of the Chilean heritage authorities archaeological survey mapping has just begun.

It is also encouraging that *patronatos* are being actively established to foster private donations for specific heritage buildings and sites, including Panama Viejo (the Historic District) and more recently the Portobelo site. Their enthusiasm and energy, however, needs to focus on proper management and conservation techniques and principles, availing themselves of adequate professional expertise.

This lack of any institutional sense of heritage management is currently all the more a threat to Panama's heritage as the Panama Canal Zone has just reverted to Panama by the United States. While the canal proper is well managed, the early managerial and residential communities that grew in association with it are now being privatised on a piecemeal basis, without any restrictions on the part of the owners to alter them at will. This constitutes a grave danger in that it is diminishing, perhaps even eliminating, the historic character and significance of these sites and landscapes. The features of this major and very important heritage element of the world's transport and communication system is at risk if the very best heritage management practice is not put in place for it immediately.



## POLAND – HERITAGE @ RISK!

In Poland the heritage items and urban districts, listed in the register of monuments and found in legally protected areas or in private as well as public collections are included in the government legislation concerning cultural objects and sites dated 15 February 1962. Its text has been frequently revised, including as recently as in 1999.

The Minister of the National Cultural Heritage together with the General Conservator of Monuments, are working based on this new Act (based on the remarks and comments of the parties interested in the subject).

Those responsible for the protection of cultural monuments are:

- at the central, government level – the General Conservator of Monuments with his Office and the Minister of Culture and National Heritage with related institutions dedicated to protecting cultural heritage places, monuments and sites.
- at the provincial district level – the Monument Protection Agency acting within district detachments of 16 provinces administrated by their responsible Provincial Heritage Conservators. These detachments have their own delegations placed in 34 locations at village and county levels.
- the responsibility of taking care of heritage places lies with the owners and users.

### Principal Dangers

In Poland dangers to monuments vary with type and kind of monuments:

- Fire hazard to heritage built of wood.
- Dangers created as a consequence of modernisation as well as the transformation of the ownership of industrial heritage sites.
- Dangers to military cultural heritage places.
- Deterioration of heritage places due to the lack of use or the lack of sufficient funding.
- Danger of theft and smuggling.

### Scale of danger and prevention

1. Fire hazard concerns above all the many still preserved wooden churches, built between the 14<sup>th</sup> to 19<sup>th</sup> centuries, including now and then buildings of highest heritage value (among them a complex of wooden churches in Malopolska prepared for nomination to the World Heritage List or the unique Orthodox churches in south east Poland). Yearly in Poland, 3 to 5 of these wooden churches fall prey to fire. This danger also overtakes generally somewhat preserved and populated cultural rural wooden buildings and even palaces. The conservation of heritage items made of wood lies in above all proper fireproofing and use. In Poland educational programmes and training courses are implemented, whose goal is to minimise the danger in this field. Unfortunately there are known cases of deliberate burning of wooden churches motivated by a desire for the acquisition of space to build a larger church occasionally activated by ideological

reasoning. Incidents like this are the subject of legal investigations, called on by the church hierarchy to combat these acts of vandalism.

2. The changes in the political climate in Poland following 1989, caused revolutionary changes both in the organisation and the ownership of factories, whose construction and equipment, based on their 19<sup>th</sup> century origins, were suddenly rapidly modernised or liquidated. This is especially the case with textile factories, foundaries and mines, as well as workers' housing. Proper documentation, renovation and finally adaptation is a long, ongoing process, demanding wise policy from the state and local administration.
3. Taking into consideration Polish history of the last 300 years, there are large numbers of fortresses and fortifications representing various ideological as well as military styles (Polish, Russian, Austrian, French and Prussian) in our country. Not long ago they were army property, but presently, as a result of staff reduction and modernisation in the army, they have not been renovated or rebuilt but simply left alone, and finally destroyed. Heritage conservators often make an effort to find new tenants suitable to the primary purpose and historic values of these heritage places.
4. As a result of the political changes in Poland, many heritage places lost their tenants or changed hands. In rural areas, this concerns mainly government farms, wherein a very small percentage of the tenants used to take care of the heritage buildings and land they occupied. The government agency responsible for the state farming property systematically finds the new tenants, but faces serious difficulties concerning the integrity of this heritage. In Poland, the process of reprivatisation is not legally defined, while legally unclear situations make it difficult to find new tenants. In the cities, most cultural heritage places are reprivatised, but the owners frequently do not have money for renovation. The system, which helps in the renovation and conservation of heritage monuments in Poland, needs clarification in terms of ownership and an increase in government funding. The above concerns are in regard mainly to the heritage places from the 19<sup>th</sup> century, particularly in the cities near the end of the 19<sup>th</sup> and the beginning of the 20<sup>th</sup> century. Potential changes are relative to legal regulations and the modernisation of cities.
5. The danger of theft pertains mainly to private and church collections, archives (including libraries) and public collections (particularly museums). It has especially grown over the last few years, and is connected with Poland's central geographical situation in Europe, the freedom of transfer and anachronistic alarm systems. Similar to fire danger, the danger of theft can decrease when more funds are allocated to security systems, the education of potential tenants (users) and persons responsible for heritage places. A project concerning security and education is in the hands of the special Centre for Public Heritage Collections in co-operation with the police.



## ROMANIA – HERITAGE @ RISK!

Eleven years ago ICOMOS International started various initiatives against the policy of systemization run by the Romanian dictator Ceausescu, against his ambition to transform Romania into an industrialized urban society, demolishing and replacing traditional heritage by a new urban architecture consisting of flats and huge “palaces of the people” made of reinforced concrete and marble (as in Bucharest). The exhibition “ICOMOS pro Romania” organized with the financial and logistical support of the German National Committee of ICOMOS opened in May 1989 at the seat of the International Secretariat in Paris with an international press conference. The international concern for the monuments of Romania was thus declared and the interest for the destiny of the Romanian heritage could be raised as the later itinerary of the exhibition through Europe (Munich, Stockholm, Copenhagen, London and Budapest) illustrates.

The events of December 1989 stopped the systematic destruction of the Romanian villages and cities, which due to the bad economic situation of the country had not advanced as far as feared before (although the systematic plans for almost all the settlements had already been prepared). Unfortunately, no inventory of the damage and loss of monuments has been worked out and up to today only very few attempts towards a repair of destruction inside the urban structure of historic cities can be mentioned (Bucharest, Sibiu). It is natural that the few Romanian specialists in conservation who had survived the 13 years without governmental protection and conservation first of all had to face the problem of reorganisation – in fact a remake of the former structures before their dissolution by Ceausescu in 1977. In March 1990, the Romanian National Commission for Monuments, Historic Districts and Sites – a council of honorary members from different special fields acting as decision makers (founded in 1892) – and the State Conservation Office were reinstalled, at the same time as the socialist “Law (for the protection) of the National Cultural Heritage” was abolished.

After ten years of experience it is obvious that both decisions – absolutely necessary and important at that moment – over the years have produced a visible slow down in the development towards normal European standards in conservation. First of all, even today Romania has no protection and conservation law, the daily work being regulated since November 1994 by a decree of the Ministry of Culture. The draft for a new legislation worked out by the State Conservation Office was given to the Ministry for consultation in 1992, but only since summer 1999 the final draft has been on the agenda of the Romanian Parliament for adoption. Secondly, the new State Conservation Office copied the structure of the former one, including a department responsible for the elaboration of all the renovation and conservation projects to be financed by the State. At the same time the government started to support privatization and soon some of the architects of the Conservation Office staff became entrepreneurs and acted as private contractors on some building sites. Conflicts were unavoidable and as a result the State Conservation Office was dissolved again in November 1994, the responsibilities being moved to a department of the Ministry of Culture.

Therefore, the governmental framework for an efficient protection and conservation of Romanian heritage is still incom-

plete and can be solved only by a new protection law which includes on the one hand the creation of a State Institute for Conservation (replacing the Conservation Office), on the other hand – and for the first time in Romania – a decentralization involving the county administrations as protection authorities in the implementation process of the legal monument protection. It is necessary to point out that all the positive steps towards improving conservation work including the final draft for the protection law given to the Parliament would not have been possible without the personal efforts and the very positive attitude of the present Minister of Culture, Mr. Ion Caramitru and his staff, who consider monument conservation as a first priority among all activities.

Three more important problems have to be mentioned concerning the state of the art of Romanian heritage: First of all, after the events of December 1989 a great part of the German population of Romania, who have settled in Transsylvania and the Banat for centuries, emigrated to Germany, mostly in 1990 and 1991, leaving behind empty farmsteads, city houses and even abandoned churches and villages. As a first reaction, the Cultural Council of the Transylvanian Saxons in Germany worked out a program for a comprehensive survey in 1990 of all the former German settlements in Transsylvania, in accordance with the methodology currently used by the German state conservation officers. Financed by the German Federal Government it started in 1991 and was completed in 1998. In the meantime, the first two volumes of the “Topography of historic monuments of Transsylvania” (the series being estimated for 25), presenting the results of the survey have been published, three more are being prepared. For the implementation of the recording project – with Romanian professionals only – a partnership agreement between the German National Committee of ICOMOS and the Romanian National Commission and the State Conservation Office was signed in Bucharest in 1991, the main goal of the partnership being the exchange of experience in all aspects of monument protection and administration. As a part of the project the Romanian conservationists involved in the recording were trained in the corresponding departments of the Rhenish and the Bavarian state conservation offices in 1992 and 1993. Even if this attempt towards a comprehensive inventory of the historic buildings of Romania can be considered as a great success, the methodology and the conception of historic building inventories has not yet influenced the Romanian official listing methodology, the official list of monuments being still restrictive (without taking into consideration e.g. vernacular heritage – and the vast majority of the Saxon heritage in Transsylvania is vernacular) with less than 20,000 items and every inscription needing to be confirmed by a decree of the Council of Ministers.

However, the results of the recording were used by the Ministry of Culture for the nomination dossiers to the World Heritage List of UNESCO to add six more examples to the site of Biertan fortified church and village, which represent different parts of Transsylvania and different types of church fortifications. Romania signed the World Heritage Convention in 1990 and, at the moment, is represented on the World Heritage List with six positions – the monastery of Hurezu, the archaeologi-



cal sites of Dacian time around Sarmisegetuza, the historic city of Sighisoara, the churches with exterior mural paintings in Moldavia, wooden churches of Maramures, village sites with fortified churches of Transsylvania and the Danube Delta as a natural heritage. For the protection and management of the World Heritage sites a special decree was elaborated by the Ministry of Culture at the end of January 2000 including funds for regular maintenance work and training for the local and county administration.

The two other basic components for every future planning of conserving Romanian heritage are financial conditions, i.e. the economic situation and the level of education, that is the training of specialists and craftsmen. Both have been taken into consideration while drawing up the program for the German-Romanian ICOMOS co-operation. Special attention was given to several jointly supervised renovation projects, in particular the restoration of the "church on the hill" in Sighisoara, financed by the Messerschmitt Foundation Munich, where new technologies have been introduced in Romania, like the method of prestressing, a procedure of structural improvement on historic buildings against earthquakes developed by the Technical University of Karlsruhe. For the training of highly qualified restorers needed e.g. for the conservation of mural paintings inside the late medieval churches of Transsylvania an international training course was organized by ICCROM in Sighisoara in summer 1995, co-financed by the Messerschmitt Foundation, the Romanian state and UNESCO. In the meantime, the Messerschmitt Foundation took over and started the restoration work of the "house with the deer horns" in Sighisoara transforming it into a German-Romanian cultural center while the project for the structural repair of the famous "tower of the tin-makers", part of the medieval fortification system, is ready for implementation in 2001.

Other foundations and their activities and contributions have to be mentioned because under the existing problems of the Romanian economy the state will never be able to cover even a small part of the costs necessary only for emergency interventions on the monuments, most of them being in a very bad condition. And the state still holds the ownership over a large number of monuments because the problem of private ownership has not yet been solved and legally clarified. One of the most active foundations is the "Foundation of the Transylvanian Saxons" in Munich which started in 1990 to contribute with small amounts for repair and emergency works on Saxon churches and took over the sponsorship for two fortified churches. The "Foundation of German Heritage in Romania", created in 1992, has made several small contributions to emergency interventions all over the country, and also the German "Cultural Foundation of the States" offered a grant for conservation works on three fortified churches. Since last year, the British foundation "Mihai Eminescu Trust" has started some activities towards conservation and revitalization of the Saxon villages, and in spring 2000 the British-Romanian foundation "Pro Patrimonium" was constituted.

The efforts made by Ion Caramitru, Minister of Culture, should be appreciated: for 1997 he managed to get a ten times higher budget from the Parliament for restoration works and in 1998, due to his initiative, the World Bank offered a loan for conservation work on some important monuments including a research project on revitalization measures for some of the Saxon villages (the latest going back to the interest shown by



Sibiu (Hermannstadt), aerial view of the historic city



Sibiu, lower town, abandoned house

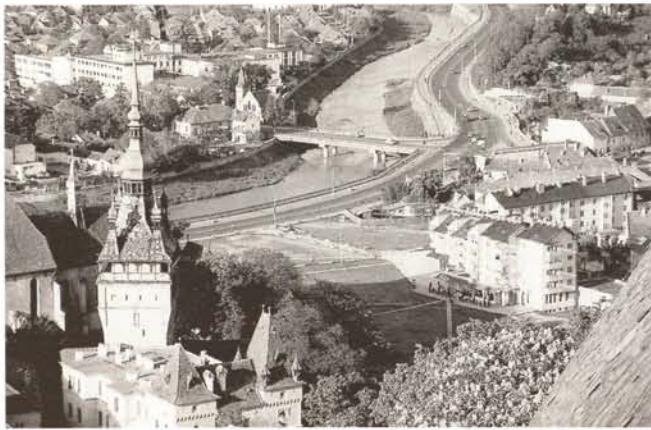
Village of Drăușeni, abandoned Orthodox church (1998)







Sighișoara (Schäßburg), demolition of the historic mill district during Ceaușescu's time (1986)



Sighișoara, view from the upper town onto the demolished mill district (1996)



Hurezu, traditional vernacular farmstead in South-Western Romania



HRH the Prince of Wales in the destiny of the Saxon villages). In 1998, the historic city of Sibiu and its surroundings were declared an area of national interest and priority for the economic and cultural revitalization by the Council of Ministers – again an initiative of the Minister. The project “Sibiu 2000” as part of the Council of Europe’s campaign “Europe a common heritage” includes urban conservation projects, also run and financed by the German Federal Ministry for Development and Cooperation and the GTZ, the society for technical cooperation.

Finally, the level of education and training of specialists is very important. As mentioned already, Romania suffered a period of 13 years without governmental protection, a long period for such a discipline without development, contacts or exchange of experience with other countries. Some of the conservationists had to change their profession, some of them, including craftsmen and highly qualified academic restorers, emigrated. This situation explains the re-introduction of the former (in fact socialist) structures in 1990. Therefore, all the initiatives of co-operation with Romanian specialists are of fundamental importance, such as the partnership with the German National Committee of ICOMOS mentioned above or a partnership between the Romanian and the French Ministries of Culture concerning students exchange and education for conservation. A similar agreement was signed two years ago with the Hungarian Ministry of Culture. Other initiatives are the post-graduate studies in conservation installed at the University of Architecture “Ion Mincu” in Bucharest and the University Babes-Bolyai in Cluj-Napoca, or the annual conference especially for students and young specialists organized in Tusnad by the “Transylvania Trust” Cluj-Napoca in co-operation with other foundations and the ICOMOS national committees of Hungary, Romania and Germany. For a couple of years the Romanian “Union of Restorers” (including the architects specialized in conservation) has been very active fighting for an improvement of education and training for craftsmen in conservation. Two years ago, the Transylvanian section of the Union together with the Transylvania Trust started to run summer training courses for craftsmen in co-operation with specialists from the National Trust of England. The intention is to transform the baroque palace of Bonțida in Northern Transylvania after its restoration into a training centre both for architects and craftsmen in conservation. On the initiative of the “European Foundation for Heritage Skills” and with the sponsorship of the “German Foundation for Monuments Protection” a training for craftsmen will be set up in Sighișoara to cover the needs of Transylvania, a second one is planned in Campina for the southern part of Romania.

Christoph Machat, ICOMOS Germany

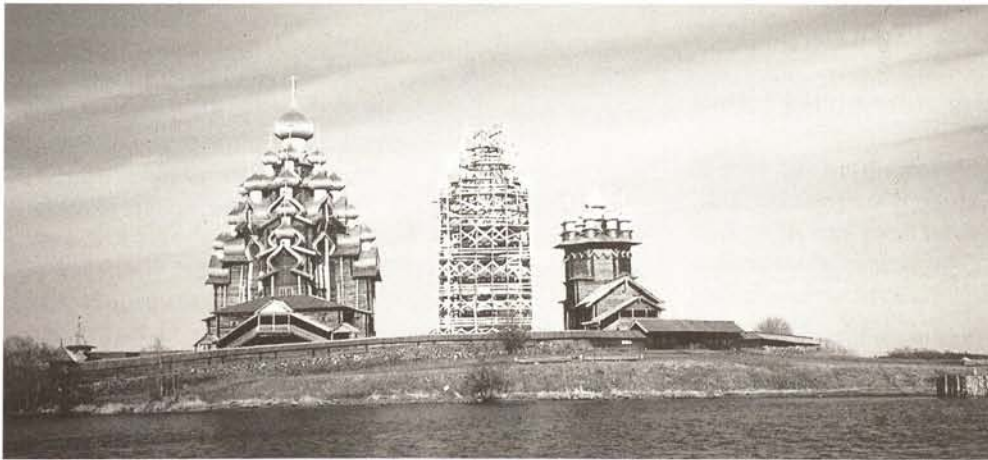
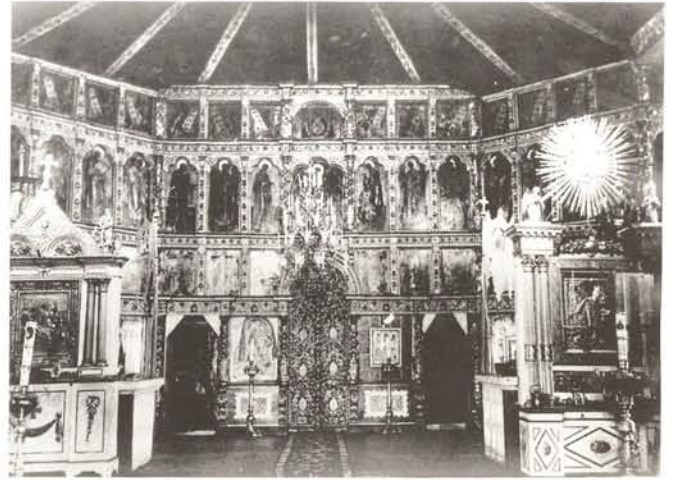
Cincu (Großschenk), abandoned house of Transylvanian Saxons (1994)



## RUSSIA – HERITAGE @ RISK!

### Case Study – Kizhi

The Transfiguration Church (1714) on an island in the Onega Lake near the city of Petrozavodsk (about 300 km north of St. Petersburg) is part of an open-air museum today. This huge wooden construction with a cross-shaped ground plan and numerous cupolas was inscribed in the UNESCO World Heritage List in 1990. Due to its danger of collapse, efforts were made to secure the wooden construction by an inner steel scaffold (recognisable by the wooden anchors on the outer walls), but the threat has only been postponed by this provisional scaffold. Under the circumstances the help by various ICOMOS national committees (preliminary documentation in order to find out the cause of the damage, advice on the restoration of the iconostasis in storage) did not succeed, so that the dangers for this unique testimony of Russian architecture have not yet been averted.



▲ Kizhi, Church of the Transfiguration, old photograph of the iconostasis dismantled for years because of the steel scaffold

◀ Kizhi, view of the church buildings from the west

▼ Detail of the wooden construction with part of the steel scaffold





## SINGAPORE – HERITAGE @ RISK!

The city has practically been completely rebuilt over the last decades. Due to the far reaching modern redevelopment not only the historic living quarters, but also the social and cultural ways of life of the inhabitants have increasingly been lost. The few

surviving historic “Shop-Houses” serve today only as a façade for tourists. Singapore has almost completely given up its historic roots from the perspective of its built heritage.

Singapore, remains of Chinatown in front of the skyscrapers





## SLOVAKIA – HERITAGE @ RISK!

The protection and conservation of cultural heritage in the Slovak Republic is regulated by legislation, adopted in 1987 during the socialist era, and based on the responsibility of the owner, at that time mostly being the State. The changes throughout the system after 1989 – both in government administration and in the economy – were not yet in harmony with the real importance and the role of heritage. The system to administer the legislation is still in the hands of the government administration, which has to use advisers in the specialist and planning organisation, the Institute for Heritage Conservation. The system for financing heritage restoration collapsed in 1990 and as yet has not been replaced by an appropriate mechanism.

The present situation for heritage conservation has its roots not only in the socialist era with its planned economy, not accustomed to unexpected needs, but some of our actual problems were in place at the end of the 19<sup>th</sup> century and survive until now:

- indifference and ignorance
- grasping, egoism and decadent taste
- incorrect understanding of contemporary needs
- efforts to renovate and beautify the original, which loses its authenticity and is ultimately damaged

To this list could be added contemporary problems:

- a lack of cultural awareness
- unclear ownership, often combined with restitution, that speculatively exploits heritage, and its inappropriate use and lack of maintenance
- the absence of a funding incentive system that respects investments in heritage maintenance and restoration

Although some, often ideologically selected monuments, were richly financed by the State in the planned economy, its limited resources did not allow it to cover the expenses of restoration work for all decaying heritage places. (Those left out form the bases of the current total number of 700 listed monuments at risk out of a total 12,000 protected immovable places). One of the features of the past heritage management system was that it was not based on maintenance, but on costly reconstruction, undertaken by State building companies, often by replacing the neglected valuable fabric by copies or simply by new detail. The real damage in that way of „restoring“ heritage is compounded by the distorted public understanding of the methods and aims of heritage conservation.

Generally we can say that all types of immovable and a remarkable amount of movable heritage are at risk in Slovakia.

### Historic centres –

although their legal protection was established from the early 1950s, most suffered from the lack of maintenance, gradual deterioration, the ruthless application of local aims often without any respect of heritage values, and with an ageing population and depopulation rendering ugly neighbourhoods in towns and villages. The flats in historic houses were not renewed, or were rented to socially weak families, State shops replaced private ones, preferring newly built structures to historic ones. The shift in ownership 10 years ago rapidly changed the situation, on the

other hand, there is now a growing lack of respect for heritage values and a lack of realistic plans at the level of municipalities, especially in smaller towns and villages. As an example, the town of Banská Štiavnica could be mentioned: listed by UNESCO on the World Heritage List, there is no valid town plan, although its provision is part of the responsibility of the municipality, and although it has been apprised of this fact for many years.

### Archaeological heritage –

is continuously affected by the growing building activities, including those on listed monuments, by the absence of a central fund to cover rescue archaeology and by the pressure of time connected with the implementation of large building projects, such as highways.

### Folk / vernacular architecture –

its poor state and disappearance is partly caused by the very weak fabric of this type of complex, constructed from pine-logs or mud-brick, with very small interior spaces. Another issue are the requirements for contemporary living standards, which are in contradiction to the limited space offered in their interiors. The rapid disappearance of this type of buildings is also partly caused by the brutal break with traditional culture within the artificially and violently applied system of the State and Co-operative farms, and by the fact that State ownership was preferred to private ownership after 1948. This negative development is underlined by global technical progress that infiltrated the country.

### Technical and technological heritage places –

typically belong to endangered heritage. The region of central Slovakia traditionally was one of the most important centres of mining development in the world (Banská Štiavnica was inscribed in the World Heritage List thanks to this fact). Yet until today there is no appreciation of the importance of all kinds of mining, including the opal mines in Dubník and iron industry areas, as well as heritage places documenting the development of transport. Several complexes, with no clear ownership and without any basic idea for their future use, are a special problem, such as Solivar, a Baroque complex of salt mines and storehouse in Prešov, destroyed by fire in 1986 and only temporarily roofed. Its present owner, the Slovak Technical Museum, in spite of efforts has not found appropriate resources for reconstruction and restoration.

### Religious monuments –

other than the above-mentioned general problems, these are part of our heritage that suffered 40 years of long neglect and



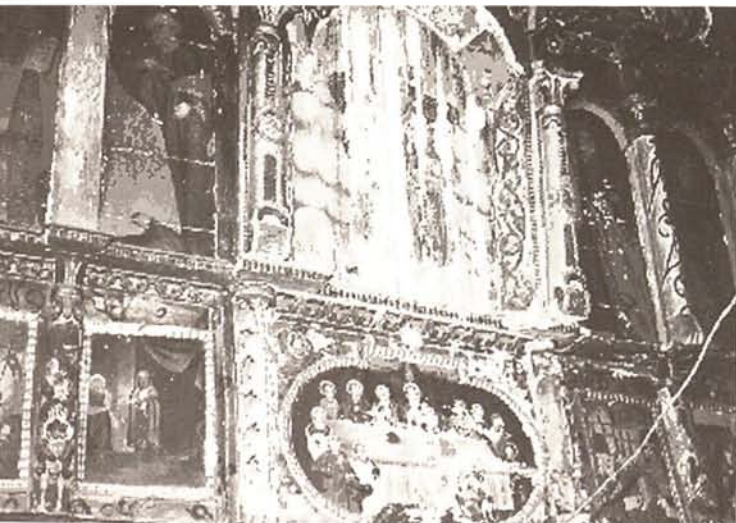


Krajné Čierno, wooden church (1730)

unsuitable use. In many cases, the process of dilapidation has not stopped yet, and it is threatening furniture and other parts of the interiors as well. In many very large monasteries (such as the Gothic complexes in Leles, Šahy or Hronský Beňadik) the basic question of their proper use is still unsolved. Churches, often situated outside contemporary town centres, especially the oldest ones, are left without any use, although their interiors are often covered with precious medieval mural paintings. Persistent efforts to rebuild and enlarge historic churches are part of the actual problem and often result in a preference for a new construction to the maintenance and use of an old one. On the other hand, large synagogues, ignored and misused disparagingly for years, are without use, such as the representative 19<sup>th</sup> century one in Lucenec. An increasing problem that persists is the vandalism, destruction and pilfering of churches in a post-totalitarian community. The wooden churches in eastern Slovakia are a delicate problem, as their weak fabric needs regular maintenance, but the communities responsible often consist of between 20 to 200 inhabitants, mostly elderly, without any chance of allocating the budget for necessary actions. One of the churches – Krajné Čierno, has been inscribed in the year 2000 *List of the 100 Most Endangered Sites* by the World Monuments Watch.

### Movable Heritage –

the main factors threatening this heritage, as mentioned, are long-time neglect and ignorance by the State, pilfering and the frequent ignorance of owners, caused by the redundancy of many movable items, as nearly 90% of it belongs to the Church. Artistic components of the architecture and immovable monuments (such as plague columns) are affected by aggressive external conditions. If there are funds for restoration, the original

Príkra, iconostasis in a wooden church (17<sup>th</sup> century)



is replaced by a copy, while no appropriate place and conditions are secured for the originals, which are often abandoned without interest.

### Castles and manor houses with historic gardens –

are a very typical part of our countryside. Their fate is identical to religious monuments: they are either ignored or degraded by a reduced function. Their furnishings were destroyed, plundered and pilfered. There has been a change of ownership of this kind of heritage place during the last 10 years. They are either restituted to previous owners and afterwards often sold or massively rebuilt, or otherwise left without any care once again to be plundered and rapidly decay, or they are given in the possession to municipalities with a lack of resources for their restoration, which may start but is mostly not continued. One of the crucial problems is their use, especially for large complexes that are often situated in regions undiscovered by tourists. No-one is prepared to make an effort for them, and they are sometimes still used for social services (hospitals, orphanages, etc). Their often unique artistic values are affected by the afore-mentioned lack of maintenance and simple conservation methods and means cannot be effective in such cases (such as the Renaissance Wedding Palace in Bytča).

While the preparation of new heritage legislation has already been taking place, the present situation is alarming in regard to international documents which aim to create standards for appropriate heritage administrative and financing systems, while it is considered that the adoption of new legislation will only be in place in two years' time.

ICOMOS Slovakia



Lučenec, synagogue in Art Nouveau style (1923/26)



Žip, neo-classical manor house with collapsed roof

Nové Sady, empty manor house from the Renaissance period





## SLOVENIA – HERITAGE @ RISK!

### Golden Altars

The rich decoration of churches has the highest ranking position in Slovene cultural heritage. Assessments from the beginning of the official cultural heritage service (1850 and later) describe the “golden altars” as an important achievement of traditional arts and craftsmanship. There are about 2800 churches in a relatively small geographical area (24,000 km<sup>2</sup>). Apart from the wall paintings (frescoes) from the Romanesque and Gothic periods and a few Renaissance items, the main decorations come from the Baroque period. About 300 items are listed in the Central Register of Cultural Heritage as complexes of the first order dating from the 16<sup>th</sup> to 18<sup>th</sup> centuries. Each integral unit of a “golden altar” includes a rich sculptural composition, central and/or side paintings on canvas or wood, and the main altar above the altar table. There are often two or more side altars as well, mostly with equally rich decoration.

The churches are endangered as they are often in remote locations, on the top of a hill, many of them outside rural settlements and generally not protected with modern alarm equipment. Theft and illicit trade generally incur the physical destruction of doors or windows, in some cases being set on fire

The rich wooden statues of the Golden Altars from the Church of St. Stephen, Suha pri Predosljah, a fine example of church decoration from the Baroque period.



deliberately, and are the most frequent risks. The danger of lightning, storms and heavy rains, and in some cases landslides, are also on the list of potential risks.

The number of available experts who are able to treat the object with conservation and restoration processes is limited. The National Project Heritage at Risk is under development.

### Castle Ruins in Cultural Landscape

There are approximately 300 castle sites dispersed among the cultural heritage of the very heterogeneous and rich cultural landscape of Slovenia. The styles vary from Romanesque, through the Gothic and Baroque periods, to historic alterations of the 19<sup>th</sup> century. Most of the buildings incorporate building phases from several periods and different styles, including alterations in the second half of the 19<sup>th</sup> century.

For historic reasons, mainly armed conflict (the Turkish invasions, peasant uprisings, World Wars I and II), and earthquakes, the present condition of this cultural heritage is rather poor. The conservation of the buildings is only possible through an all-embracing expert approach, where all forms of presentation can be taken into consideration, from marking imperceptible sites in the landscape, to the presentation of archaeological remains, or partial ruins – there could also be some reconstruction, while good quality structures and intact buildings should be prepared for a permanent comprehensive presentation to the public.

National expert opinions need to be tested against international expert practice.

### Historic Town Centres

Since the fall of the Berlin Wall, an increased concern for the fate of historic town centres can be observed in the countries of Central and Eastern Europe. Town centres which under past systems could be managed because they were common (collective) property, are now endangered. The reasons are mostly:

- denationalisation and the new (prior) owners, who are poor managers and have no financial means,
- a considerable increase in turning residential apartments into business premises,
- the fact that shops and crafts are no competition to huge suburban shopping centres,
- increased traffic flow through historic sites,
- the pressure for more parking areas, and
- excessive investment projects (with façadism as a consequence).

Thorough analyses and the exchange of experience on an international level are an essential precondition for the future directions of heritage protection, in order for it to be in tune with an integrated approach. It is particularly important that urban planning managers understand working in interdisciplinary groups.

International co-operation in this extremely important field of protection policy and practice should be encouraged.



## Case Study 1 – Golden Altars – Suha near Skofja Loka, the Church of St. John the Baptist,

(ESD 710), baroque main altar, walls with 15<sup>th</sup> century Gothic paintings in the presbytery.

Because of the building's ongoing instability, the rich church interior is endangered. So far, the causes of the instability have been determined as poor quality original foundations, while as a result of ground humidity, the wall paintings are endangered and the relatively high humidity of the air inside the church has even increased. An inappropriate arrangement of the interior has reduced natural ventilation in the church. Additional heating for use of the church in winter has caused an increase in the relative humidity to 78-86%. Fungi and other micro-organisms have spread from the wooden parts to the walls and into the structure of the plaster and the layers of paint in the wall paintings.

Preliminary investigations have made it possible to compile a list of the basic causes for the decay of the monument. Unfortunately, so far only initial test restoration on the wall paintings and wooden statues has been done.

The church lies outside a rural settlement and has been robbed several times in the past. The theft of wooden statues and oil paintings (on wood and/or canvas) has not yet been solved. Incomplete photographic documentation of the interior makes the work of the police and the customs impossible.

Regular visits and monitoring are impossible, because of the isolated location of the church. Evaluation of the impacts of natural disasters (storms, lightning, strong winds) requires special attention. In spite of the fact that the church represents one of the most important heritage places, a comprehensive long-term plan of preservation and restoration has not been prepared yet.

## Case Study 2 – Golden Altars – Suha near Skofja Loka, the Church of St. John the Baptist,

(ESD 710), baroque main altar, walls with 15<sup>th</sup> century Gothic paintings in the presbytery.

The procedures for saving the building are a part of the national Heritage at Risk project. The first joint inventory of the condition of the buildings was done by a mixed field team of conservators and the police. They checked how safe the door, windows and roof were, and what condition the electric wiring and the lightning-rod were in. The first simple electronic protection of the building was installed. With the co-operation of the police, a primary photographic record of the interior was carefully done, including every detail of every statue. A so-called prevention file was set up as a result. The next stage – currently in progress – includes a stereo-photogrammetric recording of the exterior and interior, and drawing up a basic plan of the building (scale 1:50). The data inventory is done three-dimensionally, which will make building a three-dimensional model of the building possible in the future.

The wooden statues are seriously endangered, therefore conservators undertook preliminary protection against insects and fungi by filling their insides with a special gas. Individual parts of the furniture were transported to restoration workshops

for expert treatment. Individual plans are being drawn up for a gradual restoration of the Gothic church (repairing the foundations, draining the atmospheric humidity, and drying the walls with air channels).

The works are financed by the state (the Ministry of Culture), the owners (the parish), the local community (the municipality), and various donors.

Within the programme, the following new steps in this systematic approach are planned:

- investigations into the building with non destructive methods (radar, ultra-sound infra-red recording of wall surfaces with paintings and hidden architectural details, endoscopy of the wood and walls)
- a systematic use of photogrammetry as a documentation method
- laboratory research of materials
- interdisciplinary treatment of the building within the characteristic cultural landscape
- and other new approaches.

After the transfer of knowledge locally and the regular publication of the results, further systematic monitoring of the conditions of the building will be introduced. With a Heritage Management Manual, the owner and the user of the building will be educated to be able to carry out the building's further maintenance.

ICOMOS Slovenia

The central part of the Golden Altar in the Church of Virgin Mary, Nova Stifca near Ribnica, decoration of 17<sup>th</sup> century architecture.





## SOUTH AFRICA – HERITAGE @ RISK!

South Africa has a long standing tradition of heritage conservation dating back to its first legislation in 1911, just one year after the creation of our country. Today the number of formally protected “provincial heritage sites” numbers close to three thousand and there are many other categories provided for by the national and provincial systems for heritage conservation. There is, however, no formal, national programme for risk prevention in the heritage sector and the former national heritage conservation body, the National Monuments Council, in its 30 years of existence did not take any initiative, other than the odd ad hoc policy decision, or attempt to create capacity in this area.

This situation has arisen for many reasons. South Africa has a fine record of systematically identifying and marking its architectural heritage, but has lagged terribly behind in the documentation techniques and the production of management plans that are necessary for, amongst other conservation actions, a successful risk preparedness programme. Most conservation has occurred only via the fairly strenuous permitting requirements that previous legislation provided for, and this created an ad hoc management system, whereby outside agents wishing to disturb protected sites were the stimulus for action. This tradition is one that was prevalent in many countries in the past and no doubt still is here and there, but its persistence in South Africa can probably be accounted for by the long years of isolation that saw many new trends in heritage conservation, as in other spheres of life, pass our country by.

Whilst a few conservationists “escaped” by seeking training elsewhere, it was only in the 1990s that a new wind began to blow. In 1995 South Africa formed an ICOMOS national committee and, amongst other things, was very quickly exposed to and brought into international initiatives around risk preparedness. Four years later the first world heritage sites were declared and as part of preparation for this, the heritage conservation profession was for the first time exposed to issues around conservation management planning on a large scale. At the same time, from 1996 onwards, an initiative was undertaken to create a new framework for heritage conservation which resulted in the passing of the National Heritage Resources Act (NHRA) (see <http://www.SAHRA.co.za>) in 1999 and the replacement of the National Monuments Council by the South African Heritage Resources Agency (SAHRA) on 1 April 2000.

The NHRA places a very firm emphasis on management of the heritage resources, or “National Estate” of South Africa and provides SAHRA with powers to prescribe minimum stan-

dards. It also talks of conservation planning, and regulations under the Act prescribe that each national heritage site must have a management plan. The new legislation of KwaZulu-Natal, the first province to introduce its own legislation for heritage resources, goes a step further and prescribes that the provincial body, Amafa aKwaZulu-Natali, should introduce a risk preparedness programme.

Here and there, there have been reasonably successful policy decisions that have in effect created a situation conducive to risk prevention and these have focused primarily on the risk posed by visitors to sensitive sites. Based on a combination of “concealment” and “sacrifice”, policies exist for underwater heritage and rock art and to a lesser extent for other archaeological sites. However, these are not the types of site that suffer greatly from exposure to the country’s major destroyer of heritage resources, fire. South Africa is a seismically stable zone. (The last major earthquake in 1969 badly damaged the historic towns of Tilbagh, Wolseley and Ceres, and only Tilbagh underwent any major restoration.) Flooding and tornadoes are not uncommon occurrences, but have as yet had only limited impact on heritage. However, fire has a major impact and the small, but architecturally important city of Grahamstown, is good case in point. Over the past fifteen years, there have been five fires that have affected conservation-worthy buildings, culminating in 1999 with the destruction of a major portion of one side of its famous Church Square. Despite this, there remains no concerted or co-ordinated programme of risk preparedness for a city that derives large revenues from cultural tourism.

Whilst everything now looks good on paper and South Africa has a far more dynamic system for the practice of heritage conservation, the old adage of “the proof of the pudding is in the eating” still holds. It remains to be seen to what extent practice will increase awareness of the risks to which our heritage is exposed and make risk prevention a normal part of the daily routine in and on our country’s heritage sites. It is here at the level of most basic preparedness that a programme must start. In few places are we ready to avert the destruction that can be caused by something as simple as a broken pipe, and only in rare instances do we regularly check such things as our fire fighting equipment, that is if it exists at all, and it is clear that our conservationists need more exposure and training in the techniques of risk preparedness if we are to pass sensitivity on to those who live in, or use, and should be caring for our heritage on a daily basis. Perhaps by the time of the next major international dis-





The wreck of the Maori

cussion of this topic, our country will have a major national initiative to report upon. If not we will have failed in our duty to use the tools that are now at our disposal.

### Case Study 1 – The Sad Case of the *SS Maori*

The impact of human agents on underwater cultural heritage is but one of a host of problems that beset the management of this fragile resource. In particular, the degradation of wrecks popular as good dive sites is an area of great concern to the South Af-

rican Heritage Resources Agency (SAHRA), and is perhaps epitomised in South Africa by the case of the *SS Maori*.

Lost at Duiker Point near Cape Town on 5 August 1909, the wreck of the *Maori* retains a remarkable degree of structural integrity, and much of her cargo remained substantially intact, packed in her holds until relatively recently. On a violent coast, where most wrecks break up rapidly, the *Maori* is thus something of a rarity, both as an archaeological and diving site. Her location on the western Atlantic seaboard of the Cape Peninsula means that during the Cape summer diving conditions on the site are often optimal, with very cold, but very clean water. One of the early visitors to the site was Jacques Cousteau [the famous marine archaeologist], who in after diving on the wreck in the 1950s, declared it to be one of the best wrecks of its type that he had seen.

It is hardly surprising therefore that with the growth in sport-diving in the last 30 years, the *Maori* has become a site favoured by divers. Sadly, this popularity has not been without price. Although never salvaged on a commercial basis, the *Maori* has been the victim of years of souvenir hunting by thousands of divers, and today is a shadow of her former self. Her holds are virtually empty, and her structure has been damaged by scores of irresponsibly placed anchors.

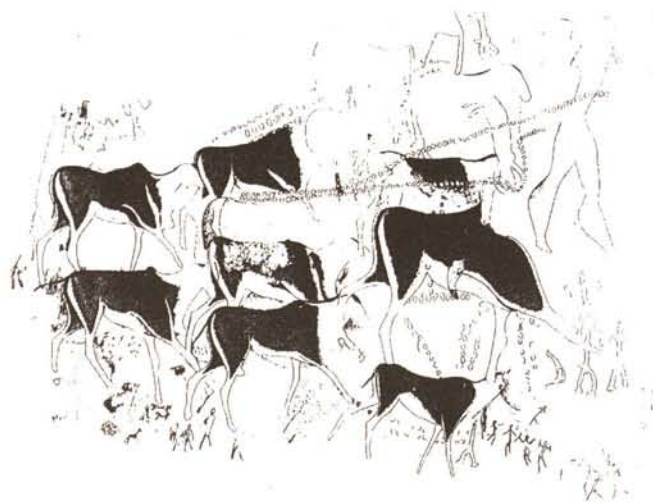
Although this problem is not limited to the *Maori*, and manifests itself on many other underwater heritage sites along the South African coast, no broad risk preparedness policy is yet in place for underwater heritage. A current attempt to address part of this problem is a pilot project being undertaken by SAHRA, in conjunction with the South African Maritime Museum, to establish the Cape Peninsula Shipwreck Route around Cape Town. The project has the dual aims of formalising access to a number of popular, threatened wreck sites, while at the same time increasing general public awareness of the importance and fragility of our underwater heritage. Aside from a land-based information component aimed at tourists and locals alike, the proposed route will also include underwater information plinths on the sites often visited by divers, such as the *Maori*. These plinths will not only provide information about the history of the wreck and layout of the site, but will also carry a strong conservation message, stressing the legal protection that such sites enjoy, and the responsibilities of divers when visiting such sites, and will carry a mooring buoy to which visitors will be obliged to tie up.

While this approach to managing threatened underwater sites is in some senses post hoc, if it proves successful in managing risk on a heavily utilised site such as the *Maori*, SAHRA envisages its useful extension to other threatened, or potentially threatened sites, in the future.

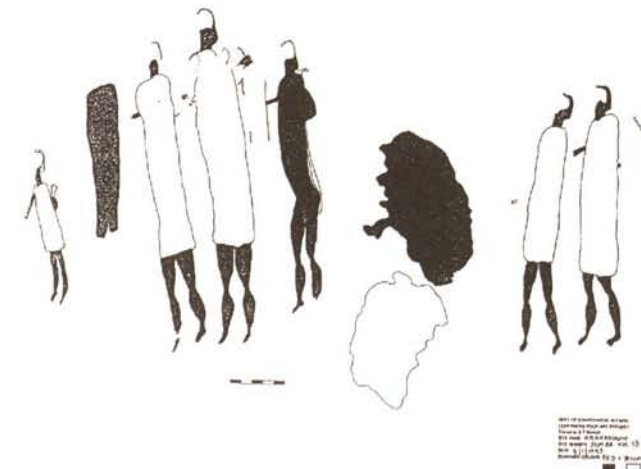




Graffiti on a rock painting



Rock paintings in line drawings



## Case Study 2 – Rock Art in Western Cape Wilderness Areas

On the rock surface of thousands of rock shelters and caves in South Africa is a fragile record of the art of the San people. Much of this art probably dates to the last 400-3000 years, but painted rock fragments, buried in cave deposits take the tradition back over 20,000 years. Research has shown that the value of the art lies not only in the beauty of the elusive images of hunters, eland, elephants, kudu etc, but also in its capacity to provide a window into San thought and belief.

Sadly, it is under threat from a variety of causes, including flood and fire. It is important that boardwalks, built to protect such sites, be made of fireproof materials. Modern visitors, however, who scrawl their names across the images, pose by far the greatest threat. Culprits are difficult to apprehend. A concerned park ranger laid a criminal charge against a suspect, whose name he found on a unique ochre painting of a sailing ship at a nearby farm. Later, he found his own name on the rock! The case was dismissed in court, as there was “no proof” that the suspect had done the damage. Such graffiti can often be removed, but this has its own problems and the ideal, of course, is to avoid damage to the art in the first instance.

Management Guidelines, established as a result of a project investigating the rock art of the Cederberg and Groot Winterhoek, by the Government heritage agency, have been a solution to protection for rock art sites in these two wilderness areas in the Western Cape. At the end of a comprehensive survey, nearly 100 sites had been identified, recorded and classified into three groups on the basis of their importance and vulnerability, that is, Special, Visitor and Regular. For each group of sites, a slightly different management strategy was devised and implemented. Visitor interest and knowledge was tested with a questionnaire and this meant that management strategy and brochures could be tailored to visitor needs and behaviour. The management guidelines also included a procedure for the regular inspection of the sites; a short course on rock art management for field rangers, and the publication of a booklet on rock art in the Cederberg for the general public.

The education of both park staff and public, through this project, has enabled successful management of the sites. In the case of Special sites, this has effectively involved their “concealment”, whereas sites that were more appropriate for, and less sensitive to, visitors were “sacrificed” as Visitor sites.

ICOMOS South Africa



## SWEDEN – HERITAGE @ RISK!

This report is the first attempt to describe the threats to heritage in Sweden. Later it will be deepened and updated.

Monuments and sites in Sweden are protected by law. There is special legislation for monuments, either ancient monuments that are automatically protected, or the built environment where there is a need for a decree to make the protection valid. There are also other possibilities to protect monuments and sites on a national level with the Environmental Code that also covers large areas, as for instance cultural landscapes. On a local level, possibilities to protect buildings etc exist in the Planning and Building legislation.

Each sector's legislation has apart from the above mentioned legislation, regulations for the consideration of cultural heritage. Since the 1970s, the Heritage sector participates in the National Physical Planning.

Sweden has

- 450,000 registered ancient monuments protected automatically by the Cultural Heritage Act
- 1,500 sites with protected buildings (containing many more buildings) out of a foreseen number of 3000, protected by the Cultural Heritage Act after a special declaration.
- 3000 churches all protected by the Cultural Heritage Act
- 1400 areas of national importance, protected by the Environmental Code (including cultural landscapes)

On a national level, the state conservation office is the National Heritage Board. All 20 Counties have a Heritage Unit in each County Administration. There are also 20 County Museums, as well as all other museums at a local level or private ones.

The National Heritage Board, the County Administration Heritage Units and the County Museums co-operate on questions concerning the conservation of cultural heritage in an organised way, supported by grants from the Government.

Around 250 million SEK is available as Government grants to private owners for extra monetary costs when restoring, while "normal" maintenance is the responsibility of the owner.

Sweden is a sparsely populated country, with the majority of buildings and population concentrated in the regions around Stockholm, Gothenburg and Malmö.

The country has been inhabited for the last 15,000 years since the end of the last Ice Age. In historic times, the country has mainly been an agricultural area while parts of the country have had mining and ironworks. Forestry and paper production are other sectors based on national resources.

Economic change, changes to infrastructure and environmental threats are the major threats to the built environment in Sweden.

Main threatened structures:

### Farmsteads and agricultural landscapes

The change in agricultural policies over recent decades has brought many farmsteads into decay. It also caused a change to open agricultural landscapes, in some areas now planted with forests. Abandoned animal production has caused decay to cow sheds and barns that are no longer in use. In certain areas of

great cultural value, the Government and the cultural conservation units have ongoing grants to maintain those kinds of structures. That is especially the case on the islands of Öland and Gotland in the Baltic Sea and in the county of Jämtland in northern Sweden.

### Manor houses and their cultural landscapes

As the institution of entailing estates was abandoned in Sweden some years ago, castles and manor houses are inherited collectively. That has caused them to be sold off and the collections scattered. Many manor estates are converted into conference hotels and the land is divided into several shares and sold or abandoned. Thus the cultural landscapes of manor estates are slowly disappearing.

### Industrial heritage

Sweden was not industrialised to any large extent until the early 20<sup>th</sup> Century. The main industries were based on iron, forestry and copper. Most of this has vanished because production is cheaper elsewhere in the world. Industrial heritage, often with large buildings, stands as a monument to a past era, most often without any new use. At the national level, it is estimated that it is possible to conserve some of those with Government grants. The rest is severely threatened if grants or a new use cannot save them.

Industrial heritage also includes railroads and old roads threatened by new changes to the infrastructure.

### 20<sup>th</sup> Century housing areas

Housing estates built shortly before and after World War II are now in a state that makes restoration necessary, which includes rebuilding, often in new colours. Much of this building stock is not protected and is under threat of losing its high original qualities, although not being completely destroyed.

### Soft stone in buildings and other constructions

Air pollution especially effects soft stone and is a threat that is brought to us from other countries. Although strong efforts have been made, including in co-operation with the Council of Europe, and inventories and conservation that have been undertaken, this is an ongoing threat.

Air pollution also causes a threat to finds in ancient heritage places and to rock art. A European Union project, the Tanum Laboratory on Cultural Heritage, based in Sweden, is trying to find solutions to this problem (see p. 226).



## SWITZERLAND – HERITAGE @ RISK!

### Case Study – New constructions threaten cultural heritage under the city of Berne

Two projects extending underground car parks will shortly take place in the heart itself of Berne, listed as World Heritage by UNESCO.

The car park in Casino Place, built in 1935-1937, will get 150 new parking places to the detriment of the first enclosure of the medieval city, of the fabric of the cathedral, of the cemetery of the Franciscan Monastery and of the Gerbergraben (formerly the Tanners street). We expect to recover more than 3,500m<sup>3</sup> of archaeological material!

The extension of the car park in the Waisenhausplatz, built in 1956, will bring 140 supplementary places. Even if this intrusion is not quite so vigorous, it nevertheless involves the destruction of the remains of a Baroque patrician house and will touch the city's moat which had been filled in during the 18<sup>th</sup> century.

The Archaeological Service of the Canton of Berne, the Monuments Service and the Historic Commission of the City of Berne have unsuccessfully opposed this destruction of archaeological heritage that is hidden in Berne's sub-soil.

ICOMOS Switzerland

### Des nouvelles constructions menacent l'héritage culturel sous le sol de la ville de Berne

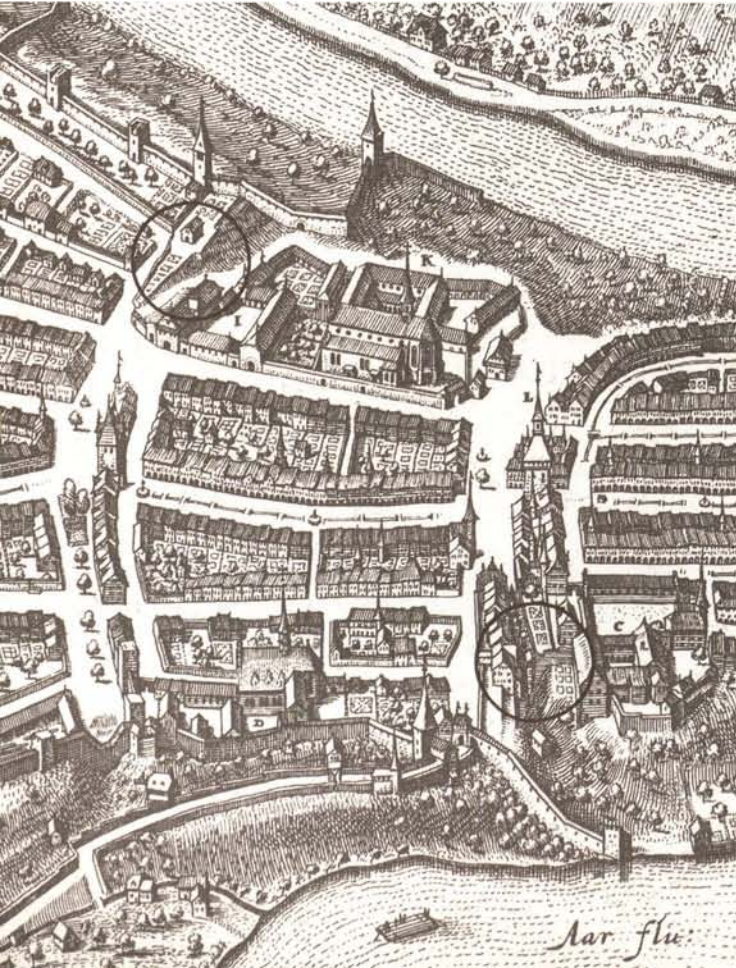
Deux projets d'agrandissement de parking souterrains vont bientôt être réalisés au cœur même de la ville de Berne – patrimoine culturel mondial selon l'UNESCO.

Le parking du Casinoplatz, construit en 1935-1937, obtiendra 250 nouvelle places de parking au détriment de la première enceinte de la cité médiévale, de la fabrique de la cathédrale, du cimetière du monastère des Franciscains et du Gerbergraben (le fossé des tanneurs). On doit s'attendre à récupérer plus de 3'500 m<sup>3</sup> de matériel archéologique!

L'agrandissement du parking du Waisenhausplatz, construit en 1956, apportera 140 places supplémentaires. Bien que cette intervention ne soit pas aussi incisive, elle impliquera toutefois la destruction des vestiges d'une maison patricienne baroque et touchera le fossé de la ville qui avait été remblayé au XVIII<sup>e</sup> siècle.

Le Service archéologique du canton de Berne, le Service des Monuments et la Commission historique de la ville de Berne se sont opposés sans succès à la destruction de ce patrimoine archéologique caché dans le sous-sol Berneois.

ICOMOS Suisse



Detail of the view of Bern (Matthias Merian, 1634) with the two projects for underground car parks (circles)

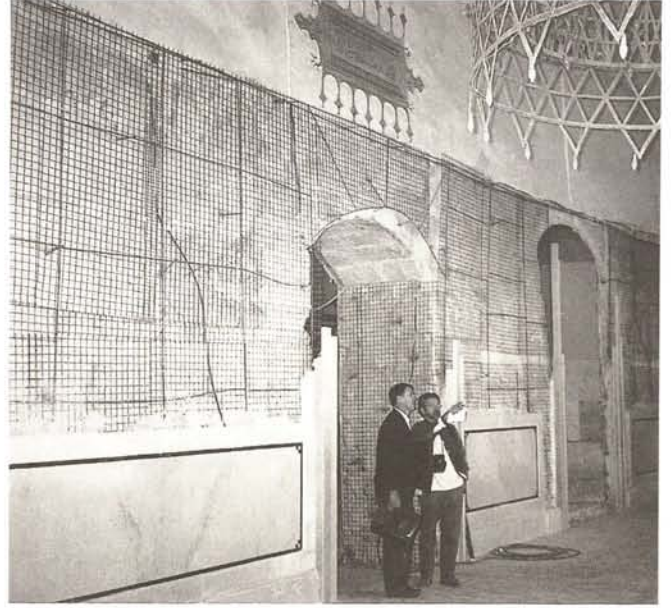


## SYRIA – HERITAGE @ RISK!

### Case Study – Aleppo

The old city of Aleppo has been inscribed in the World Heritage List. The historic urban fabric is extremely endangered and not redeveloped because of a lack of financial support, expert knowledge and commitment. Also in this case, only a carefully planned urban redevelopment and conservation program could help, focusing on the maintenance of original structures and historic building fabric.

“Restoration” of the Ummayyad Mosque in Damascus, total renewal instead of conservation: steel mesh with new marble revetment and cement mortar



Two views of the ancient city of Aleppo



## THAILAND – HERITAGE @ RISK!

The problem of risks threatening monuments in Thailand may be listed in 4 groups as follows:

1. Risks caused by natural disasters.
2. Deterioration by age and by lack of maintenance.
3. Risks caused by humans, which result from a lack of understanding of conservation and the values of heritage places.
4. Risks from other factors.

These problems are described further in the following examples.

Risks caused by natural disasters: although Thailand is situated in an area which is virtually free from serious natural disasters such as volcanic eruptions, earthquakes, or critical storms, heavy and continuous rainfall, including some cyclones, for several months each year, affect monuments by floods. This is particularly a result of changes to the original agricultural area, a great water-retaining basin which enabled rapid water drainage during the monsoon season, into residential or factory areas, which block the water, making it stand for a long time. Rivers and canals have become the only means to drain water to the sea and are overloaded with an enormous amount of water. The river banks are therefore eroded by the force of the water and this also affects the cultural heritage places, which are mainly located beside rivers and canals, as they were the ancient means of transportation. The numerous canals that rendered the title “Venice of the East” to the city of Bangkok are now left to dry up or are filled for use as roads. The network of water drainage, a past ingenuity, is now neglected, thus incurring problems for heritage. The most obvious example of this situation are the monuments in Ayutthaya, a city surrounded by water in all directions.

Water, the most valuable resource for sustaining our lives and agriculture, causes at the same time, the problem of underground water and humidity, which is a major factor in the deterioration of heritage places, especially in Thailand with its hot and humid climate. Heritage places which were built with pregnable materials and techniques are most critically affected, for instance, monuments of the Dvaravati period that used brick as the main material, clay as the mortar, and lime as the plastering material. When the plaster fell off, it exposed a means for water penetration that melts the clay mortar and weakens the structure, that can eventually lead to collapse. Several monuments at the Khok Mai Dane site appear today as foundations only, were covered by a layer of debris that was once the brick and clay mortar of these monuments. When these sites were first excavated and exposed from this overburden of soil, they were in good condition but after some period of exposure, the sudden swings in humidity and attacks by rainwater caused a rapid deterioration of materials, so that the site is at risk of being totally lost. Apart from this case of a lack of good maintenance post-excavation, negligence of heritage places and a lack of ongoing maintenance can also cause a loss of heritage places. This may be caused by the preference to construct a new building to replace old ones rather than repairing existing buildings.

Human behaviour also threatens heritage: there are many examples of this issue, for instance, the latest case is the conflict between the government agency and people who live within archaeological and historic sites such as in Khao Khok, Saraburi

province. There, the government agency wanted the people to move out of the historic area that the community settled a 100 years ago. The people therefore refused to move or return the area to the public. Historic and archaeological sites, which are highly prone to loss tend not to be perceived as heritage in the general view, because they do not have the appearance of monuments. Nowadays, many cases of trespass or damage to the physical remains still occur all the time, both as a result of ignorance or intentionally.

In cases where heritage is tangible, such as religious monuments, which form the largest group of heritage places in Thailand, there are different kinds of risks depending on the owners or landlords. Such risks result from a lack of awareness of the values of the heritage in their ownership. Examples are:

- Wat Thung Sri Muang, iUbon Ratchathani province – where additional buildings in the area of the Scripture Hall, which is a monument of great artistic and architectural values, lessen the values of the overall atmosphere of the monument.
- Wat Arun Ratchavararam (Temple of Dawn), Bangkok – it is still not possible to control the number and tidiness of souvenir shops in the area due to the pressure of tourism, even after restoration of the monument and development of the landscape.
- Wat Phra That Lampangluang, Lampang province – has undergone a change to the original building from the northern architectural style to the style of Central Thailand. The materials have been changed according to the convenience and taste of the owner. The ground around the monuments which used to be covered by sand, to symbolize the ocean, was also changed to a tile-paved surface. Therefore, the local identity and beliefs as expressed in the architecture are now lost.
- The ruined mosque at Ban Krue Sae, Pattani province – where a religious group has come to use the place to perform religious ceremonies and wanted to reconstruct the monument to its completed state. However, many of the actions taken were damaging to the monument, due to a lack of understanding, such as the addition of marble paving on the floor, which blocked the evaporation of moisture from the built fabric. The need to add the lost elements to the heritage building could lead to the alteration of its original character, as well as threatening the stability of the existing structure.

Apart from the previously mentioned factors, another important risk factor is the shortage of expert and skilled personnel in conservation. There is no academic institution that provides a specific course on this subject and the government has no policy to increase the supply of personnel in this field. On the other hand, this staff shortage problem is contradictory to the budget increase under the terms of foreign monetary loans that aim to solve the current economic problems.

In today’s society, there are more people interested in conservation so that the government agency in charge of conservation is being closely watched. When some misunderstandings occur or some mistakes are noticed, these watchers make serious public accusations, however, these are sometimes made without an understanding of correct conservation principles and rationale. Nevertheless, the accusers are mostly famous or well-known persons so that their voice causes confusion to the pub-



lic's idea and understanding of conservation that may eventually affect heritage. A recent case was the conflict in scientific opinion about the cleaning and the necessity to remove lichen at the Main Sanctuary, Phimai Monument, Nakhon Ratchasima province. Opposition to the cleaning was based on reasoning that lichens were not responsible for the deterioration of the monument but, instead that they protected the structure, whereas the personnel in charge confirmed the damaging effects that lichens were causing to the stone at Phimai. This was supported by many scientific studies, by both Thai and international scientists, that confirmed the requirement to clean and clear away the lichens.

### Case Study 1 – Wat Phra That Lampang Luang, Lampang province

At the building in the front, the glazed roof tiles with pointed ends and decorative elements of the Central Thai style have been applied to replace the unglazed tiles with straight-cut ends and the local decorations of the North. Cement and plastic emulsion paint replaces the ancient lime plaster, and the sand surface representing past local beliefs and traditions is now a tile-paved floor, which in the view of the Temple is more convenient to maintain.

### Case Study 2 – Krue Sae Mosque, Pattani province

The ruined monument, which has now had its use revived, includes unsightly additions and alterations that affect the conservation of the site. The project to complete the building, in order to invalidate an ancient spell as believed from an old legend, is compromised by a half-way measure, that is to allow this place to be restored and used to practice religious activities, in a way that will not affect its heritage conservation. The dome will not be added to the original structure, modern materials will be used to distinguish the new from the old parts, and the added parts which are damaging to the heritage building will be removed. As for its outer appearance, the heritage place will be seen as a ruin as it was originally. This advice has already been proposed and accepted and restoration based on this idea is to be implemented in the near future.

ICOMOS Thailand



Wat Phra That Lampang Luang, before renewal



Wat Phra That Lampang Luang, after renewal with wrong modern materials

Krue Sae Mosque





## TURKEY – HERITAGE @ RISK!

In Turkey, the Ministry of Culture is responsible for the protection of monuments and sites. There are two departments in Ankara, the General Directorate of Monuments and Museums, and the General Directorate of Conservation with branch offices in major towns to carry out this responsibility. These two departments have the role to administer museums and sites, plan for research and documentation, and provide technical and financial support to state-owned museums and sites, developing projects for the conservation of cultural property.

Most archaeological sites are public property and their administration is carried out through museums. Most Islamic monuments, mosques, *medreses*, and caravanserais are *waqf* (pious foundation) property and their preservation is the responsibility of the General Directorate of Waqf, also a public institution. The municipalities are in charge of city walls, aqueducts and fountains. City councils allocate a certain amount from their yearly budget for the care of these historic buildings. Most historic houses are in private ownership and their maintenance and restoration falls on the owner. Turkish law supports the owners of historic buildings by exempting them from real estate tax. The resources for long-term loans for owners of privately-owned historic property is very limited. The care of historic buildings that belong to minorities or foreign missions falls on those groups. Some of the redundant churches and synagogues have no congregation to take care of them and they are left as ruins.

The diversity and the vast number of historic buildings and sites in Turkey make it a gigantic task on the part of the Ministry of Culture to carry out a successful program for the maintenance and restoration of historic buildings and sites. A lack of funds in the budget of the Ministry of Culture impairs its function as the leader in historic conservation. As the national survey of cultural property in Turkey is not yet completed, the demolition of unlisted buildings continues, resulting in serious losses. Legally it is not possible to sue a person who demolishes an unlisted building. It is difficult to take urgent action to save a damaged building or site due to limited funds and expert staff. Besides economic problems, natural as well as man-made damage are acting on cultural heritage places and sites. Stone surfaces decay, and trees grow on the façades and over the top of monuments, their roots causing serious damage to the masonry. Air pollution and the misuse of buildings cause further damage. The tourism industry develops near archaeological sites and spoils the landscape, also exerting pressure on ancient buildings within the site. The site of Side, on the Mediterranean coast, is a good example of such a case. New construction on and near the site spread quickly, without paying due regard to the historic and natural environment.

Rapid population growth and migration to major cities have resulted in congestion and urban sprawl in historic towns. The changes to the social composition of historic urban centres, the desertion of the site by the original settlers, leads to serious problems. When the site is deserted, it is completely neglected and falls into disrepair. When the old centre is settled by people of rural origin, the new occupants are usually poor and do not care about the maintenance of the old fabric. In many towns, the historic centres fall into disrepair and they eventually lose their



Ahi Celebi Mosque in Istanbul is an Ottoman mosque from the 15<sup>th</sup> century. It was built near the shore of the Golden Horn, on weak soil. The structure subsided, sinking slowly into the ground. It also suffered from earthquakes. For many years it has been evacuated. The foundations were consolidated but the floor is below sea level and the mosque cannot be used for prayers. The earthquake of August 1999 caused some cracks to widen. With no maintenance, the building stands as a ruin.

original character. The historic core of Tarsus and Süleymaniye in Istanbul are two typical cases.

Cultural heritage places in the countryside also suffer from urban sprawl. Ancient structures like bridges and aqueducts which grace the landscape cannot be appreciated in their natural surroundings any longer. In Istanbul, Kemerburgaz, which was once only a small village has expanded considerably. There are 16<sup>th</sup> century aqueducts in the vicinity of this village. Since 1990, garden-city type housing has been developing next to the western side of one of them – the 700m long Uzunkemer. The new development has spoiled the rural landscape; now it is impossible to perceive the aqueduct in its pure architectural form against the landscape. The Municipality has established a garbage elimination centre nearby and during the last five years, the number of trucks passing under the aqueduct has increased considerably. The aqueduct is suffering not only from the new development but also from the vibration and pollution of heavy traffic.

Public works and engineering projects are also having an impact. GAP (Southern Anatolian Project), originally intended as a large-scale development plan for south east Turkey, is a project which incorporates several dams, such as Keban, Atatürk and Karakaya on the Tigris and Euphrates rivers. Monuments, sites and historic urban settlements are suffering badly from dams which are being built in south east Turkey. Zeugma, a Roman garrison city, an archaeological site with exquisite mosaic floors, will be partially covered by the waters of the Birecik Dam. Several prehistoric, ancient and urban sites in the region will be lost without proper documentation.

Halfeti, which shares a similar fate, is a beautiful town built in the stone tradition. Hasankeyf, which is one of Turkey's medieval sites, is also faced with the danger of being inundated.



The Ilisu Dam project was developed without giving due attention to the presence of the unique architectural heritage at Hasankeyf. In spite of objections from archaeologists, art historians, architects, environmentalists and writers, the project has not been changed or cancelled. The authorities are offering only eight more years for further research. This very short time is not enough to complete archaeological research, and several cultural layers and artefacts will not be able to receive proper attention during such haste. If the dam is built, Hasankeyf will be flooded before it is systematically studied. The loss of many important sites is arousing considerable reaction from the public.

There are other public works projects, which will create significant damage to historic and natural heritage if implemented. Proposals for building bridges over the Bosphorus and the Dardanelles are two of these; if built, they will damage exceptional urban, historic and natural sites in Istanbul and Çanakkale. In

Istanbul, Arnavutköy, a small village with traditional timber houses and Kandilli, also an important urban and natural site, are at risk. At Çanakkale, the 15<sup>th</sup> century fortress of Kilid-ül Bahir and its surrounds are threatened by the proposed bridge. The Bosphorus and Historic Istanbul are also threatened by the building of several 30 m high pylons to steer oil ships sailing from the Black Sea to the Mediterranean. The proposal to build the pylons has been met with a reaction from the Monuments Council responsible for the protection of the Bosphorus and its environs.

Natural agents also threaten many monuments and sites, such as flooding, landslides and earthquakes. Recent earthquakes in Turkey have caused serious damage to many urban sites and monuments from different periods. On 17 August 1999, an earthquake with a magnitude of 7.4 on the Richter scale, shook Gölcük and its surrounds, causing damage to cul-

Süleymaniye Conservation Area. Due to legislation regarding protection of cultural heritage conservation areas could be designated only after 1973. Until then the area to the north of Süleymaniye Mosque was transformed from an urban area to an industrial one. The timber houses were demolished and reinforced concrete massive structures were raised instead. This development is an eyesore in the silhouette of the historic city and the activity taking place within these buildings are not suitable for a historic area.



Mosque of Mihrimah Sultan was damaged during the 1999 earthquake. According to historic documents it was also damaged by earthquakes in the 18<sup>th</sup> and 19<sup>th</sup> centuries. This time two of the vousoirs from the southeastern arch fell down and several cracks developed in the masonry.







House at Süleymaniye. Fires caused serious losses to the historic fabric of Istanbul which consisted mainly of timber houses. Many of the houses in Süleymaniye are made of timber; occasionally they burn and are replaced by reinforced concrete copies. This house is built of brick but it had timber floors and roof. It suffered from a fire about ten years ago and due to lack of funds stands as a ruin.



Timber House at Findıklı. The historic districts of Istanbul are destroyed by modern development. The property values are high in central business districts and this creates great pressure on historic buildings. The property developers try to demolish low buildings and build higher modern buildings instead. The timber house in the picture shows the contrast between the old and the new created by the change in scale.

tural heritage places and other buildings in Izmit, Iznik, Bursa, Yenisehir, Istanbul, Çatalca and Tekirdag. The majority of the damaged structures were masonry buildings. Minarets fell down damaging roofs, and walls, vaults and domes cracked. In Istanbul, the Theodosian Walls, and the mosques of Fatih, Bayezid, Atik Ali Pasha, Mahmud Pasha and Mihrimah Sultan were affected. The baths of Bayezit Complex, the Medrese of Feyzullah Efendi, and the Library of Ragip Pasha are among the other significant monuments damaged by the tremors. The Municipality of Istanbul is the authority responsible for the Land and Sea Walls surrounding the Historic City. After UNESCO's declaration of the Historic Quarters of Istanbul as a World Heritage site in 1985, the Municipality initiated a project for the conservation of the Land Walls and their surrounds. Several projects were implemented between 1986 and 1994 but the Municipality has not been energetic in taking action after the last earthquake. It is essential to take preventative measures for further losses to the towers and walls. Waqf authorities and the religious community are trying to raise money for the damaged mosques.

### Case Study – Hasankeyf: a Medieval Site Threatened by Ilisu Dam

Hasankeyf, which is one of the medieval sites in Turkey, is faced with the danger of being inundated by Ilisu Dam. The project was started without giving due attention to the presence of the unique architectural heritage at Hasankeyf. In spite of objections from archaeologists, art historians, architects, environmentalists and writers, the project has not been changed or cancelled. The authorities provide only eight more years for further research. This very short time is not enough to complete archaeological research; several cultural layers and artefacts will not be able to receive proper attention during the haste or will be flooded before they are systematically studied. The same is also true for several other prehistoric, ancient and urban sites in the GAP region; Zeugma, a Roman garrison city, and Halfeti, a beautiful town in the stone tradition are among significant ones sentenced to death by dam constructions.



Uzunkemer Aqueduct at Kemerburgaz has been neglected for a long time and decayed stones have started to fall onto the highway. A scaffold is set up to keep the falling stones from damaging the cars.



Kilidulbahir. A project is proposed for vehicular traffic over the Dardanelles, at the narrowest point of the strait. The 15<sup>th</sup> century castle of Kilidulbahir stands at this point and commands the waters. If built, the new bridge and the highway connecting the bridge to the highway will ruin the tranquility of the site and also insert foreign elements into the scenery.



Hasankeyf is one of the sites under the risk of being inundated by Ilisu Dam. Many archaeological sites are being threatened by the danger of being lost due to dam constructions.



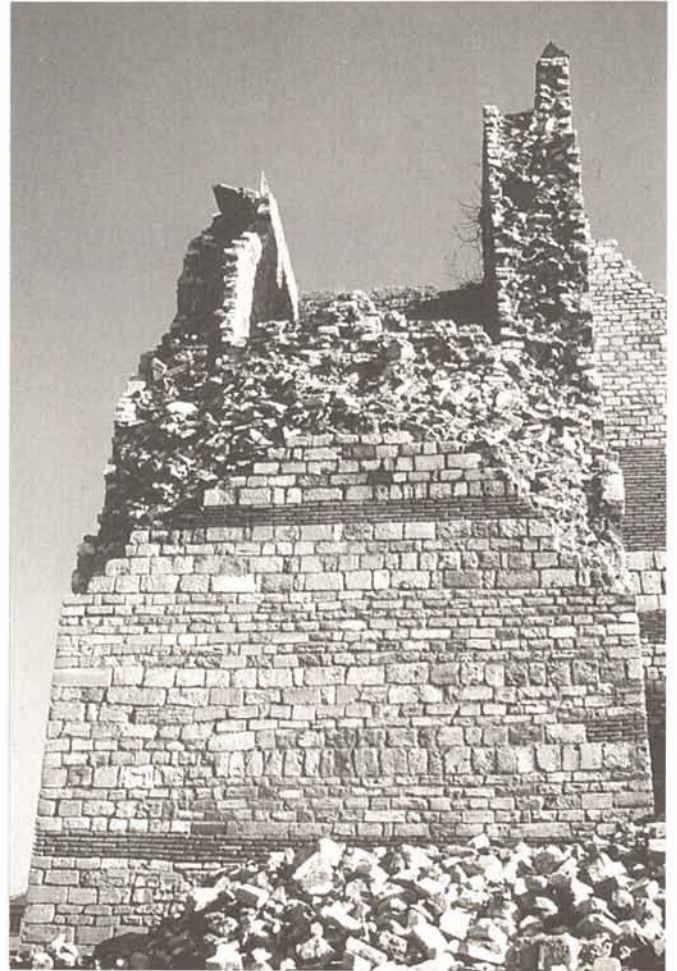




Bath of Bayezit is an early 16<sup>th</sup> century building which has not been in use for many years. During the road-widening operation in the 1950's, the street level was changed and the foundations of the south wall were exposed. A crack which had developed earlier on the dome of the dressing hall was widened by the tremors in 1999.

In Hasankeyf, the possibility of salvaging some of the monuments by transferring them to another site needs to be considered. Modern technology offers several methods for transferring masonry buildings. The most favourable from the point of conservation is the technique in which the monument is cut off from its foundations and mounted on a wheeled trolley. This sophisticated technique has been used in Europe to move cathedrals and palaces. It would be the right one for Zeynel Bey Tomb, which is a significant monument from late 15<sup>th</sup> century. The structure has a cylindrical shaft, the exterior of which is decorated with glazed bricks, laid in geometric patterns, featuring Timurid tradition and marking the strong artistic link between Anatolia and Central Asia in the fifteenth century.

Another technique which is widely adopted for moving is the dismantling of the historic building and its reassembling at the new site. After careful photographic documentation and survey, each stone block in the structure is numbered. This technique is generally applied to monuments with ashlar construction. In Hasankeyf, it can be used to transfer architectural elements like minarets and the gates of the citadel. The criticism of



Tower 89 of the Theodosian Wall. This tower was partially reconstructed about mid 20<sup>th</sup> century. The tower was hit by the 1999 earthquake and some of the modern masonry fell down. Many parts of the Theodosian Wall are cracked or there are detached parts which can fall during a strong earthquake.

this technique is that during the dismantling and the re-erection process, monuments lose some of their original details; some blocks break down or crumble. Binding elements like mortar and clamps need to be changed or replaced. The workmanship is not the same. The mounting has to be done very carefully to assure proper alignment of the members.

The rubble construction does not lend itself easily to be dismantled. Therefore, monuments having rubble masonry (Koc and Sultan Süleyman Mosques) cannot be transferred easily. The relieving system in the vaulting of Sultan Süleyman Mosque is very interesting. Yet, if such structures are forced to be transferred, almost 95% of the masonry will have to be renewed after the operation. This means that most of the historic substance will be lost during the dismantling and restoration.

When it is not viable to move a monument intact, only some sort of its important features like the muqarnas portals, the mihrab and fine details may be removed carefully and protected at a safe place, maybe within a museum. The decorations on the gypsum plaster over the transition zones and the domes of Sultan Süleyman Mosque need special care. These can be kept in a museum specially designed for Hasankeyf.



Moving monuments is a hard task. It requires a good budget, technical means and planning. One of the most important objections to the Ilisu Dam is that there is no planning for the relocation of Hasankeyf's architectural heritage. Siting and topography are very important in moving monuments or parts thereof. A relocated building seldom has the same aesthetic relationship to its new site. When monuments are cut off from their foundations and erected on a completely different site, they look very different. They are alienated/isolated and lose much of their dignity and integrity.

A similar landscape and context has to be created in order to make them impressive and meaningful again.

If no studies or preparations are made beforehand to provide a similar landscape for the monuments, the new open air-museum of "Hasankeyf" will be a failure. Yet, one has to consider the fact that it is almost impossible to create the same landscape and context for the transferred monuments. The landscape at Hasankeyf comprises gigantic natural elements and complex relations among its architectural members. It is impossible to re-create the picturesque background for monuments like the Koç and Sultan Suleyman Mosques. Furthermore, who can provide a similar site for the medieval Castle and the Palace which are perched on a high cliff?

International charters and conventions concerning protection of cultural heritage recommend that at the preliminary survey stage of engineering projects, sites of historic and archaeological importance be marked and measures taken to preserve them in-situ. UNESCO's Recommendations concerning the Preservation of Cultural Property Endangered by Public or Private Works (1968) points out the fact that "it is a duty of governments to ensure the protection and the preservation of cultural heritage of mankind as much as to promote social and economic development. Preventive and corrective measures should be aimed at protecting or saving cultural property from public or private works likely to damage and destroy it..."

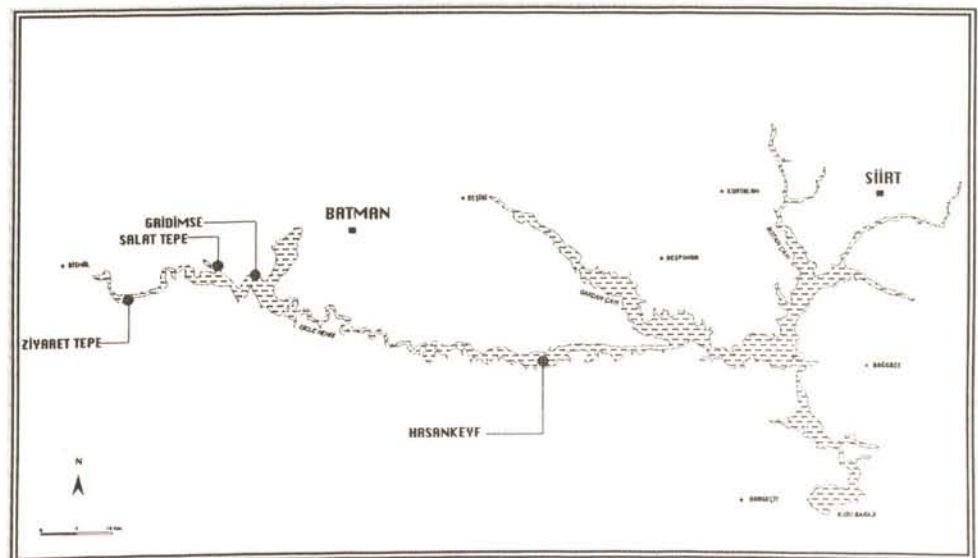
UNESCO's recommendations have been ratified by Turkey, and we must insist on the revision of the dam project in the light of this fact. Hasankeyf is a Grade I archaeological site with significant monuments. No permission is yet granted from the Monuments Council of the region for the construction of the dam. The Ministry of Culture should try to solve this problem for the benefit of Hasankeyf.

Another critical point about Ilisu Dam is its life span. Experts foresee 30-50 years of functional life for this dam. It is predicted that in a very short period of time it will be filled with rubble and not be as useful. In the long run, the dam will be a social, cultural and environmental disaster. When the very short life of the dam is set against the long history of Hasankeyf and its potential to live, one is compelled to ask the authorities "Why build Ilisu Dam?"

No material gain or money can bring back or reproduce a treasure like Hasankeyf. We have a great deal to learn from this site. People living there and others, who have visited it, have memories and very close ties with the site, all of which are worth more than a dam. It is predicted that about 1 million tourists will visit GAP region in the year 2005. Hasankeyf offers memorable vistas and moments for spectators. From its acropolis, it is wonderful to watch Zeynel Bey Tomb and the Tigris river flowing peacefully under the ruins of the medieval bridge. It seems absurd to bury a site which has such a great potential to attract people.

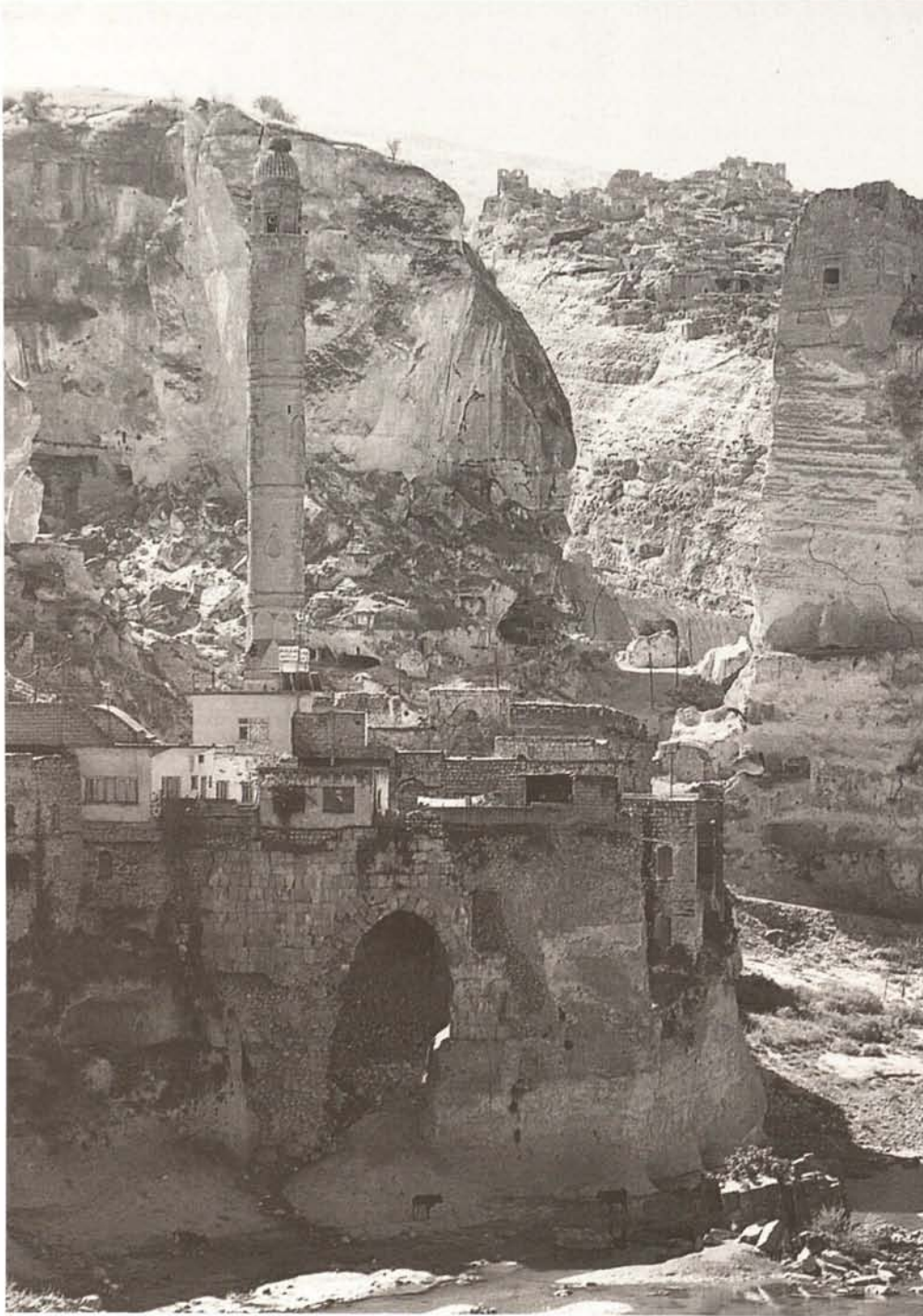
When one compares the short-term economic prosperity the dam will generate with the long-term survival of a significant site which encompasses treasures from early human settlements up to late medieval period, one without doubt makes the preference for the survival of Hasankeyf. Public opinion and scholarly concerns back up the view that shortly living dams should not be permitted to devastate culturally abundant lands. Hasankeyf should not be "Doomed by the Dam".

ICOMOS Turkey



Ilisu dam reservoir area and archaeological sites investigated in 1998





Hasankeyf, view towards the citadel, with Artukid Mosque in the foreground



## UNITED KINGDOM – HERITAGE @ RISK!

Responsibility for the heritage in the United Kingdom rests with a complex web of bodies, both official and unofficial, which operate at UK-wide, National and local level. The Secretary of State for the Department for Culture, Media and Sport (DCMS) is responsible for the UK's obligations under the World Heritage Convention and is also responsible, within England, for heritage legislation and the statutory protection of "scheduled" monuments and "listed" buildings. DCMS ([www.culture.gov.uk](http://www.culture.gov.uk)) also provides government funding for its statutory advisory body, English Heritage (EH). EH ([www.english-heritage.org.uk](http://www.english-heritage.org.uk)) is a Non Departmental Public Body charged with the protection of the historic environment through its role in statutory processes and with the promotion of public understanding and enjoyment of the heritage throughout England. Within the other devolved "home countries" of the UK (Scotland, Wales and Northern Ireland) the executive role is fulfilled respectively by Historic Scotland ([www.historic-scotland.gov.uk](http://www.historic-scotland.gov.uk)), Cadw: Welsh Historic Monuments ([www.cadw.wales.gov.uk](http://www.cadw.wales.gov.uk)) and the Environment and Heritage Service, Northern Ireland. In Scotland and Wales the survey and record of ancient and historical monuments, including those at risk, is also carried out by Royal Commissions on Historical Monuments, who also have responsibility for their respective National Monuments Records. The Royal Commission on the Historical Monuments of England was operationally merged with EH in 1999.

The only UK-wide official body with a remit, which includes the heritage at risk, is the National Heritage Lottery Fund (HLF). HLF ([www.hlf.org.uk](http://www.hlf.org.uk)) uses money raised by the National Lottery with the aim of safeguarding and enhancing the heritage. HLF will fund "not-for-profit" Building Preservation Trusts for capital projects whose aim is to preserve historic buildings at risk and which cannot be preserved through normal market mechanisms. HLF also provides Townscape Heritage Initiative grants, which support common funds for the repair and the regeneration of historic areas for a fixed period of years. This major UK-wide programme is designed to create new opportunities for economic, social and cultural regeneration through the repair and restoration of the urban built fabric. The first awards were made in 1998-1999 when 35 awards, totalling £17.8m, were made with priority being given to towns in Northern Ireland, Scotland and Wales. HLF also awarded £36.1m to 69 projects under its Urban Parks Scheme. In England HLF also grant aids active places of worship which are eligible under a joint scheme with EH. The main focus of this scheme is to support urgent repair works.

There are also other voluntary organisations with a UK remit including the Architectural Heritage Fund ([www.heritage.co.uk/apt/ahf.html](http://www.heritage.co.uk/apt/ahf.html)) and the UK Association of Building Preservation Trusts. The largest, oldest and most technically expert national pressure group fighting to save old buildings from decay, demolition and damage is The Society for the Protection of Ancient Buildings ([www.spab.org.uk/whatis.html](http://www.spab.org.uk/whatis.html)). There are also a number of other so-called National Amenity Societies (The Ancient Monuments Society, The Georgian Group, The Victorian Society, The Council for British Archaeology ([www.britarch.ac.uk](http://www.britarch.ac.uk)) and The International Council on Monu-

ments and Sites UK ([www.icomos.org/uk/](http://www.icomos.org/uk/)) that have both a campaigning role and a statutory role in the determination of planning applications concerning listed buildings within their respective remits. Two organisations, RESCUE and SAVE ([www.savebritainsheritage.org](http://www.savebritainsheritage.org)), are concerned with issues relating respectively to threatened archaeological sites and historic buildings. SAVE has produced excellent campaigning reports on railway architecture, textile mills, nonconformist chapels, churches, barns, theatres, follies, pubs, military and naval buildings and recently mental asylums. SAVE is also developing a systematic and cost effective approach to the maintenance of the historic buildings of the UK through the promotion of Monument Watch UK, based on the Monumentenwacht in the Netherlands.

Below the national level local government is organised differently in each "home country" and consists of unitary, county and district authorities who provide conservation services. There are also a number of regional, county or city amenity, archaeological and historical societies and building preservation trusts many of whom will be concerned with monuments and buildings at risk.

Given the devolved nature of conservation in the UK it is not possible to give overall comparable statistics relating to heritage at risk and each "home country" has to be considered separately. Furthermore archaeological sites and historic buildings tend to be treated separately, since legislation distinguishes between them, although in practise there is some overlap. Taking the situation in England first EH commissioned the *Monuments at Risk Survey of England 1995* (MARS) from the School of Conservation Sciences, Bournemouth University. The survey was concerned with the 937,484 entries in local authority Sites and Monuments Records, which included about 300,000 archaeological monuments. For financial and practical reasons MARS could assess not every archaeological monument in England. Accordingly, a sampling strategy was developed to look at a cross-section of all recorded monuments through field and aerial photographic survey. Among the topics considered by MARS were monument survival 1945-1995; key causes of destruction; monument condition in 1995; and monuments and land-use. The survey showed that, on average, one recorded monument had been completely destroyed every day since 1945. There has been a decline in the proportion of earthwork monuments having good areal survival from 95% in 1945 to 76% in 1995. Only 5% of MARS monuments were found to show no evidence of recent loss when surveyed. About 2% of all monuments (c. 4520) were at high risk from serious damage or destruction, while 28% of monuments (c. 65,000) were at medium risk. Legal protection (Scheduling) was shown to be effective; less than 3% of all destroyed monuments actually surveyed were Scheduled Monuments, but only 6% of recorded monuments extant in 1995 were Scheduled. The survival and condition of monuments in areas subject to other designations (National Parks and Areas of Outstanding Natural Beauty) is generally better than in areas of countryside not designated in this way. MARS was the first study of its kind and has provided a benchmark, which will allow the monitoring of the condition of England's archaeological resource.



EH proposes to repeat the survey in 2015. In the meanwhile MARS is providing EH with a framework within which to manage England's archaeological resource with the object of trying to reduce the risks to monuments. The actions taken include: expanding the number of records of the archaeological resource (the National Mapping Programme using aerial photography is particularly valuable in this context); supporting a programme of increasing the schedule of protected monuments (the Monuments Protection Programme); encouraging National Parks and the authorities responsible for Areas of Outstanding Natural Beauty to develop and expand their important work in managing and safeguarding archaeological monuments; focussing attention on areas which do not benefit from much overall protection; promoting the mitigation of damage through the local planning process; and raising the public awareness of their local archaeological resource.

None of the other "home countries" has developed any survey as comprehensive as MARS. In neither Scotland nor Wales registers of monuments at risk have been prepared. Cadw believes that, thanks to grant aid, most local authority monuments are in good repair. Cadw is aware of monuments at risk in private ownership and is trying to target these with grants. In Northern Ireland a Condition and Management Survey of the Archaeological Resource is at the design stage. It will be loosely based on MARS, but less comprehensive, but will provide a realistic view of the current situation. A pilot project will take place in 2000 and it will involve field inspection of sites on eight land use types.

In England in 2000 there are 30,239 buildings or groups of buildings listed with the highest statutory designation of grade I and II\*, together comprising the most important 8% of the country's listed building stock. English Heritage has calculated in its Buildings at Risk Register that nationally 3.8% – 1 in 25 – are at risk of loss through neglect and decay. Including structural Scheduled Ancient Monuments, 1625 buildings and structures, outstanding in the national context are known to be at risk. About 1 in 5 items on the Register remain in the highest priority category: "Immediate risk of further rapid deterioration or loss of fabric: no solution agreed". However nationally, concrete progress is being made towards securing the future of more than 1 in 4 – 27.5% – of buildings on the Register. Almost 1 in 3 en-

tries on the Register – 28% – are or were domestic buildings; 77% of them are capable of being returned to beneficial use if repaired. About 1 in 10 entries on the Register are or were industrial buildings; 40% of them are capable of being returned to beneficial use if repaired. Overall, almost half – 44% – of items on the Register are capable of beneficial use sufficient to justify their maintenance once repaired. The remainder need long term stewardship. About 1 in 7 – 14.5% – is economic to repair and bring back into use without subsidy, but the total subsidy needed to bring the buildings on the Register into repair (and, where applicable, use) is in the order of £400m. The full set English Heritage's Registers can be found on its Internet site: [www.english-heritage.org.uk](http://www.english-heritage.org.uk)

## Case Studies of buildings at risk in England:

### *The Darnley Mausoleum, Cobham, Kent,*

is one of the most important listed buildings in England (grade I) to be at long term risk. Never actually used for burial, it has no conceivable use beyond standing on its hill as a magnificently crystalline piece of Georgian funerary pomp. It has been much vandalised, though surprisingly with little effect on its character, and, with its ownership in the hands of the receivers, its rescue is dependent on sizeable investment in a building which will never be more than a monument.

### *810 Tottenham High Road, Haringey, London,*

is one of a symmetrical pair of grade II\* listed houses built c1715, with fine gauged brickwork. In the mid-1980s the owner, Haringey Council, set up a building preservation trust in which it vested the property. There began a long process of decline, during which the building suffered from dry rot, theft of features and an arson attack. In 1997 the Council began the painfully slow process of resolving the complex legal issues arising from the demise of the Trust. There is a purchaser for the property, and a grant offer from English Heritage. It stands in painful contrast to its partner, recently repaired through a Conservation Area Partnership Scheme.



The Darnley Mausoleum, Cobham, Kent. One of the most important listed buildings in England (grade I) to be at long term risk.



The role of English Heritage is primarily to provide practical advice and resources to help owners and local authorities to secure the future of important buildings at risk. Since 1998, EH has published *Buildings at Risk: A New Strategy; Stopping the Rot: a step-by step guide to serving Urgent Works and Repairs Notices* and a Policy Statement, *Enabling development and the conservation of heritage assets*, that is particularly relevant to the assessment of development proposals advanced to rescue buildings at risk. In 1998/99 EH spent a total of £35.5m in grants to buildings, conservation areas, churches, monuments, historic parks and landscapes and archaeological projects. EH's primary vehicle for conservation-led, area-based regeneration and for the preservation and enhancement of England's most important conservation areas is called HERS (Heritage Economic Regeneration Schemes). The allocation for 2000/2001 is just under £3.3m.

### Case Studies of buildings saved in England:

#### *Dalton Water Pumping Station, Stockton Road, Dalton le Dale, Durham.*

Water pumping station, 1873-79, listed grade II\*. First phase of the project (repair) was carried out in 1998 with a large grant from English Heritage. Building converted to a pub, restaurant and function suite.

#### *St John the Baptist Church, Lincoln,*

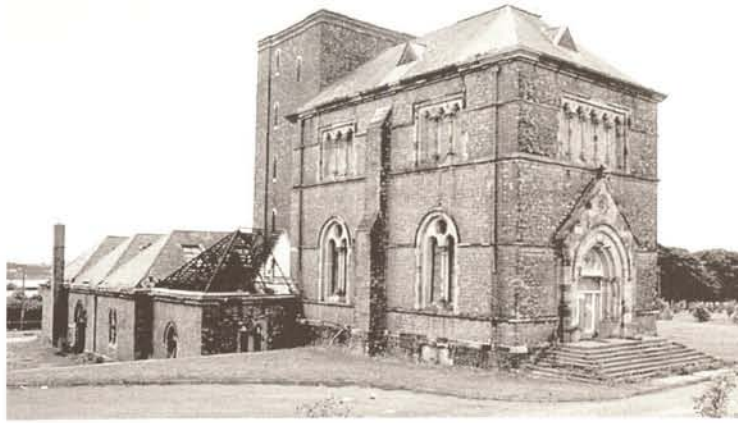
dating from 1962-3 and listed grade II\*, has been removed from the Buildings at Risk Register since the repairs to the hyperbolic roof have now been completed. English Heritage has supported the work with a 70% grant to the Parochial Church Council.

In England the local planning authorities are the primary custodians of the historic environment. Many local authorities maintain and use *Registers* of their own, and follow best practice by monitoring the condition of all their historic buildings, the majority of which are listed grade II. Examples of these county registers are to be found in Essex, Hampshire and Kent. A national overview of grade II buildings at risk is maintained by SAVE which has published eleven annual surveys of Buildings at Risk and maintains an online register. In 2000 SAVE had information on about 800 buildings. The register cannot hope to be comprehensive but it continues to fill out as more and more local authorities volunteer information. The primary aim of the SAVE register is to unite people looking for a building to repair with buildings in need of repair.

In Scotland The Scottish Civic Trust ([www.scotnet.co.uk/sect](http://www.scotnet.co.uk/sect)) has operated a Buildings at Risk Service on behalf of Historic Scotland for the last ten years. Research on over 1500 Buildings at Risk has been collected during this time and a wealth of information now exists on a database of buildings ranging from unlisted crofts in the Western Isles to A-listed mansions in the Borders. The list is growing at a rapid rate. Information is derived from local authorities and a network of other organisations. Each year a *Bulletin* is published which highlights a representative number of buildings in terms of building types, location, and degree of dilapidation and to illus-



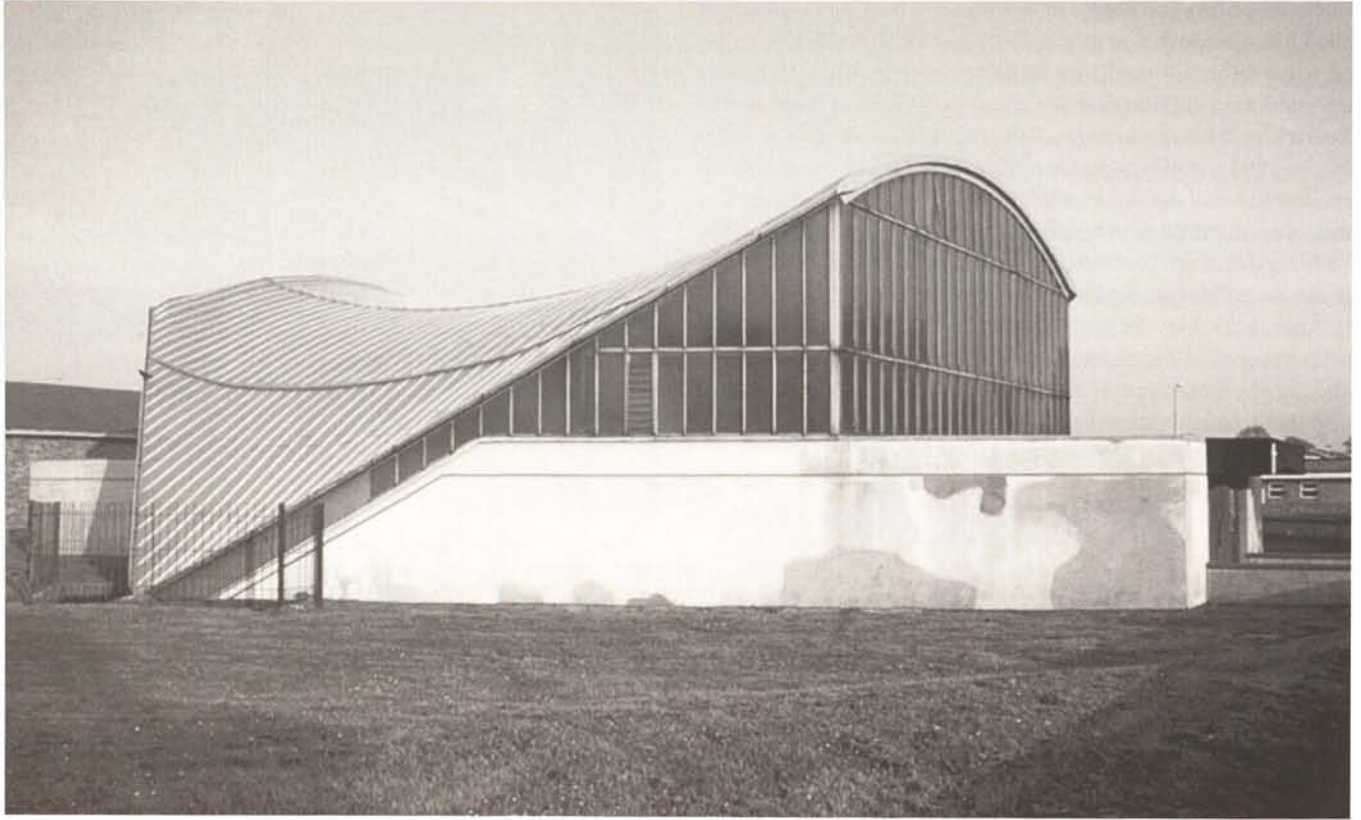
810 Tottenham High Road (c1715), Haringey, London. A symmetrical pair of grade II\* listed houses; the one on the right has been repaired while the other remains at risk.



Dalton Water Pumping Station (1873-79), Stockton Road, Dalton le Dale, Durham. Before and after views of this grade II\* building which has been converted to a pub, restaurant and conference suite.







St. John the Baptist Church (1962), Lincoln. This grade II\* church was at risk until its hyperbolic roof underwent extensive repairs.

trate the many reasons as to why buildings are considered to be at risk. Like the SAVE register in England the Scottish list is aimed at marrying potential restorers with suitable properties.

In Wales the only national source of information on all grades of buildings at risk is an extension of the SAVE register. Cadw has not itself produced any registers of buildings at risk; instead it has concentrated on the resurvey of listed buildings which is due to be completed by the end of 2005. However as local authority areas are being completed, Cadw is offering grants of up to 80% to local authorities for them to prepare their own local buildings at risk registers. Eight buildings at risk surveys are in preparation. Non-conformist chapels are a particular class of building in Wales, which provide one of the most consistent expressions of religion and culture of any of the component countries, which make up the UK. However they are at constant risk from demolition or crass conversion.

In Northern Ireland the Ulster Architectural Heritage Society in association with the Environment and Heritage Service,

has produced six *Buildings at Risk* volumes. The latest volume published in 2000 summarises the current situation. Five hundred and ninety buildings have appeared at risk, but 23% have achieved a positive new future. A particular feature of Northern Ireland is the large number of urban dwellings that have been at risk as a result of the legacy of the Troubles.

Taking the UK as whole some general trends can be seen. The main natural threat is coastal erosion. This threat was brought into focus in 1999 by EH's decision to excavate and remove from the intertidal zone at Holme Next the Sea a timber circle that had been built in the Bronze Age – about 2000 BC – originally on dry land. In the long term other sites are at risk, including the Neolithic site at Skara Brae, part of the Heart of Neolithic Orkney World Heritage Site. The importance of the inter-tidal zone as a sensitive environment in which archaeological sites are preserved has only comparatively recently been recognised. This zone has now taken its place alongside the UK's territorial waters as being particularly significant for shipwreck sites.



## Case Study of a shipwreck at risk:

### *The Anne, Rye, England:*

designated as a protected wreck site under the Protection of Wrecks Act 1973, *The Anne* was a 70 gun 3<sup>rd</sup> rate warship built at Chatham in 1678. During the Battle of Beachy Head in 1690 she was run ashore on the beach at Rye to avoid capture by the French. Up to 4 metres of the lower part of the hull is preserved. The hull is being degraded by marine life and the upper parts are regularly exposed at low tide. It has suffered from damage by treasure hunters and the hull is being eroded by tidal action. A charitable trust has been established to own the site, but there are no effective proposals to preserve the wreck. The Department of Culture, Media and Sport has the powers to list and designate wrecks, but the Department has no powers to take any further action to preserve and protect such sites. Such action is unlikely to happen until the powers of English Heritage are extended to include maritime sites.

Intensive arable production in lowland areas continues to cause the major attrition of archaeological sites. Agriculture is an activity that is least controlled by protective measures or legislation. The continued strong demand for building land and a renewed spate of urban renewal programmes is also an ongoing problem, however, in the last decade, planning policies have been introduced which provide a framework to address the

problem. There is now the presumption that sites will be preserved. Where this is not possible the developer now carries the costs of excavation, analysis and storage.

The introduction of large modern equipment and new working methods is leading to traditional buildings such as barns, warehouses and maltings becoming no longer suitable for their original purposes. Similarly many institutional buildings such as courts, hospitals and particularly mental asylums are also becoming redundant. Redundancy continues to face the Church of England and the nonconformist churches. The major decline in traditional industries such as coal mining, textiles and heavy engineering have brought about the loss of many industrial buildings just when their value is being appreciated. The reduction in the UK's armed forces has also meant that many military buildings, including those associated with the Cold War will face demolition or conversion to other uses.

UK ICOMOS

*Buildings at Risk Bulletin 2000.* The Scottish Civic Trust. Glasgow  
*Buildings at Risk Register 2000.* English Heritage. London  
 Darvill, T, and Fulton, A K 1998, *MARS: The Monuments At Risk Survey in England, 1995. Main report.* Bournemouth and London. Bournemouth University and English Heritage.  
 SAVE 2000, *While stocks last...Buildings at risk 2000.* London  
 Ulster Architectural Heritage Society 1993 – 2000, *Buildings at Risk* (6 vols. Belfast)

The wreck of the 70 gun warship *The Anne* (1690), Rye. This wreck is subject to daily tidal erosion and continuous degradation of its wooden hull by marine life. There are no proposals for its preservation.





## UNITED STATES OF AMERICA – HERITAGE @ RISK!

It is difficult in a country such as the United States of America to be able to provide anything close to a comprehensive view of cultural heritage places at risk in a brief paper. The country is large and spread out, but this, however, is not the only reason. Another reason is that the most significant historical places or cultural artifacts in the United States tend to be non-monumental, and preservation efforts are decentralized. Advocates often work most effectively at the local level. As a result, while one could name specific heritage places and monuments at risk, it is also important to identify types of historic sites that are threatened, rather than attempting to produce a comprehensive list of individual places.

In spite of this limitation, the National Trust for Historic Preservation does produce a list each year entitled "America's 11 Most Endangered Historic Places." The Trust, a nationally based private non-profit preservation organization, has chosen these sites because they symbolize different aspects of America's past and are currently threatened with decay or demolition. They are threatened by neglect, deterioration, lack of maintenance, insufficient funds, inappropriate development or insensitive public policy.

The sites on the Trust list<sup>1</sup> include industrial relics, such as the Hulett Ore Unloaders, which sit on the banks of the lake at Cleveland, Ohio like huge steel monsters designed to remove the iron ore from freighters. Other sites include a failing downtown residential neighborhood in Baltimore, abandoned urban 19<sup>th</sup> century hospitals, a 19<sup>th</sup> century immigrant station in San Francisco, and even a site noted as a stopping point for western explorers. Few of these structures are "monumental" in the classical sense, and some do not contain buildings at all, but all are representative of different aspects of the history of the country.

There have been some encouraging developments in the United States in recent years, and the inclusion of some of the above sites at risk on the Trust's list is illustrative of changes in the preservation emphasis. The definition of what constitutes historic sites worthy of preservation has expanded over the years to include sites that are more representative of the diversity of America's culture and racial makeup than had been in the past. Native American sites are now respected for the cultural values they continue to embody, rather than simply their archeological or historical significance, and sites related to the his-

tory of Afro-Americans have now taken their place as recognized historical sites. For example, during the recent trip to Monticello with the ICOMOS Bureau, the emergence of this phenomenon was particularly noteworthy. Following the revelations about Jefferson's liaison with his slave Sara Hemmings, the Monticello Museum has now interpreting the Afro-American slave work and culture at the site with a degree of sensitivity and detail that had been missing before.

Another encouraging trend is the growing interest in inner city life, and in the creation of meaningful town centers in the suburbs. A movement named "New Urbanism," which promotes the creation of a more socially interactive form of residential planning and architecture, has been spreading. While criticized for simply putting a sugar coating on new non-diverse suburbs, it has helped to focus useful criticism on the social alienation of the standard American single-family suburban house and street.

This trend is also manifested in many existing cities by the increasing failure and even demolition of the very downtown malls that had been installed on the sites cleared of their historical buildings under the Urban Renewal of the 60's. In Pasadena, California, for example, the originally highly touted mall of the late 60's, which had replaced many blocks of historical commercial buildings near City Hall, now is under demolition. The shoppers themselves had determined its fate – by abandoning its sterile internal environment for the lively variety and visual richness of the nearby district of renovated older warehouses now filled with shops. While it is sad to think that the original buildings were sacrificed in such large numbers for such a short lived development, the trend away from such city destroying internalized malls is refreshing.

The re-emergence of the importance and attraction of American central city environments not only as places to work, but also as places to live, has had an increasing beneficial impact on efforts to conserve historical inner city properties. However, it is a double-edged sword, with the resulting development pressures threatening the older smaller properties. The results of this are often unsatisfactory with historic preservation being confused with historicist image making. Sometimes disembodied facades of the old buildings divorced from their historical context are all that are retained. This is a particularly on-going feature of redevelopment in the nation's capital, Washington D.C.

Over the course of the recent decades, the scene in the United States has changed from one of widespread, Government sponsored "Urban Renewal," which swept away vast numbers of historic urban and industrial sites, to one of more widespread acceptance of preservation as an important part of urban planning and governmental protection at the Federal and local level. While 30 years ago, despite the enactment of the National Preservation Act in 1966, historic artifacts were widely neglected and wantonly destroyed even by Governmental edict, now some fragile sites suffer from being loved to death. Frequently the genuine power of certain sites is diluted by over-restoration where all evidence of age and use is removed. These sites also lose a great deal when too many people overwhelm them. Vernacular sites symbolic of common life suffer more from this than do the more sophisticated architectural monuments.

<sup>1</sup> The 1999 list of America's Eleven Most Endangered Sites include (1) Lancaster, Pennsylvania, home to the Amish, Mennonites and other plain religious sects; (2) "The Corner of Main and Main," downtown USA; (3) Richard H. Allen Memorial Auditorium (Sitka, Alaska), campus centerpiece of Alaska's oldest educational institution; (4) Angel Island Immigration Station (San Francisco Bay, CA); (5) Country Estates of River Road (Louisville, Kentucky), one of America's most significant cultural landscapes; (6) Four National Historic Landmark Hospitals (New York); (7) Hulett Ore Unloaders (Cleveland, Ohio) considered high-tech engineering marvels at the turn of the century; (8) Pullman Administration Building and Factory Complex (Chicago, Illinois) the centerpiece of a planned community industrial complex; (9) San Diego's Arts & Warehouse District; (10) Travelers' Rest (Lolo, Montana), believed to be the spot where the Lewis and Clark Expedition camped twice on its epic journey; and (11) West Side of Downtown Baltimore.



The largest need in the present is an educational one. The emergence of the so-called “new economy” of dot-coms, and dazzling success of the computer industry tend only to further distance people from their physical environment. The world seems on a trajectory away from “place” to one of “cyberspace” – with life going on divorced from a single location. This trend cannot help but have an impact on people’s recognition and sense of attachment to the historical structures that traditionally have defined “place.” Preservation, as distinct from environmental conservation, depends on the conservation of individual buildings and sites – each often very different from one another – with efforts to save them being fought one battle at a time. While modern communication does help to support a campaign quickly and broadly, it does little to reinforce the sense of identity and attachment to a particular place that must be at the route of the campaign in the first place. That must come from people locally on the ground – and that is going to be the challenge of preservation in the future.

## Case Study – Façadism in Washington

### Description of the Risk:

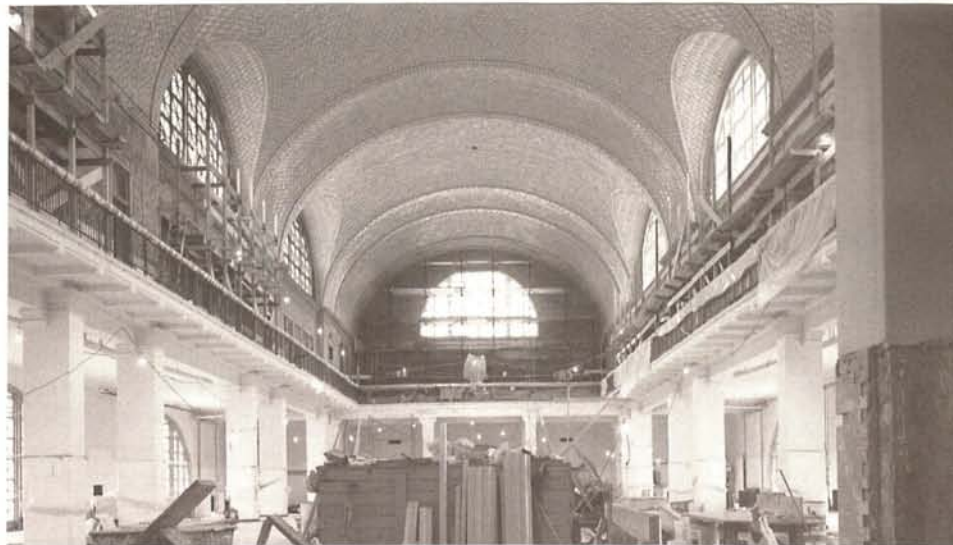
Buildings in the historic city center of Washington are being gutted in their interiors, or the entire structure other than the façade is demolished to allow for a new modern building to be erected behind it, alongside it and above it. Because development in the city center tends to be large scale, the small, narrow façades end up engulfed by larger structures that rise above and along the sides of the historic façades. Where once the traditional Washington urbanscape was marked by building of assorted height (3 to 10 stories) and narrow townhouses, every city square is now being filled to the maximum “envelope” permitted by the ordinance. The city is becoming a homogeneous sequence of boxes, one per city square, some of which have historic facades encrusted in their outer surface.

Heritage at Risk Type: Traditional fabric of the historic city.

Heritage Loss: Historic building interiors; traditional intangible uses, such as neighborhoods, land use; traditional character of the skyline and the urban landscape.

### Causes:

1. Zoning ordinances established without any concern for existing urban historic fabric. Zoning permits greater height and construction area than exists.
2. The cost of land is based not on what exists, but on the full potential construction that zoning allows. The existing area in historic buildings is disjointed from the cost of the land. This brings about a pressure for demolition or increase in building area.
3. Zoning ordinance restricts use by urban district, often discouraging the traditional uses for which the buildings were created.
4. Building codes, conceived and written for the safety of new construction, are applied to existing buildings, which often do not have the physical capacity to absorb the required changes.
5. Washington has never recovered from the flight of residents to the suburbs in the 1950s and of commercial and retail to suburban shopping centers as a result of the urban riots of the 1960s.
6. Huge numbers of traditional residential and commercial buildings, buildings mixing the two uses, plus small industrial buildings were abandoned, leading to misuse, underuse, abandonment and demolition.
7. Local preservation/conservation ordinance is weak, and cannot force the building owner/developer to preserve interiors. The local preservation review board, in charge of enforcing the local preservation ordinance, is required to include representatives from the development field, thus weakening the board’s ability and inclination to achieve excellence in preservation. Façadism is perceived as an acceptable compromise.



Ellis Island’s Registry Room in the Main Building during restoration



8. National legislation is constitutionally limited from enforcing conservation of privately-held historic buildings, even when listed in the National Register of Historic Places.
9. Design professional hired to intervene in historic structures are not required to have preservation background. The most successful architects are those who can get design approval with the minimum preservation components to the project.
10. Speculators and developers require that historic building rehabilitation projects have all the modern amenities of new construction, thereby requiring wholesale alterations to interior spaces and finishes.
11. Because all of Washington has a maximum building height of 120 feet (twelve stories), the transfer of building rights from a historic site to a non-historic site elsewhere in the city is not possible.
12. The local government is under unrelenting pressure to attract new uses to the center city, and office use is the most immediately lucrative and the easiest to attract.
13. At the philosophical level, many in the architectural community perceive urban preservation to be strictly concerned with the visual and spatial qualities of the streetscape. Other important values (historic, technical, scientific, social values) carry little or no weight.

*Effects:*

1. Washington no longer has tangible evidence of how people worked and lived pre-1950. Gone are the traditional spatial layouts, finishes and details that gave a specific and unique character to the late 19<sup>th</sup> and 20<sup>th</sup> century buildings of Washington.
2. Historic façades are being dwarfed, both physically and in visual significance, by adjacent buildings and by multi-storey additions built atop them.
3. The physical record of traditional construction techniques and assemblies is being lost.
4. The traditionally heterogeneous uses of the city are being homogenized into a single office building use. After office hours, the city is lifeless, empty and even dangerous.
5. The city center no longer has a stakeholder population that claims cultural ownership over it and which acts to defend its interests.
6. Government authorities, the architectural community and the general population interpret the above situation to mean good preservation.

US/ICOMOS

Façadism in Washington





## VENEZUELA – HERITAGE @ RISK!

The legal instrument which at this moment regulates all activity for the management of heritage in our country has many gaps and failings despite being a substitution for the Protection and Conservation of Antiquities and Artistic Works of the Nation Act (1945) with an interest in improving it. We are talking about the Protection and Defence of Cultural Heritage Act endorsed in 1993, for which this project of reform is still waiting on the analysis and approval of the Legislative Power. The National Committee of ICOMOS actively participated in the formulation of this project, in order to introduce the appropriate terminology from the field of conservation / restoration and in doing so, assist the scientific character of the cultural heritage operations.

With the 1993 Act, heritage protection has presented a regression by eliminating the body of the Local Government Council of Protection, which although an irregular action has borne good fruit throughout the monitoring undertaken directly by the communities in different districts. Currently, it is about correcting this by means of creating the Regional Councils of Culture and Heritage, incorporating members of the state and local government bodies, as well as the universities and with the participation of the civil society. The success of this body in the area of conservation will depend on the reform of the Cultural Act, the reform of the Heritage Act, and the relationship between the Institute for Cultural Heritage and the communities, and political and religious sectors.

Within this process of changes, that the Government system has been experimenting with over the past year, it is necessary to reinforce the heritage sector as this highest authority, the Institute of Cultural Heritage, is dependent on the Deputy Minister, assigned to the new Minister of Education, Culture and Sport. Moreover, the Catholic Church is getting organised for the protection of religious property which is a high percentage of our movable and immovable heritage, in accord with the directives from the Vatican and the Episcopal Council of Venezuela, and being more and more involved in the tasks previously administered by the Government, entering on occasion into conflict with this latter.

Over the past ten years, with the process of decentralisation, some advances have been produced and also some risk situations because in general the authorities do not know the values held by that heritage, and because as well, there are professionals, specialists or not, who act at the margins of heritage ethics, to which we add the total failure to regard such issues by the companies that are contracted to undertake these heritage works. By contrast, in recent years there have been some efforts by the civil society and mixed and private companies to return to the cultural roots and the search of our national identity. On the other hand, the media have collaborated in presenting many articles and some cases, denouncing and following the interventions on our heritage, but all of this has not had any significant effect on the conservation of our cultural heritage.

It must be stressed that Venezuela has inscribed a site in the World Heritage List, being for the city of Coro and its port, La Vela (Coro and its Port), but we note that the Government has at none of its levels, a clear understanding of the significance and the responsibility that is implied by this international testimony. This also happens at other levels with our historic centres, vil-

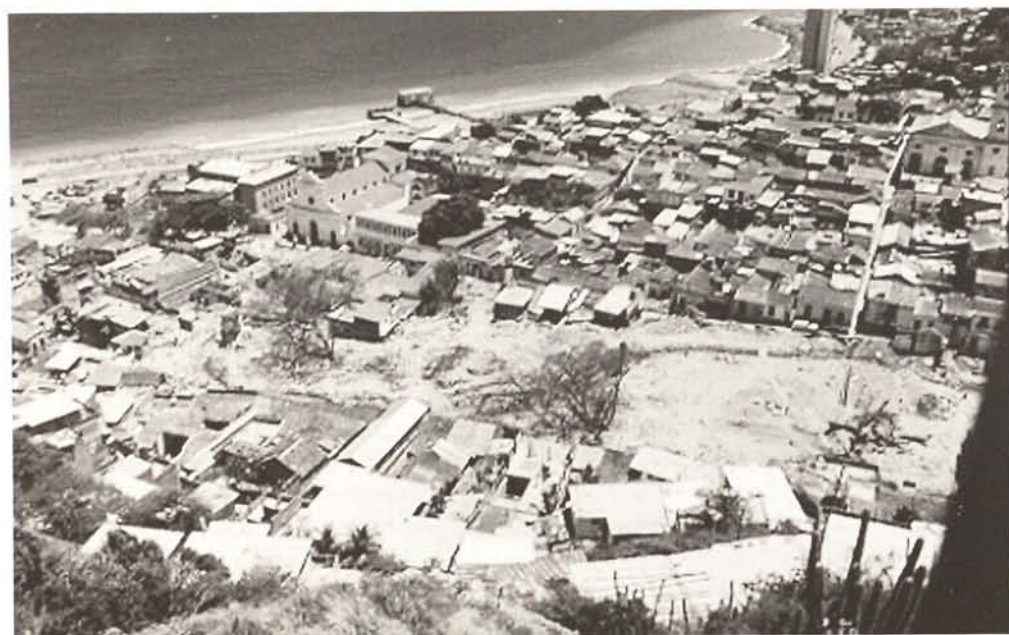
lages and urban sites, which have been threatened over the years because of the lack of a coherent policy. Until now, there has been no administrative structure at the national level which provides the general direction for activity for such heritage. The National Council for Protection and Conservation, in place in 1993, has issued decrees of protection and the Ministry of Urban Planning is partly involved in their planning. This was substituted quickly by the Ministry of Infrastructure with some changes to its functions. Locally, positions have been created to take charge with the control and development of those places, but they almost always suffer from the absence of an interdisciplinary team sufficiently trained and aware of its role. Historic cities that had an important role in the *Conquista*, and Colonial and Republican periods, like Cumana, El Tocuyo, Barúqismetó, La Asunción, Maracaibo, Bolívar City, Carora, Merida, Barcelona, among others, that are to be found across the country, have not been catered to as they might have been, despite being protected by decrees that declare them Historic Centres, but which does not necessarily lead to the establishment of clear rules for conservation action for them. Ordinances, when they exist, have been developed by personnel who are not specialised, in the majority of cases, and have only a partial view of our urban problems and heritage protection.

A notorious case of heritage currently at risk, is that of the districts affected by the tragic floods in the north of our country, in the state of Vargas, especially the Historic Centre of La Guaira and the traditional zone of Macuto, partly destroyed and with buildings that run the risk of disappearing. Another situation which has attracted attention, especially in Caracas, is the demolition of important buildings of the Modernism period, such as the case of the destruction of examples of Urbanism. The need for "progress" and the adaptation of new uses and infrastructure have imposed a profit-driven logic in denying the value of buildings which have an important place in the history of the city.

Recently, a controversy has flared up over underwater heritage, as the remains of numerous ships which are to be found on our continental shelf have been explored and exploited by private individuals for their profit, with the agreement of the Controller General of the Republic. Of the finds obtained, 60% goes to the exploration business and 40% to the Government of Venezuela. The Institute of Cultural Heritage will shortly start an inventory of these sites in order to try and regulate their study and exploitation.

Another danger for cultural heritage is to be found in the "free zones" established in the country because with large influxes for the development of tourism, industry and commerce, the characteristics and the values belonging to the sites are spoilt. A patent example is the Island of Margarita, which has undergone this process since 1969 with many losses to heritage building and traditional ways of life. Also of concern is the future of interesting *haciendas* and other heritage of great interest which have been in a state of abandonment in the Peninsula of Paraguana, which must be protected in some future time by the promulgation of the Free Zone of 1998. A contrasting case, is the city of Merida where recently a Free Zone was declared in the interest of Environment, Science and Technology, with con-





La Guaira and Macuto after the disaster. Following an unusual period of non-stop rain floods and landslides the historic centre of La Guaira and the town of Macuto were buried in December 1999 under layers of mud





ditions which permit its exploitation, but rationally and with every type of legal recourse.

Other examples, no less relevant to our heritage are to be found in a situation of risk; amongst them could be enumerated:

- indigenous cultures with all that represents their intangible heritage
- the fortification system situated at the Costa Lake and on the Orinoco River
- houses abandoned to their fate
- houses on stilts in the west of the country at risk of disappearing because of hygiene issues
- industrial heritage distributed across the country where there are coffee, cocoa, sugar cane and precious timber plantations
- the first city on the island Nueva Cadiz de Cubagua, founded for the harvesting of cultured pearls
- cemeteries, amongst which is to be found the Jewish Cemetery of Coro, the oldest of its kind in Latin America
- oil fields, urban enclaves for the communities that worked in the exploration concessions for multi-national companies, who with the changes in the conditions of production, had altered their architecture and planning in a negative way.

All of these are without adequate promotion and attention – and the worst of it is that with the limited protection that mostly merely stayed on the paper it was written on (laws, regulations, decrees) having no concrete results in practice – and the benefits that might be represented for our identity and for the sustainable development of our society.

### **Case Study 1 – The World Heritage City of Coro and its Port of La Vela**

The various threats that threaten this site converge to form a very complex situation. It has been noted elsewhere that there is no single administrative agency with a clear understanding of the importance of its management. Furthermore, the local governmental institutions do not perceive the problem of heritage conservation as an integral part of the sustainable development of the city. The consequence of this has been the implementation of partial programs outside of any coherent planning, and the exclusion of many participants that should form part of a solution that is comprehensive, scientifically programmed, sustainable and with continuity.

Due to marked social differences, certain sectors of the community do not recognise the heritage as their own, and are not inclined to conserve it. The same is true of residents who are foreign immigrants, who are involved in retail, and alter highly significant buildings to pursue their own aims. In addition, the emigration of the more affluent population to other areas where

they perceive a better future fosters the abandonment and slow destruction of the most significant residential properties, and also with the greatest potential to revitalise the historic district.

The risk from natural causes that threaten the earthen architecture stem from humidity and are aggravated by the absence of an effective urban storm drainage system. Such conditions favour termite infestation and the movement of expansive sub-soil clays, which in turn advance the conditions of deterioration. The Inclusion of the Church of San Francisco in the World Monuments Watch “100 Most Endangered Sites” Lists of both 1998-1999 and 2000-2001 are evidence of the gravity of the situation. The Archdiocese of Coro, which partially finances the restoration project of the church building, does not have sufficient resources to carry out all the work.

### **Case Study 2 – The City of La Guaira and the Fortification System of el Avila**

The consequences of the landslides of December 1999 in the historic centre of the city of La Guaira (included in Venezuela’s tentative list for the World Heritage Convention) are but part of a problem of much greater magnitude that has affected all social and economic groups in the region, and whose solution will require mid- and long-term strategies. The partial destruction of the city’s fabric added complication to a pre-existing situation of poverty and social conflict. The lack of employment opportunities already had been reflected in losses and alterations in historic buildings and in the difficulty to conserve and revitalise the city and the quality of life of its inhabitants.

Both the mass media and the local communities have pressured the national government and the regional and local agencies, who in turn have drawn up macro-projects and specific plans. The recently established State of Vargas Development Corporation is due to begin to undertake concrete and concerted actions shortly. Nevertheless, it is clear that this will be a slow and complex task. The greatest threats today are that time and the natural processes will accelerate deterioration, causing irreversible loss in many instances that can now be rescued. Also, it is feared that the locals will respond to meet their imminent vital needs by reconstructing and remodelling historic buildings without any guidance, something that will cause more damages than benefits.

In this respect, ICOMOS Venezuela has been actively involved by establishing links among the many stakeholders, and with international organisations capable of providing assistance, including the Inter American Development Bank, which sent a technical mission to evaluate the potential for granting credits to repair disaster damages to the cultural heritage.



## VENEZUELA – PATRIMONIO EN PELIGRO

El instrumento legal que en este momento rige toda actuación sobre el patrimonio en nuestro país tiene muchos vacíos y fallas, aunque sustituyó a la Ley de Protección y Conservación de Antigüedades y Obras Artísticas de la Nación (1945) con el interés de mejorarla. Se trata de la Ley de Protección y Defensa del Patrimonio Cultural, promulgada en 1993, cuyo proyecto de Reforma está en espera para su análisis y aprobación ante el Poder Legislativo. El Comité Nacional de ICOMOS participó activamente en la formulación de este proyecto, en el cual se introduce la terminología propia del campo de la conservación / restauración y se hace énfasis en el carácter científico de las intervenciones sobre los bienes culturales.

Con la Ley del año 1993, la protección del patrimonio había presentado una regresión al eliminarse la figura de las Juntas de Protección Estadales que, aunque con una actuación desigual dieron buenos frutos por la vigilancia directa de los pobladores de las diferentes zonas. Actualmente se trata de subsanar esto a través de la creación de los Consejos Regionales de Cultura y Patrimonio, integrados por miembros de los entes gubernamentales estadales y locales y de las Universidades, con participación de la sociedad civil. El éxito de esta figura en el ámbito de la conservación dependerá de la Reforma de la Ley de la Cultura, de la Reforma de la Ley del Patrimonio y de la interrelación entre el Instituto del Patrimonio Cultural y las comunidades, los sectores políticos y religiosos.

Dentro del proceso de cambios que la estructura del Estado viene experimentando desde hace un año, es preciso reforzar al sector, ya que su máxima autoridad, el Instituto del Patrimonio Cultural, depende del Vice-Ministerio de Cultura adscrito al nuevo Ministerio de Educación, Cultura y Deportes. Por otra parte, para la protección de los bienes religiosos, que constituyen un alto porcentaje de nuestro patrimonio, mueble e inmueble, la Iglesia Católica se ha venido organizando de acuerdo a directrices emanadas de El Vaticano y de la Conferencia Episcopal Venezolana, y se ocupa cada vez más de las tareas que antes desempeñaba el Estado, entrando en ocasiones en conflicto con éste último.

Desde hace una década, con el proceso de descentralización se han producido algunos avances y también algunas situaciones de peligro, pues por lo general las autoridades no conocen los valores que tiene este patrimonio, y por otra parte, existen profesionales, especialistas o no, que actúan al margen de la ética, a lo cual se añade el desconocimiento total en la materia de las empresas que se contratan para los trabajos. En contraste, en los últimos años se han visto algunos esfuerzos de la sociedad civil y de empresas mixtas y privadas por volver a las raíces en la búsqueda de nuestra identidad. En ese sentido los medios de comunicación han colaborado presentando múltiples artículos y en algunos casos, denuncias y seguimiento a las intervenciones sobre nuestro patrimonio, pero no han tenido todavía un efecto significativo sobre la conservación de los bienes culturales.

Es de hacer notar que Venezuela tiene inscrito un sitio en la Lista del Patrimonio Cultural Mundial, constituido por la ciudad de Coro y su puerto La Vela, pero observamos que el Estado a ninguno de sus niveles tiene una conciencia clara del significado y la responsabilidad que implica esta referencia

internacional. Igual sucede a otra escala con los centros históricos, poblaciones y sitios urbanos, que han estado amenazados durante años por falta de una política coherente. Hasta la fecha no ha existido una estructura administrativa, a escala nacional, que los reconozca y dicte lineamientos generales de actuación. La Junta Nacional Protectora y Conservadora vigente hasta 1993 emanaba los decretos de protección y el Ministerio del Desarrollo Urbano, se encargaba parcialmente de su planificación. Éste fue sustituido luego por el Ministerio de Infraestructura con algunas variantes en sus funciones. Localmente se han creado instancias que se encargan de su control y desarrollo, pero casi siempre carentes de un equipo interdisciplinario suficientemente preparado y consciente de su papel.

Ciudades históricas que tuvieron un importante papel en la época de la conquista, colonia y república, como Cumaná, El Tocuyo, Barquisimeto, La Asunción, Maracaibo, Ciudad Bolívar, Carora, Mérida, Barcelona, entre otras que se distribuyen en el territorio nacional, no están siendo atendidas debidamente aunque están protegidas por decretos que las declaran Centros Históricos, pero que no conducen necesariamente al establecimiento de reglas claras para la actuación en ellos. Las ordenanzas, cuando existen, son elaboradas por personal no especializado, en la mayoría de los casos, y con una visión parcial de los problemas urbanos y de protección del patrimonio.

Un caso notorio de patrimonio en riesgo en la actualidad es el de las zonas afectadas por la tragedia de los deslaves en el norte del país, estado Vargas, especialmente el Centro Histórico de La Guaira y la zona tradicional de Macuto, destruidos parcialmente y con inmuebles que corren peligro de desaparecer. Otra situación que ha llamado la atención, especialmente en Caracas, es la demolición de importantes edificaciones del Periodo Moderno, hasta el caso de la destrucción de urbanizaciones ejemplares. Las necesidades del “progreso” y de la adaptación de nuevos usos e infraestructura han impuesto la lógica rentista considerando inútiles a inmuebles de valor que han marcado un hito en la historia de la ciudad.

Recientemente se encendió la polémica por el patrimonio subacuático, ya que restos de numerosos naufragios que se encuentran en nuestra plataforma continental estaban siendo explorados y explotados por privados para su beneficio, con la anuencia de la Contraloría General de la República. Sesenta por ciento de lo obtenido iría a la empresa exploradora y el cuarenta al Estado venezolano. El Instituto del Patrimonio Cultural, en breve iniciará un inventario de estos sitios para intentar regular su estudio y aprovechamiento.

Otro peligro para el patrimonio cultural lo constituyen las “zonas libres” decretadas en el país, pues, con grandes inversiones para el desarrollo del turismo, de la industria y del comercio desnaturalizan las características y los valores propios de los sitios. Un ejemplo patente es la isla de Margarita, que desde 1969 ha venido sufriendo este proceso con amplias pérdidas para el patrimonio inmueble y las formas de vida tradicionales. Preocupa también el futuro de interesantes casas de hacienda y otros bienes de gran interés, que encontrándose en estado de abandono en la Península de Paraguaná, deben ser protegidos para los tiempos que se avecinan por la



promulgación de la Zona Libre en 1998. Caso inverso es el de la ciudad de Mérida donde se ha declarado recientemente la Zona Libre de interés Ambiental, Científico y Tecnológico, con características que permiten un aprovechamiento más racional de todo tipo de recursos.

Otros ejemplos no menos relevantes de nuestro acervo se encuentran en situación de riesgo, entre ellos podemos enumerar: las culturas indígenas con todo lo que representa su patrimonio intangible; los sistemas de fortificaciones ubicados a lo largo de la Costa y en el río Orinoco, casi abandonados a su suerte; las construcciones palafíticas al Occidente del país, en riesgo de desaparición por problemas sanitarios; el patrimonio industrial diseminado por el país donde destacan las haciendas de café, cacao, caña de azúcar y añil; la primera ciudad insular, Nueva Cádiz de Cubagua, fundada para la explotación perlífera; los cementerios, entre los cuales se encuentra el Cementerio Judío de Coro, el más antiguo de su tipo en Latinoamérica; los campos petroleros, enclaves urbanos para las comunidades que trabajaron en las exploraciones a través de las concesiones a empresas multinacionales, que al cambiar las condiciones de producción están siendo alteradas negativamente en su arquitectura y urbanismo. Todos sin una debida promoción, y lo que es peor con una limitada protección que muchas veces se queda en el papel (leyes, reglamentos, decretos) pero que no tiene resultados concretos en la práctica, con los beneficios que ello representaría para nuestra identidad y para el desarrollo sustentable de nuestra sociedad.

### Caso de estudio N° 1: La ciudad de Coro y su puerto La Vela – Patrimonio Mundial

Los factores de diferente naturaleza, que amenazan a este sitio del patrimonio mundial, se imbrican para conformar una

situación bastante compleja. Ya hicimos notar que no hay un ente administrativo que tenga claridad sobre la importancia de su manejo. Además, las instituciones gubernamentales locales no ven el problema de la conservación del patrimonio inserto dentro del desarrollo sustentable de la ciudad. Esto ha traído como consecuencia que se ha verificado una acción parcial sin una planificación coherente, y sin involucrar a todos los actores que deberían estar presentes en una solución integral, científicamente programada, con continuidad y proyección.

Por problemas de una marcada diferenciación social, algunos sectores no reconocen el patrimonio edificado como propio, por lo cual no se ven inclinados hacia su conservación. Lo mismo sucede con los residentes producto de la inmigración, que se dedican al comercio y con este fin alteran ejemplos de arquitectura de cierta significación. Además, la migración de los estratos de mayor poder adquisitivo hacia zonas con mayores perspectivas económicas promueve el abandono y la destrucción paulatina de las casas con mayor valor patrimonial y de mayor potencial para la revitalización del centro histórico.

Por otra parte, las amenazas por agentes naturales que se ciernen sobre su arquitectura de tierra, se inician con la humedad, a la que contribuye la ausencia de un sistema de drenaje urbano eficiente. Esto favorece el desarrollo de colonias de termitas y el movimiento de las arcillas expansivas de los suelos, que producen más deterioro. La inclusión de la Iglesia de San Francisco en la lista de "100 most endangered sites" del "World Monument Watch", en sus ediciones de 1998-99 y 2000-2001 demuestra la gravedad de la situación. La Arquidiócesis de Coro, quien financia parcialmente el proyecto de restauración de este templo, no cuenta con adecuados recursos para la ejecución de las obras.

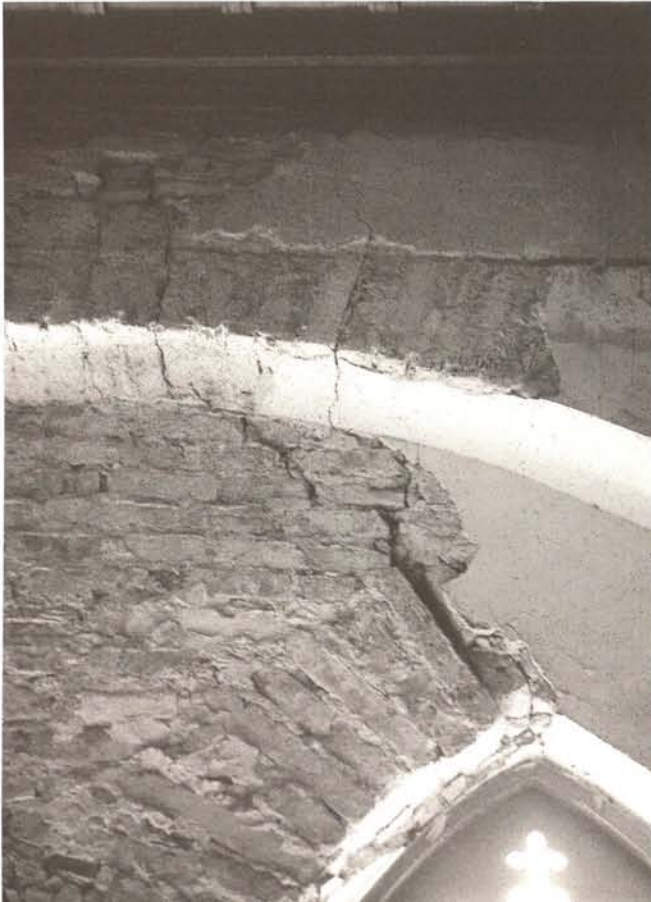


Coro, new buildings endanger the historic structure





Coro, Iglesia de San Francisco, cracks and general damage due to movements of the earth



## Caso de estudio N° 2: La ciudad de La Guaira y el sistema fortificado del Ávila

Las consecuencias del deslave de diciembre pasado en el centro histórico La Guaira, incluido en la Lista Tentativa del Patrimonio Mundial, se enmarcan en un problema de gran magnitud que ha afectado a todos los sectores sociales y económicos de la zona, y que requiere de estrategias de diferente alcance, a mediano y largo plazo. La situación de la destrucción parcial del patrimonio inmueble de la ciudad viene a complicar una situación de pobreza y conflictividad social ya existente, por falta de fuentes de trabajo, que se reflejaba previamente en las pérdidas y alteraciones en este resaltante patrimonio y en la dificultad para su conservación y revitalización. Y por supuesto en la calidad de vida de sus habitantes.

Tanto los medios de comunicación como las comunidades han ejercido presión en el gobierno central y en las autoridades regionales y locales, los cuales han elaborado macroproyectos y planes específicos, que esperamos se reflejen próximamente en acciones concretas y coordinadas, a través de la recientemente creada Corporación de Desarrollo para el Estado Vargas. Sin embargo sabemos que es una tarea compleja y lenta. Los mayores peligros actuales que observamos son: que el tiempo y los elementos naturales aceleren el deterioro, tornándose en irreversible en los casos que hoy son recuperables, y por otra parte, que los pobladores, para dar respuesta a sus necesidades vitales emprendan reconstrucciones y remodelaciones sin el debido asesoramiento, causando así más daños que beneficios.

En este caso, el ICOMOS nacional se ha hecho presente estableciendo los contactos y las relaciones entre los actores directos y los organismos internacionales que puedan brindar ayuda, entre ellos el Banco Interamericano de Desarrollo, quien envió una comisión técnica a evaluar la posibilidad de otorgar un crédito para intervenciones en el patrimonio que sufrió daños por el desastre natural.

ICOMOS Venezuela



**YEMEN – HERITAGE @ RISK!**

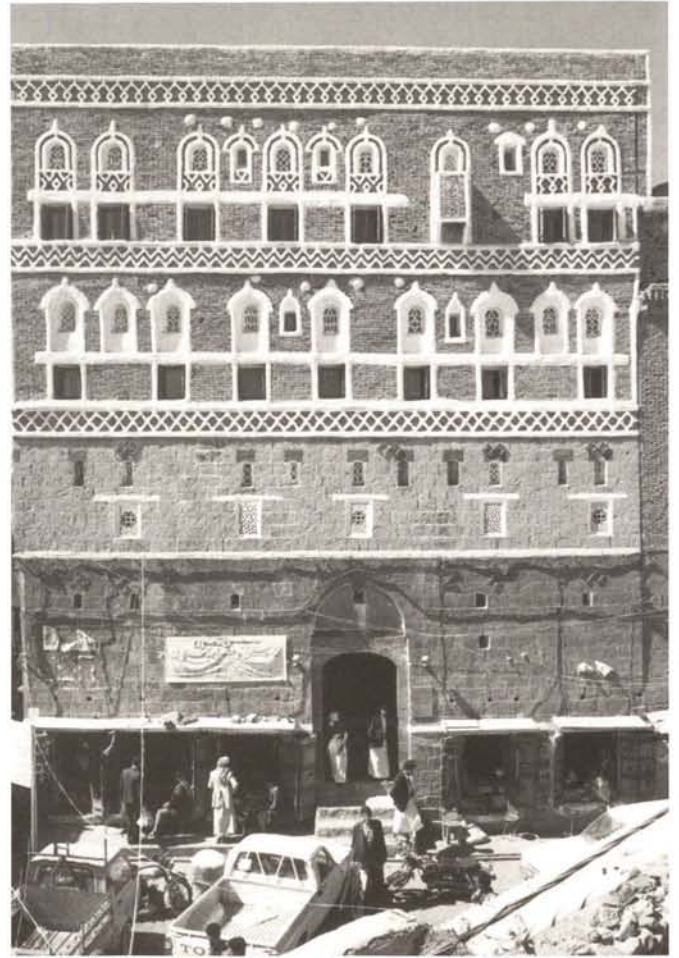
Suq of Sana'a with the Samsarat al-Mansurah viewed from the east



Not only the cities of Sana'a, Shibam and Zibad, registered in the UNESCO World Heritage List, belong to the cultural heritage of this country, which has been able to preserve many of its traditions, but also a lot of other historic cities and villages as well as cultural landscapes and archaeological sites. There is no ICOMOS Committee in Yemen yet. The General Organisation for the Preservation of the Historic Cities of Yemen (GOPHCY) is the state authority for all questions on conservation and urban maintenance.

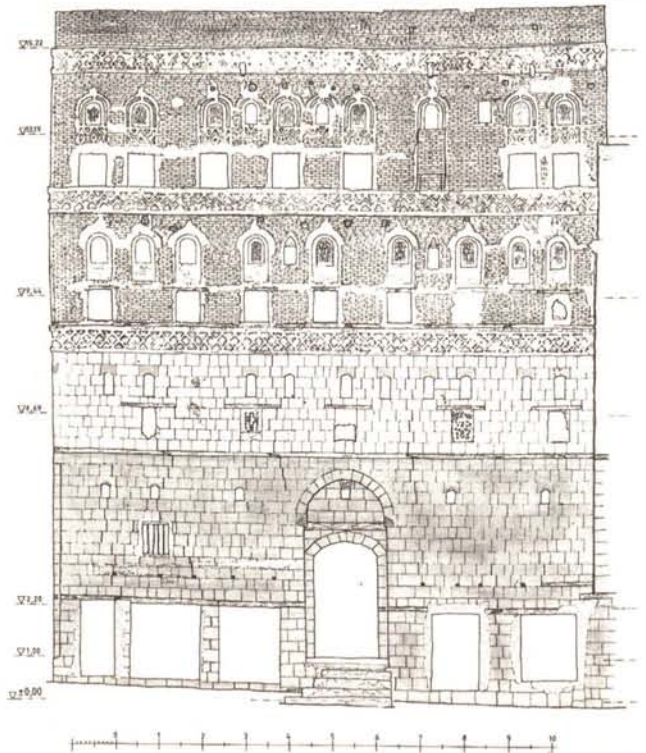
Sana'a with its architecture of stone and earth and its richly decorated façades, its traditional urban structure of residential quarters, suqs, mosques, public baths, gardens, narrow streets and squares is in some parts still threatened by deterioration under the pressure of modern social and economic processes of change. But in the past years, under the auspices of a UNESCO campaign to save Sana'a, several countries sponsored projects not only in order to stop the decay of the historic city, but also to improve the quality of life by an amelioration of the infrastructure. One of the most successful pilot projects was the repair and restoration of the caravanserai of Samsarat al-Mansurah, using only traditional materials and the skills of local craftsmen, and repairing without cement and reinforced concrete.

Suq with the Samsarat al-Mansurah

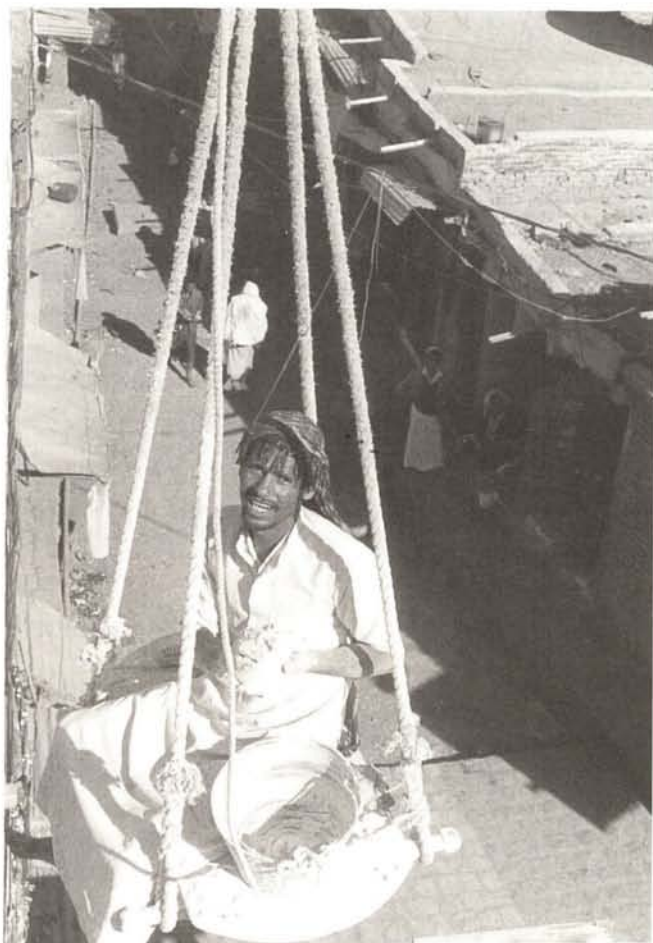


Samsarat al-Mansurah after restoration

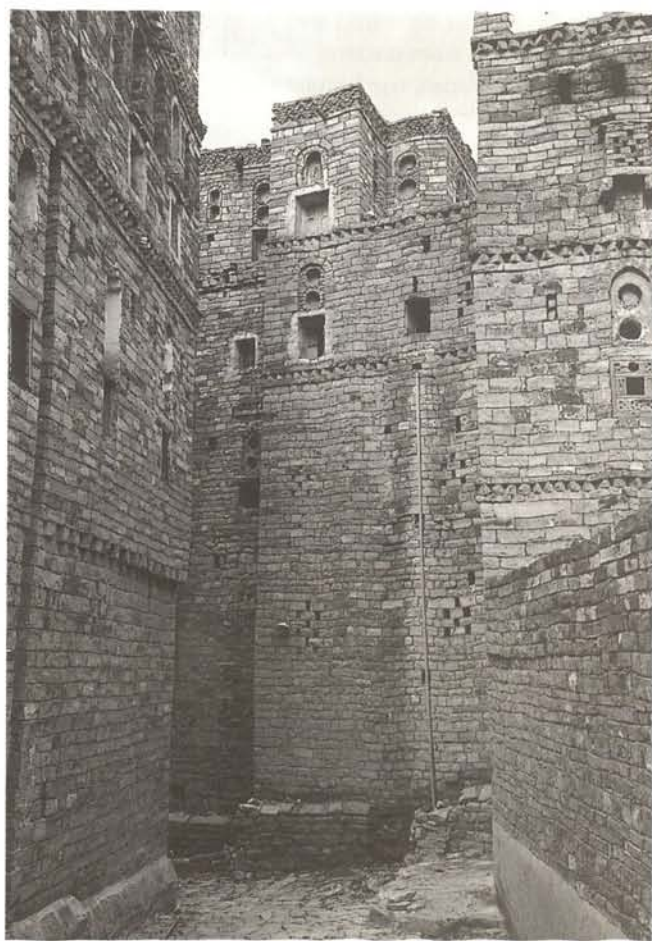
Samsarat al-Mansurah, documentation of the damage before restoration







Gypsum work on the windows



Stone houses in Thula

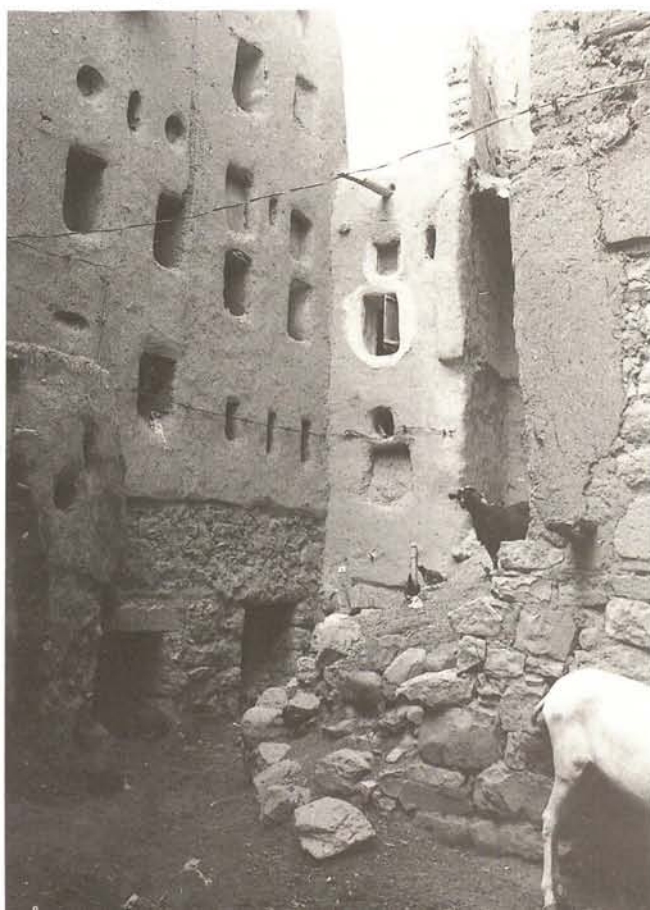


Installation of the brushwood layer for the ceiling

Pounding of a quadath layer



Earthen buildings in Sadah





In other cities of Yemen as well as in still completely unspoiled sites like the stone constructions in Thula and the earthen constructions in Sadah, one becomes aware of the importance of repairing and restoring with traditional techniques and authentic materials. To make sure that these traditions are not lost and that a certain continuity is preserved is a question of survival, not only for the monuments in Yemen. Another seriously endangered site is the city of Shibam, the “Chicago of the de-

sert”, in the Wadi Hadramant, constructed of mud brick, many buildings reaching a height of more than 12 storeys. 10% of more than 550 buildings in Shibam are in a very bad condition and some houses have already collapsed.

(From: Michael Petzet/Wolf Koenigs (editors), Sana'a, ICOMOS Journals of the German National Committee, vol. XV, 1995.)

Shibam, city of tower houses in southern Yemen





## YUGOSLAVIA – HERITAGE @ RISK!

The cultural heritage of Yugoslavia is exposed to the same risks as those in other countries of South-Eastern Europe and the Mediterranean with which it makes an inseparable whole. However, solving the problems emerging from such risks has almost been abandoned due to the constant bad economic situation in this country, and there has been a tendency for it to worsen over the last decade. A specific “victim” of this situation is cultural heritage which is in the custody of the respective institutions that deal with their protection and maintenance. Also, an additional risk has arisen, which casts a shadow over all the other general risks to heritage in the modern world, and that is the bombing of 1999. The consequences of the bombing have neither been dealt with, nor is it yet certain when this might happen.

### Archaeological sites

Archaeological sites from antiquity have been most at risk and endangered by people who are unauthorised to use metal detectors; this has been a regular practice to an almost unbelievable extent over the last many years. Another major problem caused by the bad economic situation is the impossibility of maintaining already excavated archaeological sites, and because of this, there has been considerable talk about re-burying them.

Viminacium, once a capital of the Upper Moesia province, today an archaeological site of the utmost importance, is endangered by a power plant and surface mining. Since 1994, there has been no funding available for archaeological rescue excavation.

Celarevo, an early mediaeval necropolis, and one of the most significant archaeological sites on the Pannonia plain, has for years been endangered by a brickworks’ activities. The local museum undertakes some minor excavations from time to time. Funding has never been provided for archaeological rescue excavation.

### Mediaeval monuments

Two main reasons to now question the survival of the cultural heritage of Kosovo and Metohija are: the danger of destruction from vandalism by the local population, and a lack of any professional protection of the monuments.

During the war, immovable cultural heritage was indirectly affected by all explosive devices from military operations in the area from 24 March to 9 June 1999. Bombing with depleted uranium war heads polluted the cultural landscapes. During June, July and August 1999, after the exodus of Serbs from the territory of Kosovo and Metohija, some of the Serbian monuments that rank as of exceptional importance were completely destroyed (eg the early 14<sup>th</sup> century Church of the Virgin, Hodegtria in Musutiste), whereas the firing of Serbian houses and even whole villages significantly endangered vernacular built heritage. All other cultural monuments, even those under the protection of KFOR, are exposed to vandalism and desecration: physical damage to architecture and frescoes, and the destruc-



Mušutište, Ruins of the Church of Bogorodica (Theotokos) Hodigitria in Mušutište, around 1315 (Photo July 1999)



Gračanica near Priština, southwest view of the Church of the Annunciation, 14<sup>th</sup> century

Dečani, southwest view of the Church of Pantocrator, 1327–1333





tion of movable contents which represent an integral part of protected immovable cultural heritage.

On the other hand, no protection service is allowed access in order to make a record of the actual situation, or to provide the necessary professional protection, either as regular heritage maintenance or restoration of the elements damaged during the past year. Above all, the necessity for expert and professional protection should be emphasised at the following cultural heritage places:

- continuation of work on the façade of the Decani Monastery Church (first half of the 14<sup>th</sup> century, nominated to the World Heritage List in 1994), which had been undergoing conservation over the past five years, but additionally damaged by shrapnel last year
- repair of the walls and frescoes of the Gracanica Monastery Church (first half of the 14<sup>th</sup> century, on the indicative list for World Heritage), which suffered cracks from bombing in the direct vicinity of the monastery in 1999
- stabilisation of the churches in the Pec Patriarchy complex (13<sup>th</sup> century, cultural monument of exceptional importance)
- technical protection of the Prizren churches and of the wider region – the churches of the Virgin Ljeviska, St Savior, St Nicholas, Monastery of St Archangels (14<sup>th</sup> century, monuments of exceptional importance), all damaged by vandalism and the absence of a proper protection service, etc.

It should be mentioned that the Institute for the Protection of Cultural Monuments of the Republic of Serbia, Belgrade, began an initiative in the latter part of 1998 for the three Kosovo and Metohija areas which include the most significant cultural monuments of the region to be entered in the UNESCO List of World Heritage in Danger. However, we have received no official, or unofficial, response from UNESCO representatives.

Within the framework of our monumental cultural heritage there is a substantial collection of paintings, particularly at our religious buildings – frescoes, secco wall paintings, oil paintings and mosaics. During the 1999 bombing, all the monuments were severely shaken and a change occurred in the physical properties of the paintings' base and lower layers because of destructive detonations in the vicinity.

## The monastery Bodjani

The monastery Bodjani is national heritage of great significance. It is located in the village of Vajska, very near the river Danube, at the Yugoslav-Croatian border. The monastery was built in the middle of the 15<sup>th</sup> century. It was painted by Hristifor Žefarović in 1737.

The monastery is at risk as it is situated so close to the Danube, on soil greatly affected by underground water, so that humidity and salt crystallisation are continually destroying the painted layers. The wall paintings are painted in oil on a plaster ground. Because of the constant humidity and the consequent crystallisation of salts on the painted surface, there is a flaking and pulverisation of the painted layer, mostly occurring in the lower area up to a height of 3 m. Before installing a system of active electro-osmosis in the monastery church in 1974, there was only a system of air isolation of the walls. However, over the years, that system was not maintained, which caused ongoing destruction of the walls and the painted layers. At the moment,



Patriarchate of Peć, eastern view of the complex (St. Nicolas, St. Virgin and St. Apostles churches), 14<sup>th</sup> century



Viminatium, Chapel with eleven graves, 4<sup>th</sup> century

Čelarveo, early medieval necropolis, 8<sup>th</sup>/9<sup>th</sup> century, grave of a horseman with horse





work is taking place on a drainage system around the church. Besides the drainage work, the walls of the church need considerable conservation and restoration, as salt crystallisation is continuing. The monastery is in operation but the clergy are not able to maintain it as well as its significance demands.

In addition, because Serbia lies in one of the most seismically unstable regions, it ranks among the most endangered parts of Europe. According to earthquake standards, the most critical regions are the Kopaonik and Rudnik areas, where among others, there are the monasteries of Studenica, Zica and Ljubostinja. The Mionica earthquake that hit in 1998, created another seismically unstable area. Because of this earthquake, religious monuments from the 19<sup>th</sup> century suffered severe damage. Those buildings are constructed with massive walls, many arched and vaulted structures, as well as with tall steeples, so they are highly sensitive to any influence from ground movement and earth tremors (the churches in Mionica, Rabrovica, in the village Ba, Petnica, Brankovina and the monastery of Bogovadja). The effects of this earthquake could be seen on numerous old buildings within the urban complex (the building of the National Museum, the High School and the Archives in Valjevo, the Old Chemist's shop in Ljig). A project to study and predict all the effects of a potential earthquake in order to plan proper preventative measures, stopped at its very beginning due to a lack of funding. The problems are being resolved in a sporadic and separate fashion according to the degree of the damage, which is not enough for such a seismically active area.

## Cultural and historic complexes and conservation areas

The protection of cultural and historic complexes and conservation areas as a specially defined type of immovable cultural heritage in our legislation, as well as in other countries which institutionally deal in cultural heritage protection, has been a long and unjustifiably forgotten field. Up to the present day, only 60 cultural and historic complexes or conservation areas, both urban and rural, have any legal status. Unfortunately, as conservation professionals became more and more aware of the significance of such aspects of cultural heritage protection, the working conditions for the Serbian expert heritage protection service has worsened.

Firstly, this is primarily due to the difficult economic crisis which has marked all activities of our service during the last decade, and which through its constant lack of funding for planned actions, has greatly disabled or restricted timely, proper and professional preventative and operational involvement in defining and determining adequate protection activities, as well as maintenance and use conditions for these protected areas. The economic crisis has substantially added to these already existing problems, which are part of general changes in the modern world, and particularly visible in countries in the process of transition as: accelerated development in society, an increasing population in the cities, and the increase of poverty.

Actually, a lack of funding is behind all these numerous problems which can be considered as the general risk to urban built heritage, especially in old historic city centres:

- the slowdown in the procedure of putting those urban areas with significant heritage under legal protection



Mionica, part of church tower damaged by earthquake



The village of Ba, church damaged by earthquake

Bodjani, fresco painting damaged by humidity





- the absence of long-term conservation plans which would provide conditions for the use and maintenance of these areas
- unsatisfactory co-operation between heritage protection services and urban planning, resulting in badly or even improperly performed works within those protected urban areas
- bad planning which does not recognise the values of urban built heritage within historic cities
- the absence of planned marketing in order to educate the residents of historic cities, that focuses on recognising heritage values within their own areas, so that they can be actively engaged in heritage protection processes.

Apart from all these problems, in 1999 during the NATO aggression, the urban built heritage of protected areas in this country was exposed to a specific type of risk – the effect of bombing. A great number of historic city centres were endangered

and damaged at that time (Belgrade, Zemun, Novi Sad, Petrovaradin, Pancevo, Palic, Nis, Kragujevac, Pristina) and a certain number of the buildings within those complexes were completely destroyed.

### **Vernacular built heritage**

One of the greatest dangers to the protection of vernacular built heritage, which is already endangered by its very historical existence, is the dying out of any viability in village settlements, which leads to the abandoning of heritage and a loss of its function. On the other hand, the aggressive spread of cities and the power of investors are the cause of the heavy, wholesale devastation to traditional architecture, due to modern construction,



The city of Kotor in an area of high seismic risk



Kotor's main square



inadequate restoration and the use of modern materials. Examples are in the old 19<sup>th</sup> century trade centres in Grocka, Krusevac and Novi Pazar, but also in the building of a new hotel that endangered the old wooden church at the Monastery of Pokajnica. Listed places of vernacular built heritage, which are being destroyed due to a lack of funding, are not and will not, be included in any future conservation plan.

## The Cultural Heritage of Montenegro

The protection of cultural heritage in Montenegro is being done through the work of the Republic's Institute for the Protection of Cultural Monuments – Cetinje, and the Regional Institute for the Protection of Cultural Monuments – Kotor. The rich cultural heritage of the region contains significant archaeological sites, various buildings, as well as a rich collection of paintings and applied artworks.

The city of Kotor and its area have been on the UNESCO World Cultural and Natural Heritage List since 1979. At the same time, the city of Kotor was declared an endangered world monument due to the high seismic risk to which this valuable city and its manifold heritage is exposed.

In the past, earthquakes were devastating several times: one of the strongest hit the cities of Kotor and Dubrovnik in 1667,

when many buildings of the Romanesque, Gothic and Renaissance periods were either destroyed or severely damaged. The 1979 earthquake hit Montenegro, which lies in the area of high seismic risk, and particularly caused destruction along the Montenegrin coast, where there is a dense concentration of cultural heritage places. Due to the delay in undertaking protection works on the buildings with cultural, historic and artistic value damaged by the earthquake, they have been further endangered over the last 20 years in the additional process of decay (since 1979): the palaces in Dobrota, Prcanj, Perast and Risan, the steeple of the St Eustace church in Dobrota, and the churches of St Paul and St Joseph in Kotor.

Many cultural heritage places are now without their original function, which is one of the greatest causes of their decay. Primarily, there are the fortifications in Kotor, Perast and Herceg Novi, as well as smaller individual forts. Their revitalisation means substantial funding, which this community cannot provide. Also, a lack of funding is a factor that endangers numerous archaeological sites that wait for further research as well as protection to be continued.

Long-term neglect and a lack of care also affect cultural heritage which lies in isolated and remote areas – the old county church in Prcanj, the St Dujmo church in Skaljari, the monastery complex Zanjice, and the church in Krivosije, in Gornji Orahovac, and in Grbalj.

ICOMOS Yugoslavia

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## KOSOVO

### Architectural Heritage in Kosovo: An Assessment of Wartime Destruction and Post-War Reconstruction

*From the spring of 1998 until the summer of 1999, Kosovo was the scene of armed conflict and savage "ethnic cleansing." Thousands of the region's Kosovar Albanian inhabitants were killed and nearly a million were driven from their homes. Less well known than the human tragedy is the fate of Kosovo's rich cultural heritage—its mosques, monasteries, churches and other religious monuments, traditional residential architecture, well-preserved historic urban centers, libraries, archives, museums and other cultural and educational institutions.*

*During the war, there had been disturbing reports from official and professional sources in Yugoslavia, suggesting that*

*major damage had been inflicted on historic monuments in Kosovo by NATO's aerial bombardment. Among the monuments and sites reported to have been destroyed or seriously damaged by the air strikes: the Gracanica monastery near Pristina; the Decani monastery; the Pec Patriarchate complex; the Church of the Virgin Ljeviska and the Sinan Pasha Mosque in Prizren; the Prizren League Museum; the Hadum Mosque complex in Djakovica (Albanian: Gjakova); the historic bazaars (carsije) in Djakovica and Pec (Alb.: Peja); and the 18th-century Tabacki and Terzijski bridges near Djakovica. These allegations were given wide publicity on Internet websites, in the news media and in professional forums (including the US/ICOMOS Newsletter), and in two white books issued by the Yugoslav government.[1] On June 1, 1999, Yugoslavia's ambassador to UNESCO announced that the old parts of the Kosovo city of Prizren and the provincial capital Pristina had been completely destroyed by NATO bombing.[2] Meanwhile, eyewitness accounts*



by Kosovar refugees also spoke of cultural destruction. In a survey of Kosovar refugee heads of households in camps in Albania and Macedonia, carried out in April-May 1999 by the NGO Physicians for Human Rights, nearly half (47 percent) of the respondents reported seeing mosques destroyed by Serb forces before they left Kosovo.[3]

Following the end of hostilities in June 1999, it was evident that there was an urgent need to assess what had happened to cultural heritage in Kosovo during the war. However, amidst the human drama of the post-war return of refugees, the discoveries of mass graves and other evidence of atrocities, and the urgency of providing shelter before the onset of winter, the fate of heritage was not foremost among the concerns of the international organizations active in Kosovo. In response, we formed the Kosovo Cultural Heritage Project. Our first task was to carry out a post-war field survey in Kosovo; supported by a grant from the Packard Humanities Institute, we spent three weeks in Kosovo in October 1999 documenting damage to cultural and religious heritage. Among the goals of the survey was to gather evidence to assist the investigations of the UN Criminal Tribunal for the Former Yugoslavia (ICTY). The deliberate destruction of cultural property, in the absence of overriding military necessity, is a serious violation of international law and those responsible for ordering and carrying out such attacks can be prosecuted for war crimes. According to the Tribunal's statute, these include the "seizure of, destruction, or willful damage done to institutions dedicated to religion, charity, and education, the arts and sciences, historic monuments, and works of art and science." [4]

Another aim of the survey was to provide a basis for planning the post-war restoration of heritage sites by identifying monuments in need of immediate conservation and assisting in the formulation of reconstruction projects. We also sought to identify qualified individuals, institutions, and local initiatives on the ground in Kosovo that would benefit from outside support. Documentation assembled by the survey has already been used to launch the first projects for the protection and reconstruction of war-damaged historical architecture in Kosovo since the end of the war. The survey was not focused solely on listed monuments, due in part to our commitment to document war crimes against cultural property. While the 1954 Hague Convention requires that protected monuments be designated and marked as such, the 1977 Protocols I and II Additional to the Geneva Conventions of 1949 use a more inclusive wording, which is also reflected in the ICTY's statute. Furthermore, it was evident that the criteria employed in listing monuments for protection by the Serbian authorities before the war had been conditioned to a considerable extent by ideological considerations.[5]

Thus, we made it our goal to ascertain, insofar as possible, the condition of all cultural and religious monuments and institutions, whether listed or not, that were reported to have sustained damage. Focusing on both wartime and post-war destruction, the survey was primarily a damage assessment. Limitations on our time and resources and the difficulties of access to some sites prevented us from making a more detailed study of each monument.

Our survey database has 263 entries for architectural monuments, representing sites we visited during our fieldwork in October 1999 or for which we have obtained photographs and other documentation from local bodies and individuals that had

carried out their own efforts to document the destruction of cultural heritage.[6] Those sources, including the Institute for the Protection of Monuments of Kosovo, the Presidency of the Islamic Community of Kosovo (KBI), and the Serbian Orthodox Eparchy of Raska and Prizren, have additional documentation in their files. The Department of Culture in the UN Interim Administration in Kosovo (UNMIK), established this April, is now working with the Institute for the Protection of Monuments of Kosovo to prepare a more detailed survey of monuments and sites in Kosovo that are in need of protection and restoration. We found that out of the four well-preserved historic urban centers in Kosovo, three old towns—Pec, Djakovica, Vucitrn (Alb.: Vushtrri)—had suffered severe devastation. Allegations by the Yugoslav authorities notwithstanding, it was evident both from the nature of the damage we saw and from the statements of eyewitnesses we interviewed that this destruction was not the result of aerial bombardment. The historic city of Prizren survived the war without significant damage to any of its monuments, except for the Museum of the 1878 Albanian League of Prizren, which was burned down on March 28, 1999, by Serbian police using rifle-propelled incendiary grenades. Pristina, Kosovo's capital city, had already lost much of its historic core to Tito-era urban renewal decades ago, but has a number of major monuments, which survived the war intact as did most of the rest of the city. War damage in the capital was largely limited to a handful of modern government buildings, including the Serbian police headquarters and the post and telecommunications center, which were hit by NATO air strikes; one old neighborhood mosque and a number of Albanian houses and shops had been burned by Serbian forces during the war.

Other allegations of NATO bombing damage to cultural monuments in Kosovo also proved to be unfounded. We found the two historic bridges near Djakovica, alleged to have suffered direct hits, to be completely intact. The destruction of the old urban centers was clearly the result of arson, with signs that historic structures associated with the culture and religion of Kosovo's Albanian majority population had been singled out for attack while nearby modern concrete apartment buildings stood untouched.

In the small towns and villages of the countryside, traditional residential architecture was a major target in the recent conflict. Ottoman-era town houses (*konak*, *shtepia*) of prominent families, and the stone tower-residences (*kulla*) that are indigenous to this area of the Balkans and typical of Albanian traditional architecture, were singled out for destruction by Serb forces during the "ethnic cleansing" campaigns of the summer of 1998 and the spring of 1999. Of some 500 *kullas*, most built during the 18th-19th c. and inhabited by generations of the same families, less than 10 per cent are estimated to have survived intact.

International reconstruction agencies, with their focus on triage, rapid reconstruction and the use of standardized building materials, are in effect encouraging the rapid, wholesale abandonment of the traditional housing stock—including buildings that were still inhabited and considered desirable by the locals until they were destroyed just a year or so ago. Without urgent intervention to stabilize and help rebuild these threatened *kullas*, a traditional architectural form unique to this region of Europe is threatened with extinction.[7]

Another category of heritage that is in urgent need of protection is Muslim houses of worship. This part of Europe is home to



an indigenous Islamic tradition going back more than 600 years, with its own rich architectural heritage—mosques, *tekkes* (lodges of the Sufi lay brotherhoods), *medreses* (theological schools), Islamic libraries, *hamams* (Turkish baths), and *bazaars* built to support charitable foundations. This heritage suffered massive destruction during the recent conflict. In the majority of cases, it was evident from the statements of eyewitnesses, from the type of damage (mosques burned out from within, with no bullet or shrapnel holes; minarets that had been blown up with explosives placed inside, causing the stone spire to collapse onto the building), and from visible signs of vandalism (Koran manuscripts ripped from bindings and burned or defaced with human excrement, crude anti-Muslim and anti-Albanian graffiti in Serbian on the walls of destroyed and desecrated mosques) that this destruction was not the result of military activities. These were not buildings that had been caught in the crossfire as Serbian forces fought Albanian rebels, or hit by NATO's bombs and missiles.

According to statistics published before the war, there were 607 mosques in Kosovo as of 1993. Of these, 528 were congregational mosques (*djami*) of which 498 were in active use, and 79 smaller mosques (*masdjid*) of which 70 were in active use; the majority dated from Ottoman times.[8] More than 200 of these mosques—a third of all Islamic houses of worship in Kosovo—were destroyed or damaged during the recent conflict, according to our survey and documentation we examined in the offices of the Islamic Community. Now many of these mosques are being rebuilt, often with the assistance of Islamic charities from abroad that are aggressively pushing their own narrow, sectarian agendas, with little or consideration given to historic preservation or indigenous traditions.[9] Dr Rexhep Boja, the president of the Islamic Community in Kosovo, is not happy about this state of affairs. He told us the Islamic Community would welcome the assistance of international organizations concerned with heritage protection in restoring mosques that are of importance as historic monuments, or as examples of traditional village mosque architecture.

Although much concern was expressed during last spring's NATO bombing campaign about the fate of Kosovo's medieval Orthodox churches and monasteries, in fact we found no evidence that any Orthodox sites had suffered serious damage during the war—neither from NATO bombs nor from Albanian rebels. After the end of the war, however, the situation with respect to Serbian Orthodox heritage changed for the worse. Although international peacekeeping forces were deployed swiftly to guard the famous medieval churches and monasteries, many less well-known churches in rural areas abandoned by the fleeing Serb minority were easy targets for revenge in the immediate aftermath of the war. Most of the damaged Serb village churches, like many of the damaged village mosques, are of relatively recent vintage (dates tend to be based on the historic foundation, but the actual structure is often 19th-century or later). Some, however, are genuinely historic and were listed monuments. Providing security for such sites is a matter for the UN peacekeeping force in Kosovo (KFOR), which somewhat belatedly last summer realized the need to protect all Orthodox churches, not just the ones listed in the encyclopaedias and guidebooks. In response, the number of attacks on churches has dropped significantly (a total of eleven incidents resulting in damage have been reported since last October; most were repeat attacks on abandoned sites already damaged last summer).

It seems, however, that this protection has not included any effort to consolidate damaged structures or shield them from the elements.

There is also an urgent need to provide local professionals and authorities in Kosovo with up-to-date information and training on matters concerning heritage protection and planning. Although it has been claimed that the UN Mission in Kosovo (UNMIK) has contributed to the crisis of heritage protection and reconstruction by rejecting collaboration with Serbian institutions concerned with cultural heritage, this argument is misleading.[10] According to the terms of its mandate from the United Nations, in June 1999 UNMIK assumed full legal responsibility for the administration of Kosovo and is barred from having direct dealings with the official Yugoslav state agencies. As we were informed by the UNESCO representative in Kosovo, Serbian professionals have been encouraged to work with the UN Administration in their private capacity, but none have chosen to do so. The Belgrade government, in turn, has branded Serbs who choose to cooperate with UNMIK as traitors. It should also be kept in mind that even before the war cultural heritage and its protection in Kosovo had become not merely a professional but also a profoundly politicized matter, and the state agencies charged with heritage protection were carrying out the regime's political agenda as well as exercising their professional mandate.

During the decade preceding the war (1989-1999), Kosovo was effectively cut off from access to international professional literature and contacts, while Kosovar Albanians were excluded from the universities and most were unable to practice their professions. While there are many bright, talented and well-motivated people in local institutions who have an interest in heritage preservation, many of them lack adequate training and even trained professionals lack recent experience and need to update their skills. The Faculty of Architecture in Pristina needs both basic tools—current professional books and journals, computers and software, etc.—and also visiting faculty and lecturers who could help to bring the curriculum up to current international standards and introduce new methods and approaches to conservation.

The international community has spent a good deal of money over the past year on sending expert consultants to Kosovo for short-term "needs assessment" visits, but there has been a shortage of any serious funding devoted to actual, practical projects. In October 2000, the Kosovo Cultural Heritage Project and the Faculty of Architecture at the University of Pristina are co-hosting an international workshop on the post-war reconstruction of Kosovo's damaged architectural heritage. This workshop brings architects involved with the reconstruction of historic buildings elsewhere in the Balkans together with architects and students of architecture from the Faculty in Pristina. In the workshop, pilot reconstruction reconstruction projects will be developed for three damaged historical structures and these projects will then be realized with funding from the Kosovo Cultural Heritage Project, supported by a grant from the Packard Humanities Institute. However, as cultural heritage currently ranks at the bottom of the priorities for international reconstruction assistance in Kosovo, much work remains to be done.



## FOOTNOTES

- [1] "War Damage in the Balkans," *US/ICOMOS Newsletter*, no. 2 (March-April 1999), pp. 1-3; Internet sites publicizing these allegations include:  
<http://www.yuheritage.com> ,  
<http://www.serbia-info.com/news/1999-06/12/12509.html> ,  
<http://www.mfa.gov.yu/bela/05.htm> ,  
[http://www.spc.org.yu/Svetinje/svetinje\\_e.html](http://www.spc.org.yu/Svetinje/svetinje_e.html) ,  
<http://www.archaeology.org/9907/newsbriefs/kosovo.html> ;  
*NATO Crimes in Yugoslavia: Documentary Evidence, I: 24 March-24 April 1999* (Belgrade: Federal Ministry of Foreign Affairs, Federal Republic of Yugoslavia, 1999), pp. 226-228; *NATO Crimes in Yugoslavia: Documentary Evidence, II: 25 April-10 June 1999* (Belgrade: Federal Ministry of Foreign Affairs, Federal Republic of Yugoslavia, 1999), pp.310-317.
- [2] Statement by Yugoslav ambassador to UNESCO Nada Popovic Perisic quoted in "Yugoslavia Appeals for UNESCO Aid to Restore War-damaged Monuments," *Agence France-Presse*, June 1, 1999.
- [3] Physicians for Human Rights, *War Crimes in Kosovo: A Population-Based Assessment of Human Rights Violations against Kosovar Albanians* (Boston: Physicians for Human Rights, 1999), p. 86.
- [4] *The Tribunal's statute and its May 1999 indictment of Yugoslav President Slobodan Milosevic and other top Yugoslav and Serbian officials, which specifies among the charges "the destruction of non-Serbian residential areas and cultural and religious sites," can be found at <http://www.un.org/icty/index.html>.*
- [5] *By the time of last year's war, some 210 Serbian Orthodox monuments (churches, monasteries, cemeteries) in Kosovo had been granted listed status, including 40 churches built between the 1930s and the 1990s. In contrast, only 15 of the more than 600 mosques in Kosovo were listed as historic monuments, even though more than half of these mosques date from the Ottoman era (14th-19th c.). See Cultural Heritage of Kosovo and Metohija, ed. Mileta Milic (Belgrade: Institute for the Protection of Cultural Monuments of the Republic of Serbia, 1999).*
- [6] *The survey database will be mounted on Archnet, a new on-line resource on architecture, urban design, planning and restoration now being developed at the MIT School of Architecture and Planning. A sample of our survey's documentation on the destruction of historical architecture in Kosovo can be viewed at [http://archnet.org/calendar/item.tcl?calendar\\_id=2658](http://archnet.org/calendar/item.tcl?calendar_id=2658) (click on – "sample images from the Kosovo Cultural Heritage Survey")*
- [7] *The Institute for the Protection of Monuments of Kosovo has prepared an exhibition on the destruction of kullas in Kosovo; a selection of photographs from the exhibit can be viewed on the website of UNMIK's Department of Culture – <http://www.geocities.com/kosovaheritage/kullas.htm>*
- [8] *Statistics on Kosovo mosques published in Dituria Islame, no. 49 (May 1993).*
- [9] Jolyon Naegele, "Saudi Wahhabi Aid Workers Bulldoze Balkan Monuments" *RFE/RL Weekly Magazine* (August 4, 2000) <http://www.rferl.org/nca/features/2000/08/FRU.000804130919.html>
- [10] See "War on Serbian Heritage in Kosovo," *US/ICOMOS Newsletter*, no 3 (May-June 2000), p. 6.



Djakovica, Kosovo – View of the Hadum Mosque, built 1594, amidst the burned – out ruins of the old bazaar historic district. The bazaar was destroyed and the mosque complex suffered extensive damage after being set on fire by Serbian police and paramilitaries in March 1999; the top of the minaret was shot off by Serbian troops using a shoulder-launched missile on May 8, 1999. (Photo: July 1999 by Xhavit Lokaj, Kosovo Cultural Heritage Project, Harvard University)



Rogovo, Kosovo – Mosque of Kel Hasan Aga, built 1580. In May 1999, Serb police and paramilitaries packed the interior staircase of the minaret with explosives and blew it up, causing the tall spire to collapse onto the dome and roof of the mosque. Remains of the base of the minaret can be seen to the left of the domed main prayer hall. (Photo: October 1999, Andrew Herscher, Kosovo Cultural Heritage Project, Harvard University)



## SOUTHERN AFRICA – HERITAGE @ RISK!

### Introduction

Summarised, the risk to heritage in Africa is a product of two different but related “sins” that is: the Sins of Omission and the Sins of Commission. Within these two broad categories there are a variety of spectra both plain and kaleidoscopic at once; both construed and imposed at once both natural and abnormal. Therein lies the complexity of the problem: its multifarious nature makes diagnosis simple yet at the same time elusive. The cases presented here are designed to illustrate this complexity as much as to highlight the Gorgonic nature of the problem. It also demonstrates that there are extremes arising from ignorance on the one hand, as well as too much knowledge about the nature and importance of the heritage on the other. Lastly, the presentation highlights the fact that sometimes there is a tendency to look at heritage as a product of *homo sapiens*’ perception and recognition, when in fact humanity itself is a product of heritage and better still is endangered heritage, ie part of heritage at risk. How?

### Humanity as heritage at risk

There is a group, the !Kung, who belong to the indigenous group popularly known as the Sarwa in Botswana or the San or “Bushmen”. This community is resident at Tsodilo, in North-West Botswana in the district of Ngamiland. The State Party of Botswana intends to have this area on the World Heritage List and there are a host of reasons why that site could qualify for world heritage status. The bottom line of it all is that the Tsodilo site is the product of thousands of years of !Kung occupation. Such occupation is characterised by hunting and gathering. The advent of new “economic” and “development” pressures has seen these people “displaced” from the core settlement area of Tsodilo to the “buffer zone” area, albeit after compensation had been paid. The bottom line of it all is that the !Kung are part of thousands of years of heritage, part of the landscapes on which they left their imprint, eg in the form of the rock art of Tsodilo.

They have always seen the area as sacred and so is the art : *We have gone up the Male hill with Samuchau over ten times. We passed exactly in front of the same paintings and Samuchau never showed us those rock paintings for a period of 20 years. Tsodilo is not a place where you reveal its sacredness to any strangers.* (Tjako Mpulumbusi)

The sacred nature of Tsodilo, that is, spiritual heritage without people at the core of it represents a devaluation of cultural values. Turning these people to selling curios to visiting tourists debases them just as much. Transforming them from hunter-gatherers into pastoralists or agriculturists reduces them to servitude. Heritage is about values, take away those values, then *Heritage is at Risk*.

### “Development” and the risk factor

#### Cases from Zanzibar

“Development” has been described as a global undertaking with multiple dimensions – economic, social and cultural, that influ-

ence one another. Yet in that threesome, the cultural dimension is a long-neglected aspect of development, despite the much publicised UNESCO *World Decade for Cultural Development* and the various forums held to discuss the issues of “Culture and Development in Africa”. Not only that, heritage has been systematically destroyed to make way for development projects or simply to make way for human existence.

The following cases from Zanzibar Stone Town illustrate this scenario:

The origins of the Stone Town, the triangular peninsula of land on the western side of Zanzibar, lie in a 12<sup>th</sup> century fishing village known as Shangani. Through the influence of Kilwa, a trading centre grew as a result of the introduction of the art of building in stone, the manufacture and use of lime and wood carving, by the Shirazis of Persia. This transformed Shangani into a typical Swahili town. The Portuguese intervention of 1498, followed by 200 years of Portuguese rule, saw the decay of coastal towns but in the Stone Town, evidence of this era is marked by a massive fort.

When the Portuguese rule was overthrown in 1700 through the efforts of Sultan Bin Seif of Oman, a decision was made by the Oman ruler, Seyyid Said, to move from Oman to Zanzibar. The Stone Town became the capital of the empire. Stone buildings proliferated and the Stone Town became an economic and commercial powerhouse with tentacles reaching the entire Indian ocean area. The impact of Arab culture and contacts with India had a decisive influence on the development of the architecture. For example, the Omani-type house had a message, influenced by the Islamic concept of privacy, while the Indian influence introduced “bazaar” architecture – the house frontage serving as a shop with living quarters at the back of narrow streets.

With the British arrival, “colonial” architecture was introduced, in the Vuga and Mji Mpya suburbs. Colonnade porticoes, verandas and landscaping all characterise this phase. However here, through the work of John Sinclair, “Sinclair Saracenicism” prevailed – the blending of British architecture with existing styles of Zanzibar and the attempt to orientalise the architecture by introducing arches and domes. What this all adds up to is that Zanzibar Stone Town is a kaleidoscope of a heterogeneous society in a constant process of homogenisation, testimony to an architectural synthesis that symbolises the cultural synthesis of the Stone Town. The fundamental message of it all is *Harmony*. That is the authentic message of the Stone Town. There are no layers or evidence of stratification: there is a blending of cultural traits – a sum total of human relations developed over two centuries and perhaps longer. Yet the Stone Town is an embodiment of *Heritage @ Risk*.

Following the Revolution of 1964, there was a radical social transformation that saw the departure of many of its former urban owners and occupants who were replaced by rural families who could not identify with the urban tradition. The social and spiritual components changed. By 1997, of the 1709 buildings in the Stone Town, about 75% were in a deteriorating condition.

In the mid-1980s, realising the decline of properties, the Government instituted a programme to privatise houses on the



understanding that the new owners would have the means to maintain and improve the buildings. More than 300 buildings were sold in this way. In 1989, the programme was suspended because of anomalies in the disposal system.

Heritage is also endangered as a consequence of poverty; there are three categories of property ownership:

### **WAQK Properties – Deterioration a consequence of poverty**

WAQK is an Islamic practice whereby the owner surrenders his right to a property and turns over the income from it to a specific charity. Many families fleeing the 1964 Revolution surrendered their properties. In 1982, 30% of the Stone Town buildings belonged to WAQK, but the percentage has since declined to 20%. These properties are largely neglected. Rapid deterioration of the property is attributed to *poverty*. Islamic rent is below market rent and so the declining revenue cannot sustain the maintenance of these properties.

WAQK properties are in real danger of disappearing and swift action is required.

### **Government properties – Deterioration a consequence of inadequate resources and lack of central direction**

The Government of Zanzibar owns about 30% of the properties which are steadily deteriorating, primarily because of a lack of funding and a lack of clarity as to who should do what. Most of these buildings are in the Shangani and sea-front areas, eg landmark buildings like the High Court, House of Wonders and Msi-gii Mambo. Cosmetic repair and maintenance work is restricted to lime washing and repainting.

This heritage is in danger of disappearing and swift action is required to save this invaluable heritage.

### **Privately-owned properties – Deterioration a consequence of affluence**

The two categories mentioned above are in part sins of omission unlike the third category which is wholly a sin of commission.

In 1982, the private sector owned 30% of property but with trade liberalisation the number in private hands doubled between 1982 and 1992. Aesthetically many of these private properties are in good condition but in reality they are physically destroyed because they have been unethically “conserved” and reconstructed. Five types of alterations have taken place, ranging from the new and radically altered buildings using the crudest forms of concrete and block work construction through to extensions adding storeys, exterior modifications (eg concrete balconies) and interior transformations. A survey carried out in 1992 showed that 85 buildings were radically altered or newly constructed. Currently because of trade liberalisation and the revival of mass tourism there is a hive of building activity that

defies all norms of authenticity and integrity. There are many instances where property owners deliberately allow properties to deteriorate and collapse, thus circumventing Government regulations for historic buildings. When the properties collapse, the owners then construct entirely new buildings which are used for tourism-related facilities, eg hotels, curio shops, restaurants, bureaux de change etc.

Abdul Sheriff’s words are a swan song, *The Old Town has been buffeted by a contradictory whirlwind of rapid development that threatens to destroy and disfigure even while it builds.*

The Old Stone Town is a candidate for the World Heritage List: there lies a strong case for the List to take on board this endangered heritage in order to save it.

### **Cases from Nigeria**

Benin has always struck the world as the “by-gone” centre of the arts; its world famous bronze pieces, legally or illegally grace the best museums, art galleries and private collections of the world. These are but epitomes of a great civilisation that climaxed in the Benin Empire, which was destroyed by the British army only in 1897.

One of the phenomena left by this Empire are the massive earthworks of Benin. Steeped in the depths of time, estimated to be 2000 years, and culminating in the massive 20 m high rampart around present-day Benin City, only superlatives can describe this feat of African endeavour. The linear earthworks of Benin are estimated to extend over 6500 km<sup>2</sup> with total length estimated to be between 8000 to 24,000 km. The Great Wall of China is three to four times shorter than these earthworks. With a total 37 million m<sup>3</sup> of earth, the earthworks are indeed unique universal heritage, which the State Party of Nigeria is now preparing for consideration for world heritage listing. A lot remains undiscovered and unnarrated. Because of their sheer vastness in extent, mystery surrounds their construction, and their varied nature in terms of their patterns and size. What is true is that they provide a territorial record of unknown state formation processes; they have a utilitarian role in defining space in terms of ownership and usage; they are part of religious symbolism and practice, with principal shrines, festivals and ceremonies centring on these earthworks. They mean a lot to the people of Benin.

Yet they are *endangered heritage* because of:

#### *Population pressures*

The density of population in Benin City and its environs is one of the highest in the world. As a consequence, space for building homes etc is very limited. Given the vast expanse of the earthworks (*iya*) the temptation and practice has been to build on these *iya* or to dump rubbish and to establish informal sector industries on the *iya*. Away from the city in its surrounds are areas such as Ekho where agricultural pursuits have resulted in the *iya* being used as agricultural land, resulting in land degradation and erosion of the earthworks.



## Modernisation

A different threat is posed by changing life styles and preferences, not to the *iya per se* but to people's other forms of heritage, eg vernacular architecture.

Traditional adobe-under-thatch structures are giving way to cement and corrugated iron sheeting. In many places however, eg in Ekho, that transformation is at an intermediary stage where components of both the traditional and foreign materials, techniques and workmanship are in a state of balance. There is a need to reinforce the traditional, in order to shift the balance in its direction.

## Vandalism

### Pure Vandalism

With some varying degrees of frequency, vandalism does take place on natural and cultural heritage sites. The reasons are as diverse as the variety of property. However, they can be summarised as ranging from puerile to serious schizophrenic cases, and within the range is a whole variety of political, socio-economic, and cultural-religious factors that may be the trigger and/or the underlying cause of the fits and starts that characterise attacks on heritage. The prevalence of canister-type spray paints has facilitated the increase in this type of crime: *crime it is in all heritage legislation*. The more isolated the sites, the more vulnerable they are to attack. Given the clandestine nature of the activity, the rate of apprehension of the criminals is very low. Ignorance or lack of appreciation of the importance of natural and cultural heritage on the part of the law enforcement agencies compounds this problem.

In Africa, the top of the list of targets are rock art sites which are numerous but generally in remote areas. Their sheer numbers makes the effective presence of heritage personnel impossible. The Domboshawa site in Zimbabwe is a bizarre example of the dangers posed to this type of heritage.

Domboshawa cave, 35 km north east of the Zimbabwe capital, Harare, is a proclaimed national monument. Its components include rock paintings and Stone Age archaeological deposits, as well as its sacredness as a site which is used for rainmaking ceremonies. The site also has economic value attached to it as it draws local and international visitors.

On 14 May 1998, the site was vandalised during the night. The graffiti are very severe. A dark brown enamel (oil-based alkyd) paint was used to obliterate the paintings as a result of which 75% of the painted surface was affected. Of the 146 paintings, 65 – 70% were damaged. Fortunately methods have been found to remove the paint – a painstaking and expensive exercise indeed. The cleaning method has successfully removed the graffiti, leaving the original paintings intact. What contributed to this measure of success was the silica encrustation process over several decades. What happens is that over the years of exposure, a silica crust develops on top of rock paintings to form a natural protective coating that is very difficult to remove. A lucky escape for *Heritage @ Risk*.

Not so lucky are some forms of heritage. For the love of "pot" (intoxicating drugs) all the invaluable wooden window frames were ripped apart and the building destroyed by one property owner in Zanzibar.

## Tourism

For the love of souvenirs, tourists have equally caused damage to the heritage they purportedly love. In order to carry with them memories of their visits to rock art sites, these tourists smear emulsive oils (eg linseed) on the art, so that the photograph comes out clearly. What these tourists leave behind is no memory for posterity. Sites abound in the Matopo Hills (Zimbabwe) where havoc has been caused.

Tourists pose a different threat to Zanzibar: here the target is the carved doors. The elaborately covered door, that manifestation of the Indian Ocean maritime cultural region, remains the hallmark of both the by-gone and present eras of this continuing tradition. Theotifs highlight the maritime origins of Zanzibar, the fish scales and wary lines point to an important source of food for maritime Swahili people, all this is enshrined in the carved door. The door remains a strong tradition as every house-owner wants a carved door. However, that too is *Heritage @ Risk* because tourists are making for the centuries-old authentic carved door and will buy it at any price.

Again the gap between the "haves" and "have-nots" continues to widen, as the former take away the lasting semblance of the "have-nots" heritage. Sayed Naqvi's words are ominously true, *Where there is not bread how can we say let them have museums (cultural heritage) instead?* The challenge for Africa is to retort, with reason that *This is a false alternative; our cultures themselves are an infinite richness whatever the level of economic development and what produce is not bread or heritage but bread and heritage.*

### Benign neglect

Naqvi's message resonates with the views of former inmates of Robben Island (South Africa), the latter now a World Heritage site. Known for its history as a prison for political detainees, the most famous being Nelson Mandela, former President of South Africa, the physical structure has two aspects to it. The "B" wing (which held Mandela) has tended to be the focus of public attention and of all conservation efforts. A major section, unknown to many, is the original prison, which is closest to the heart of many former inmates. Regrettably, it is this section that has been ignored and allowed to degenerate into a dumping ground for rubbish. Unless attended to, it is also *Heritage @ Risk*. It is this threat that hounds the lives of the "have-nots" (former inmates).

It is this kind of threat that underlines Africa's predicament. The chilling fact is that all the cases made in this presentation are only the tip of an iceberg. One shudders to think what the real dimension of the problem is, for example given the constant wars and natural disasters, such as floods, on the African continent.

Dawson Munjeri, Vice-President of ICOMOS

## TOURISM IN AFRICA

To many African countries, tourism is the main source of income. Eastern and south eastern Africa with their lovely beaches and corals are at risk from mass-tourism that can definitely cause damage to cultural heritage places. That is espe-



cially obvious in the Arabian Gulf, where Swahili towns and harbours are located on the beaches, which are also a target for resorts and hotels. This is clear at for instance, Bagamoyo, on mainland, Tanzania, Lamu in Kenya, and to a certain extent at Stone Town, Zanzibar. Another threat is that dwelling-houses

are converted to a large extent into hotels and guest-houses, completely changing the life of the town.

These threats raise a demand for sustainable cultural tourism programmes that take the integrity and authenticity of places into account.



## ARAB WORLD – HERITAGE @ RISK!

The Arab region has been characterised by its long civilised history. In addition to being the homeland of religions and due to its strategic location among three continents, it was a center for transmitting the culture and civilisation influences among the world nations. Historic areas/zones in the Arab region have a high population density and they currently include industrial, trade and residential zones mingled together. Nonetheless, the majority of their populations belong to the limited-income class and living conditions are not at all suitable. All this depicts how serious the problems are which these places are facing, despite the fact that they are the treasure of a unique heritage of civilisation.

### Problems Facing Historic Sites

#### Citizens' Poor Awareness of Heritage:

Despite the abundance, variety of monuments and sites of cultural heritage in the Arab region, people's lack of awareness of heritage is the most important and influential factor in the non-conservation of that heritage. This may be attributed to the unfavourable social and economic status of the population in these areas.

#### The Environmental Conditions in the Region:

These conditions vary between urban areas and regional ones. This variation is manifested in the ratio of carbon dioxide in rain, the rate of ice formation, the rates of heat and moisture change, salt-efflorescence and salt-subefflorescence. Some of these conditions have been affected by natural environmental factors such as wind, rain, earthquakes, or human-caused environmental factors.

#### Deterioration due to Natural Conditions:

Major changes to stone result from carbonates dissolving in water and the erosion of the carbonate minerals. Also, the presence of nitrificiant bacteria helps the formation of sulfuric and nitric acid.

#### Deterioration due to Human-Caused Environmental Conditions:

- Drinking Water Systems: Potable water distribution networks in historic areas are often worn out and in very bad condition.

- Sanitation and Sewage Systems: The main and secondary sewage systems are inadequate and worn out and outdated in most of the Arab countries.
- Traffic: In historic areas, there is usually heavy traffic which affects building foundations near ground level.
- Soil Conditions in Historic Areas : It has been noticed that most cultural heritage places in historic areas and in historic towns were built in a system of bearing walls in trenches with backfill-soil.
- Garbage: Garbage collection is one of the major problems in old cities and is one of the main factors that accelerates urban deterioration as many historic cities are still dependent on primitively organised individual efforts.
- Wars: Wars between states or between citizens of the same state have destroyed many historic areas and towns which were once tourist attractions. We refer to what has happened in Lebanon, Iraq and Kuwait.
- Earthquakes: Earthquakes have destroyed major historic sites and monuments, such as the Great Mosque in Baalbeck in Lebanon (see p. 127).

#### Deterioration due to Modern Urbanisation:

Deterioration of urban aesthetics in historic and archaeological areas due to the construction of modern buildings that do not match the ancient ones in form, colour, or appearance. An architecture has appeared that has no link whatsoever in content and entity and is alien to either the local environment or the architectural features of heritage.

#### Recommendations:

- Laying down laws and measures necessary for preserving the environment .
- Enlightening the public as to the dangers of environmental pollution and its causes.
- Preparing studies on a national level to tackle the subject of ground water in order to preserve historic areas.
- Tree planting in order to clean the environment in urban historic areas.
- Using the equipment in factories and the necessary means to maintain a healthy and clean environment.
- Developing projects and plants to get rid of garbage in a scientific way.
- Observing the international conventions when conducting special studies on historic areas and cities, eg the ICOMOS Charter for preserving Historic Cities (Washington, October 1987). This is required for the preservation, restoration, and development of historic areas by practical means matching and harmonising with contemporary life.
- Strengthening heritage education as a part of the national education strategy.



## EAST AND SOUTH EAST ASIA – HERITAGE @ RISK!

### Background

When one deals with monuments and urban conservation in East and South East Asia, one has to understand the specific features of the regional communities: large populations, higher population density, constant urban migration, rapid urban sprawl, changing urban lifestyle, severe traffic congestion, as well as diverse economic conditions from country to country. On top of these problems, most of these Asian cities have witnessed a vast diversity of culture, religion, ethnicity, and colonial tradition, which make them unique.

Cultural heritage may be regarded as one of the efficient vehicles to sustain their national identity.

However, it is difficult to conserve cultural heritage in good condition in modern society. There are a series of challenges to be seriously considered such as the lack of proper maintenance due to religious, social, economic and/or political reasons, the excessive influx of tourists, overall changes to land use and building use because of urbanisation and modernisation and devastating natural disasters such as earthquakes, typhoons, and floods. At the same time, hostile natural conditions for heritage sites, such as humidity, soft soil and tropical weather, cause rapid deterioration to the structure.

### Regional trends and challenges

Poor or improper maintenance is universal in developing countries in the region. Wooden temples in the Pagan area, Myanmar, are one of the typical cases of a lack of both resources and expertise (see p. 135). Improper maintenance of excavated archaeological sites is another challenge. On the other hand, it is also a serious threat to heritage buildings that ecclesiastical buildings have undergone over-restoration or sometimes over-rebuilding because of religious reasons.

The strong economy of East and South East Asia sometimes

causes considerable difficulty in safeguarding historic sites and monuments. In particular, historic buildings in urban settings, such as Suzhou, China, and Hanoi, Vietnam, undergo great pressure to be replaced by modern high-rise buildings. Moreover, weak planning controls in the whole region make the situation even more difficult. Conservation management plans need to be reinforced by extending their legal force and proper implementation. Careful monitoring of the condition of historic sites and monuments must be carried out regularly. Large-scale development projects, such as dam and highway construction, sometimes cause major destruction of the historic environment as a whole.

Vernacular houses and villages are vulnerable to tourism development. The lovely local historic settlement of Lijiang, China, is one of these cases (see p. 85). Since its inscription on the World Heritage List in 1997, Lijiang has witnessed a considerable transformation of the town, ranging from ethnic gentrification of the downtown area to a diminishing vernacular lifestyle. A strong influence of tourism is obvious not only in Lijiang but also in other World Heritage sites like the Shirakawago/Gokayama historic villages in Japan.

Earthquakes are one of the most immediate threats to the heritage of this region. For example, an earthquake severely damaged many pagodas in Pagan, Myanmar, in 1975. Major earthquakes, such as in central Japan in 1997 and central Taiwan in 1999, reveal that it is necessary to reconsider seismic design even for vernacular buildings, which used to be largely free from any evaluation of their seismic capacity. This may affect the structural design of all traditional buildings, let alone the immediate restoration of traditional houses.

With the rapid modernisation of the region, traditional technology and materials are disappearing rapidly, so that authentic conservation becomes more difficult and expensive. Legal requirements such as earthquake resistance and fire prevention regulations also affect vernacular buildings.

Yukio Nishimura, ICOMOS Japan



## ARCHAEOLOGICAL SITES – HERITAGE @ RISK!

Threats to archaeological heritage resources on the international level are perceived as deriving from three primary sources: cultural tourism, international development programmes, and the degradation of the environment through natural process or by human-induced environmental change.

### Cultural tourism

Tourism now constitutes 6% of world trade. Heritage, be it cultural or natural, is the major focus of much tourism. The shaping of archaeological resources to meet the demands of tourism has had a major impact which for the most part has been negative.

### International development programs

Programmes focussing upon development, particularly in less developed international contexts, often do not have mechanisms in place to insure that cultural resources are managed in a sustainable fashion. Yet, these resources often provide the economic mainstay of small local communities.

### Degradation of environments and human induced environmental change

Environmental change through over-grazing and destabilisation of soils, flooding caused by the destruction of forested catchments and the urban development of coastal and riverine habitats as foci of leisure activity have impacted upon those sectors of the terrain that are most likely to be the richest reservoirs of archaeological resources.

The inability of management to effectively counter these

threats and the failure to develop self-correcting auditing systems exacerbate the impacts of these threats.

### Ineffective management

Management of heritage resources seldom is undertaken in a well-administered fashion at the national level. There are numerous examples of under-funded and poorly staffed heritage organisations that out of necessity focus their activities on archaeological icons with little if any resources flowing on to other sectors of the heritage management system.

### Failure of corrective systems

There is no internationally agreed upon standard for archaeological heritage management that takes into account the full dimension of archaeological significance. Often the social and the indigenous values are not adequately managed. Coupled with the hesitancy to apply performance indicators and frameworks for auditing, there is a general failure to detect good practice from bad before it is too late and the significance of the heritage resources is diminished. Charters, recommendations and guidelines such as the Australia ICOMOS *Burra Charter* (The Charter for Places of Cultural Significance [www.icomos.org/australia](http://www.icomos.org/australia)) have made a tentative step in the correct direction but the focus has been on planning rather than on implementation, with almost no emphasis upon the development of self-correcting heritage management systems.

*Charter on the Protection and Management of Archaeological Heritage 1990* [www.icomos.org/e\\_charte.htm](http://www.icomos.org/e_charte.htm)

ICOMOS International Scientific Committee on  
Archaeological Heritage Management



## HISTORIC TOWNS AND VILLAGES – HERITAGE @ RISK!

As is broadly dealt with in the ICOMOS Charter of Historic Towns and Urban Areas (adopted in 1987 in Washington), there are many threats against historic urban fabric, amongst them being: forced urbanisation, development of traffic systems without taking the existing city design into account, uncontrolled suburban sprawl, destroying the city outskirts and the skyline, spoiling the surrounding countryside, etc.

The risks on one hand are identical throughout the world, but on the other, there are “specialities” according to different regions. If we look at the European region, the risk almost always resides in urban development projects (such as the Aaltmarkt at Leiden, the problem of the Tour-et-Taxis complex in Belgium, and others).

Currently, in Central and Eastern Europe, there is a type of speculation which is present in the centres of the historic towns, followed by façadism in the large metropolitan cities. The necessary development of infrastructure is equally causing problems, mostly about underground parking and other features serving traffic. In the same region the change (at times the restitution) of owners is leading to a loss of traditional function in urban quarters, but above all in the villages. The accelerated transformation to an urban look of villages in the region has reached a critical point in some places – linked with the occurrence of the above mentioned spread of the suburbs.

Other dangers stem from social movement and mobility.

The de-population of historic towns and villages (see the situation in Transsylvania, Romania, where the German community left their small towns / villages for politico-economic reasons, and their remarkable heritage is currently in a more than difficult state...But the process is known in other countries in this region, although the measures are not as dramatic.)

In other regions, especially in Latin America and certain Asian countries (for example in China), the problem has started (and is continuously present!), of over-population, and the extreme concentration of inhabitants that overload historic towns and the proposed solutions often do not count as sufficient for the preservation and conservation of cultural heritage places and for historic quarters.

We must not forget the effects of mass tourism that demand services too near to the historic values, for example the Properties that appear on the World Heritage List (for example, Hollóko, Hungary, Vlkolnec, Slovakia) where the emerging problems from the considerable number of visitors are being mastered with great difficulty.

To conclude, natural catastrophes – earthquakes, floods, fire – are equally risk factors in historic towns and villages. Preparedness against them and also “prefabricated” programmes, adapted for and from outside the situation itself, represent a considerable duty for all experts and managers in this important and complex area.

*The Washington Charter 1987, The Charter on the Conservation of Historic Towns and Urban Areas*  
[www.icomos.org/e\\_charte.htm](http://www.icomos.org/e_charte.htm)



## LES VILLES ET VILLAGES HISTORIQUES – HERITAGE @ RISK!

Comme il est largement traité dans la Charte International de la Réhabilitation des Villes Historiques (adoptée en 1987 à Washington), il y a plusieurs menaces contre la substance historique urbain, parmi eux : urbanisation forcée, développement le reseau du trafique sans regardé les donnés structuraux de la ville, sub-urbanisation décontrolée, détruis les environs et le silhouette, dénaturalisant le paysage autour, etc.

Les dangers d'un coté sont identiques un peu partout dans le monde, mais d'autre coté il y a des « spécialités », après les régions différentes. Si on regarde la région européenne : le danger reside presque toujours dans le projets de développement urbains (voir le projet Aaltmarkt à Leiden, le problème de l'ensemble Tour-et-Taxis en Belgique, et les autres). En Europe Central et de l'Est actuellement c'est une sorte de spéculation foncière qui est présent dans les cités des villes historiques (suivi par le façadisme dans les grandes villes métropolitaines). Le développement nécessaire de l'infrastructure également resulte des problèmes, surtout s'il s'agit des parking souterraines et des autres éléments servant le trafic.

Dans la même région le changement (parfois : la restitution) des propriétaires se dirige vers une perte de la fonction traditionnelle dans les quartiers urbaines, mais surtout dans les villages. La transformation accélérée du visage urbain dans les villages de la région est arrivée quelque part à un point critique – liée avec le phénomène de la sub-urbanisation déjà mentionné.

Autres dangers coulent de la mouvement/mobilisation sociale. Le dépeuplement des villes et villages historiques (voir

la situation en Roumanie, Transsylvanie ou les citoyens allemandes ont quitté leurs ville/village natal par des raisons politico-économiques, et leur patrimoine extraordinaire se trouve actuellement dans les conditions plus que difficiles... Mais le processus est connue dans les autres pays de cette région, bien que les mesures ne soient pas si dramatiques.

Dans les autres régions – surtout dans l'Amérique Latine et certaines pays asiatiques (par exemple en Chine) le problème est arrivé (et continuellement présent !) avec la surpopulation, une concentration extrême des habitants qui surcharge les villes historiques, et les solutions proposées assez souvent ne comptent pas suffisamment avec la sauvegarde et conservation des monuments historiques et avec les ensembles-quartiers historiques.

Il ne faut pas oublier les effets d'un tourisme en masse exigeant des services trop près au valeurs historiques – par exemple des biens qui figurent dans la Liste du Patrimoine Mondial (p.e. à Hollóko/Hongrie/; Vlkolnec/Slovaquie/ ou on maîtrise très difficilement les problèmes émergés par le nombre considérable des visiteurs).

Pour finir : les catastrophes naturelles –le séisme, l'inondation, l'incendie- sont également des facteurs de danger dans les villes et villages historiques. Le préparation contre eux et aussi les programmes « préfabriqués » et adaptés pour et lors la situation même représentent une devoir considérable pour tous les experts et responsables dans ce domaine important et complex.

International Scientific Committee  
on Historic Towns and Villages



## VERNACULAR HERITAGE @ RISK!

It is part of its very nature that vernacular heritage is vulnerable and sensitive to any influences coming not only from natural disasters such as floods or earthquakes, but especially from the progress in industry or telecommunication and also from social and economic changes, not only in the traditional rural areas. All over the highly developed countries world-wide, in Western Europe, Japan or the USA, the industrial revolution in agriculture has already taken place successfully and, as a result, has caused the loss of a very important part of built heritage – parts of the farmsteads, such as fences, gates, barns or stables, have been demolished and replaced by new and big industrial constructions necessary for industrialised agricultural production. If this industrial revolution has not yet happened in the former East European countries it is due to the economic situation and, before that, to the socialist system in agriculture. The collective or state farms provided a centralised system of technical assistance with machines, tractors etc., the result of which was that a great part of the outbuildings were again in danger while out of use, with no maintenance work anymore, which led to a slowly progressing decay. As an economic progress and technical development is expected soon in Eastern Europe, which will of course include a technical revolution in agriculture, built vernacular heritage will be endangered again.

Vernacular heritage is in danger world-wide – even in most European countries – since it is neither recorded nor listed. This implies that it is not considered worth protecting and conserving and is not considered important enough to be part of the protected national heritage. Even in countries where (at least after the destruction and loss caused by World War II) vernacular heritage was considered quite an important part of national heritage, such as in Germany, Austria, Switzerland and the Netherlands, and where consequently records and lists were put up,

important parts of vernacular heritage have already been lost. As a result of economic and social changes, most of the traditions and relics of former daily life in a rural community, as well as the repeating traditional cycles were only given little attention by ethnographers or ethnologists and were only sparsely collected and documented (for example traditions connected with the building of a new house or farmstead, the procedures and rituals accompanying the work and the participation of the community during the building process).

All over Europe it is also a problem of traditional conservation philosophy with its roots in the late 19<sup>th</sup> century and thus a problem of mentality. It should be mentioned that almost all members of the constitutive Scientific Committee on Vernacular Architecture of ICOMOS founded in 1976 were specialists working in open-air museums. After World War II, especially in the East European countries the protection and conservation of vernacular heritage was still the responsibility of the open-air museums, as the old conception of “Skansen” was still in fashion and comprehensible for the socialist conception of popular folk art and architecture. During the time of Soviet power, several villages all over the country – for example most of the settlements around the Onega Lake in Karelia – were completely demolished and only the wooden chapels survived, the population being forced to move to the cities (in this case to Petrozavodsk) and work in the newly built up industry. Some of the more elaborately designed farmsteads of those villages were transferred to the open-air museum around the World Heritage Site of Kizhi Pogost on the island in the Onega Lake. That incredible loss of vernacular heritage happened during Hrushchev’s time and not only in Karelia, but all over the vast territory of the Soviet Union.

This communist concept was also transferred to other East



Romania, village of Cineșor (Kleinschenk), abandoned house of Transylvanian Saxons (1993)





Greece, Mani peninsula village, traditional family tower, abandoned (1986)

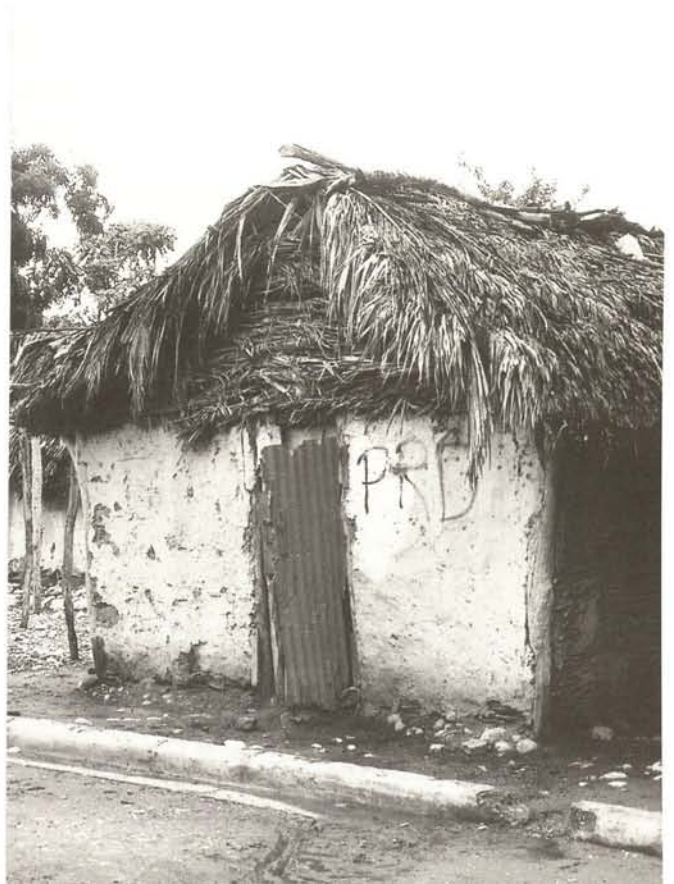
Israel, Palestinian village, Ramalah area, traditional family tower, abandoned (1996)



European countries, to much smaller entities all over the country: in Hungary, for instance, in almost every village one house or farmstead has been restored or reconstructed and converted into a museum of local vernacular traditions, the rest of the houses being available for renewal or changes. Only Bulgaria tried to find a different solution, starting to declare some villages as “museum villages”, the most famous example being Koprivstica near Sofia. After moving the population from the settlements all houses were completely renewed, that means reconstructed and the villages were opened for visitors, especially from abroad. As a consequence, the normal life of such vernacular settlements died from the very beginning: after the events of the 1990s, almost all houses in those former museum villages are now owned by people from the big cities, who use them as weekend houses.

After the events of 1989, the attitude started to change in the East European countries due to very close contacts with international specialists. But even today, as long as some of the functionaries in charge with the protection and conservation of monuments are content with the heritage value of the vernacular, the step forward towards recognition as historic monuments still seems to be very difficult. In Romania, a couple of months ago, a new department for non-listed heritage, that is for vernacular heritage, was created within the Ministry of Culture. Such an initiative has to be considered as very positive, because in most other countries, in Europe, Asia or Latin America, with a rich heritage and several items on the World Heritage List of UNESCO, vernacular heritage is neither protected nor considered worthy to be conserved.

Dominican Republic, Pueblo Viejo, abandoned house (1998)







Thailand, village in the Sukhothai area, traditional farmstead, the roofing has been replaced by corrugated iron (1997)

This could be explained by the fact that inside the traditional rural agrarian communities vernacular heritage with all its traditions is still alive and the typical process of constant repair, renewal or even additions and changes, as a response to the constraints of the economic or social situation is continuing. In most African countries, this is still valid, and due to the mental attitude which goes back to colonial times, even the notion of “vernacular” contains a negative touch for the mostly agrarian population, as it is considered as primitive and without any values. On the other hand, without an understanding of those typical characteristics of vernacular heritage, the principles of authenticity worked out during the ICOMOS conference in Nara, will, of course, not be followed.

Apart from the current impact of natural disasters already mentioned – one of the most dangerous being earthquakes – economic and structural problems have a very negative influence on vernacular heritage. In Europe, in all the Southern areas of the Mediterranean, such as Greece, Italy, Spain or Portugal,

but also the bordering Mediterranean countries of Asia Minor, Israel and the Palestinian settlements, agriculture is given up and, as a result, vernacular settlements are abandoned, due to natural conditions of the soil but also to structural problems of the economy in some areas. The famous abandoned family towers on the Mani peninsula in Greece or in some Palestinian villages in Israel are only a few of hundreds of examples. Especially Portugal and Spain, but also Italy and France have to face the problem of abandoned villages or vernacular settlements and at present there are no appropriate means to stop or fight such a development. There was also the emigration of the German population from Romania in 1990 and 1991. Leaving behind empty farmsteads, town houses and even abandoned churches and villages, did not lead to a completely new situation for politicians, administrators or conservationists. But even with the help of the European or the International Community it will be very difficult to find ways for a revitalisation of those villages with their important vernacular heritage. The most dif-



difficult and delicate impediment is the mentality of the population in the former socialist countries: having been taught that industry and urban life were most important, the population of Romania hardly shows any interest in moving back to the country, to take over the abandoned farmsteads and start working again in agriculture, which would certainly be the most reasonable way of revitalisation.

In many countries, economic pressures and governmental programs, for instance solutions against future earthquakes, have a very strong influence on the preservation of built vernacular heritage. While in Bulgaria all specific structural details of traditional architecture, like the logs inserted inside the masonry for elasticity during earthquakes, were replaced in the late fifties and sixties by concrete structures during the restoration/reconstruction of the museum villages, the government in Guatemala started to finance building programs for the peasants in the Highlands after the big earthquake of 1976, replacing the traditional wooden and earthen structures by multi-storey standardised buildings of reinforced concrete and demolishing and replacing vernacular heritage almost in all market places like San Francisco el Alto, Salcaja or even in villages like San Andres Xecul.

But even without governmental programs, the influence and pressures of new and cheap industrially produced materials available in every supermarket on traditional vernacular architecture are visible world-wide, as the owners of houses or farmsteads and even the craftsmen of the rural community replace the traditional most expensive materials offered by the geomorphologic conditions of the surrounding area which were used for centuries. Some selected examples from Thailand, Guatemala and Romania might illustrate the problem which seems to be out of control, as long as traditional housing is not considered to be worth protecting and/or traditions are not worth continuing.

This is the background for all activities of the CIAV, the International Committee on Vernacular Architecture of ICOMOS, which after finalising the international "Charter of the Built Vernacular Heritage" started to work on regional guidelines for conservation, but also for education and training not only of professionals in conservation and of craftsmen, but also of architects, administrators and politicians world-wide.

ICOMOS International Committee on Vernacular Architecture



Russian Federation, Karelia, wooden village church near the Onega Lake after the destruction of the village



Romania, Bran village – the results of modernisation (1998)

Hungary, Balaton Lake – reconstruction of a traditional house with thatched roofing replacing the original vernacular architecture (1993)





## ARCHITECTURAL STRUCTURES – HERITAGE @ RISK!

Architectural Heritage is spread all over the world and it is difficult to protect all of it to the same degree and at the same time. Some monuments and historic buildings are however at much greater risk than others, and these situations have therefore to be identified, and a “scale of priorities” has to be established if we want to optimise resources in order to achieve the maximum benefit.

The focus is therefore on defining criteria in order to establish those priorities, taking into account physical risks, cultural values, social consequences and economic aspects.

A strategic plan for the safekeeping of Architectural Heritage @ Risk should include the following steps:

- a) A “*preliminary list*” (or inventory) of Architectural Heritage – a survey and data collection to establish an inventory of cultural sites, historic towns, monuments and historic buildings – should be set up in each country.
- b) This inventory should be ranked highlighting the physical conditions, the legal framework, etc, obtaining a sort of “*intelligence list*”.
- c) Architectural Heritage is threatened by two categories of risks:
  - d) unpredictable risks such as wars, massive earthquakes, etc.
  - e) predictable risks related to the intrinsic characteristics of the buildings (typology etc), the present situation of damage and decay and environmental conditions (pollution, earthquakes, etc).

Little or nothing can be done to prevent damage and collapse from unpredictable risks and in this case Risk Preparedness appears to be the most rational possible strategy.

As regards predictable risks, it is possible instead to create a *Map of Physical Risks*, which links any asset on the “intelligence list” and establishes a conventional risk index, that prioritises probabilities that serious damage, collapse or irreversible decay might occur in the future.

- e) The *Map of Physical Risks*, although it represents a very important point of reference for the protection of Architectural Heritage, is not sufficient to categorise the priorities, because there are other values that must be considered in regard to three categories: cultural values, social values and economic values.
- f) The *Map of Priorities* is the result of putting together “physical risks” and “values”, also taking into account aspects of management (the legal framework, financial and human ownership, policies, etc). The organisation of such a map requires a very specific kind of cost-benefit analysis, because the assessment is a very difficult task, and the costs and benefits can only partly be measured in monetary terms.
- g) The *Operational Plan* is the final step of a general strategic plan and refers to the measures to be undertaken, which include three levels: emergency actions, preventive measures, and restoration work.
- h) The enforcement of the *Operational Plan* requires appropriate Recommendations and Guidelines, and the ICOMOS International Scientific Committee for the Analysis and Restoration of Structures of Architectural Heritage is working on this.



## Case Study 1 – Preventive measures to mitigate the risk to the heritage of Petra

The site of Petra, Jordan, apart from risks because of uncontrolled tourism, suffers considerable deterioration processes to the natural stone, which form the bearing structure of the carved temples.

A lack of maintenance and of a general survey to identify the most serious occurrences of decay and damage (map of risk), have allowed threats and decay to increase everywhere.

The Qasr-al-Bint building, one of the most important of the site, was heavily damaged and partly destroyed by earthquakes, and the surviving structural elements are in a very precarious situation.

In the Urn Tomb, the rock on the left side of the façade is affected by large cracks, and the situation appears to be potentially very dangerous because the rock structure is thin and deteriorated, as is very clear from looking at the external side of the structure.

Instances of deterioration also affect the main columns of the façade, which show large cracks and whose bases have been completely eroded, and urgent measures have to be undertaken here as well.

In the Palace Tomb, the situation is dramatic, as a huge portion of the façade is becoming detached from the body of the rock. The area has been closed to the public. Consolidation works and anchorage of the structure are urgent.

All the temples suffer in different ways from stability problems, mainly concentrated on the pillars or walls, which are of-

ten affected by vertical or inclined cracks that, when they completely extend into the rock's mass, may become very dangerous. The ceiling, which often appears as a rock slab, made up of strata of rock separated by thin softer horizontal layers, may become unstable when the dimension of the slab is too large or a pillar collapses (see also p. 123/124).

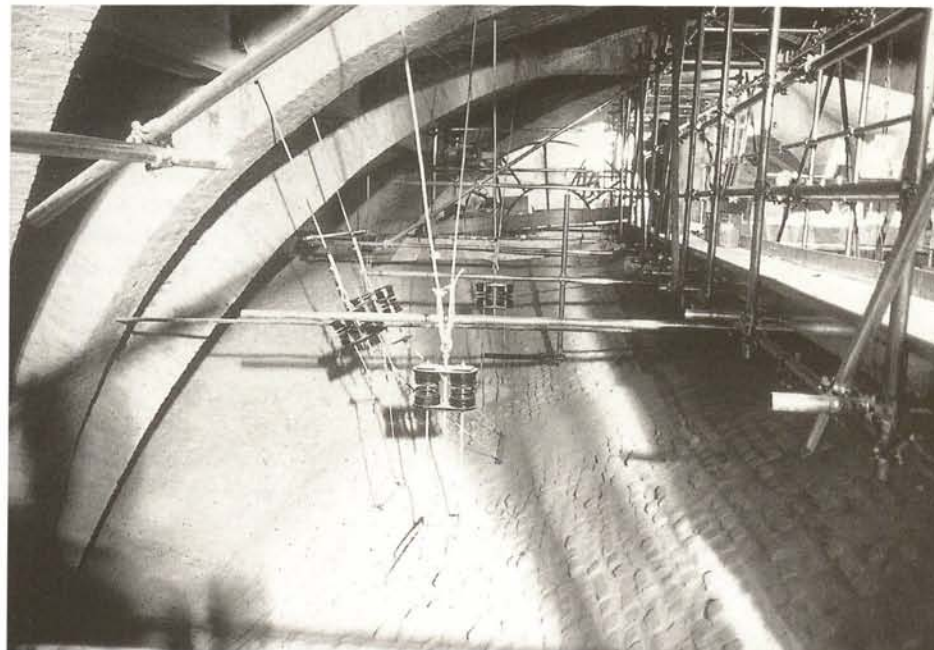
## Case Study 2 – Urgent measures to counteract the risk of collapse of the Basilica of St. Francis of Assisi after the earthquake of 26 September 1997

During the earthquake of 26 September 1997, two vaults of the Basilica of St. Francis of Assisi collapsed and the others were in such a precarious situation that all of them could have collapsed at any moment.

Urgent measures were then required to prevent the destruction of the Basilica and the precious frescoes by Giotto and Cimabue: bands of composite material (with synthetic fibres) were applied over the cracks, on the *extrados* of the vaults, which were then suspended from the roof with a system of tie bars, having first inserted two springs to maintain force at the value of the structural design, independent of thermal effects and vibration.

These urgent and provisional measures allowed resistance to the further earthquakes that hit the Basilica after the main quake of 26 September, until final definitive reinforcements have been put in place (see also p. 116).

ICOMOS International Scientific Committee on the Analysis and Restoration of Structures of Architectural Heritage



Assisi, Basilica of St. Francis, securing of the vault endangered by collapse



## EARTHEN ARCHITECTURE – HERITAGE@ RISK!

### Case Study 1 – Gela, Sicily, Italy

This case deals with the impressive remains of the fortified city wall, 8 metres high, of the old city of Gela in Sicily, a colony founded by Greeks from Rhodes and Crete in the Mediterranean Sea in the 7<sup>th</sup> century AD. There are remains of a public thermal baths of approximately the same period, and finally, well-conserved remains of a series of buildings (maybe an *emporium*) for receiving and dispatching goods which had been unloaded from ships, either according to their destination on the island by land route or by boat up the Gela river.

The first two remains can be seen within the public park, the others are currently being excavated. The huge sections of the city wall in mud brick were protected two years after the excavations (1954-56) by a cover of glass tiles, a protective measure which has done more damage than good, and now, the work of disassembling the tiles and consolidating the bricks is nearly finished.

### Case Study 2 – Sardinia, Italy

This extremely large complex concerns civilian dwelling places at a sub-regional extent, that are scattered over more than half of Sardinia and at present include hundreds of houses, villas and rural dwellings dating from the Spanish occupation (about 15<sup>th</sup> century) up to the middle of the 20<sup>th</sup> century. In spite of good care and traditional maintenance by the current owners, this entire heritage will be gradually destroyed, as soon as the houses are abandoned or replaced by horrible constructions in concrete and plastic. Today, many villages, 20 at least, are protecting between 20 and 70 % of cultural heritage built in mud brick or earth.

In conclusion, these two examples should be registered as "heritage at risk" (which had been done already in Pouille; Italy, for the *trulli*, the old stone field shelters constructed in form of cones), due to their materials offering great help to the authorities responsible for preservation and conservation of cultural and natural heritage.

### 1 – Gela, Sicilie, Italie

Le premier est au niveau archéologique (à savoir, historique et monumental) mais avec une forme d'architecture très bien définie et dont l' hauteur arrive jusqu'à huit mètres. Il s'agit des restes imposantes de l'enceinte murais fortifiée de l'ancienne ville de Gela (Sicile méridionale), une colonie fondée sur la mer méditerranée par les Grecs de Rhodes et de Crète vers VIII<sup>e</sup> siècle a. J.C; des restes d' un bâtiment thermale public, à peu près la même époque; enfin, des restes très bien conservés d'une série de bâtiments (peut-être un *emporium*), destinés à recevoir et répartir les marchandises, déchargées des navires, selon leur destination sur l'île, par voie de terre ou bien par traineau sur le fleuve Gela.

Les premiers deux restes sont à l'intérieur d'espaces verts ouverts au public, les autres sont à présent en cours de fouille. Les vastes portions en brique crue de l'enceinte furent protégées deux ans après les fouilles (c.1954-56), par un revêtement de dalles en verre; les dommages en ont été bien plus graves que la protection et à maintenant des oeuvres de démontage des dalles et de consolidation des briques sont en train d'être terminés.

### 2 – Sardègne, Italie

Ce complexe, bien très vaste, est au niveau de logement civil à extension sub-régional: il est éparpillé sur un peu moins de la moitié de la Sardaigne et à présent est encore constitué par centaines de maisons, villas et habitations rurales, datant dès l'occupation espagnole (env. XV<sup>e</sup> siècle) jusqu'à la moitié du XX<sup>e</sup>.

En dépit du bon soin et de l'entretien traditionnel de la part des propriétaires actuels, c'est l'entier patrimoine qui va se détruire, au fur et à mesure qu'on l'abandonne ou on va le substituer par des horribles constructions en béton et plastique. Beaucoup de Communes (une vingtaine au moins) abritent aujourd'hui entre 20 et 70 pour cent du patrimoine habité, bâti en briques crues ou en pisé.

En conclusion, il faudrait enregistrer les deux zones (on l'a déjà fait -à grande échelle- dans la Pouille, Italie, pour les *trulli*, les anciens abris champêtres bâtis en pierre, en forme de cône) comme "patrimoine à risque" en raison de leurs matériaux, offrant en telle manière un aide très valable aux autorités responsables de la sauvegarde et conservation de l'environnement soit naturel, soit bâti.



### Case Study 3 – Moenjodaro, Pakistan

Moenjodaro is an archaeological site on the Indus River, in Pakistan. It is a very important site in terms of the world, being on UNESCO's World Heritage List, and also in terms of earthen architecture. It is now attacked by the water of the surrounding Indus river. Being on a small platform above the river (some argue that this platform was built on purpose to settle the city), it heats up more than the surrounding fields (at the same level of the river), making it a preferential place of evaporation. The movement of the water is thus from the Indus River, through the cultivated fields, dumping fertilisers and other chemicals, to the archaeological remains, that act as evaporating antennae. The salts carried by this water, from fertilisers, etc, crystallise at the earthen surface of the remains, and have a physical-chemical behaviour that destroys those very thin surface layers.

UNESCO had a protection program at this site, that ended in 1997, but the results were not satisfactory enough. Amongst other items, it consisted in:

- Lowering the water level at the site, through the installation of a large number of tube-wells to dump the water before it reached Moenjodaro. However, it did not work out as expected and the evaporation phenomenon still continues, and the daily formation of crystal-hydrolysed salts (at 37° C) still continues, causing a continuous degradation of this very important site
- River-flow control by providing hockey / T-shape sloping spurs and the armouring of the existing bunds facing the river
- Plantation and landscaping to provoke more water absorption
- Conservation of structural remains by the "Moenjodaro Conservation Cell" (MCC)

It is urgent to take care of this site, which is one of the keys of our civilisations, as well as a link between East and West, Europe and Asia (see also p. 152).

### Case Study 4 – Central Asian Sites

The Earthen Architecture International Scientific Committee has deep concerns over Central Asian sites especially in the former Soviet republics, considering these sites to be heritage at risk.

ICOMOS International Scientific Committee for  
Earthen Architecture



## HISTORIC GARDENS – HERITAGE @ RISK!

Historic gardens are protected as cultural heritage places in most of the world's legislation. But all this legislation, often only recently implemented, is however obsolete in practice in many cases, at times because of lack of knowledge, in other more regrettable cases for unclear interests (or very clear ones, however you like to understand it), to government administrations that are accustomed to consider a historic garden as just any green space, but not as heritage, which it is in reality even from a legal point of view.

In this manner every city suburb or area has at its disposal theoretically speaking its corresponding green space as donation in particular town plans or within urban development. This did not in practice come into being because of interests easy to guess and the communities see themselves as deprived of areas for expansion, which they need and to which they have a right.

The gardens within city centres, and mostly those are in the historic centre, have been regarded as green spaces, more or less as a public park. This equivocal policy has not made the most of the artistic or cultural values of the gardens and this point of departure presents the most significant risk to an appropriate use. It is very difficult to make the community respect and to safeguard of course a garden, if they have not been taught to respect or value. They will hardly understand why they are not allowed to play football, walk on the grass, or must not install advertisements.

For this reason it is extremely important to develop an awareness beginning within the administration itself that those gardens in being "special" and different also need treatment that is different and most careful, special techniques, a specialised workforce, for its fragile and characteristic features. One must have a special ordinance and conditions for its use, and in many cases opening and closing hours. The public must understand and accept the importance of the garden, which is put at their disposal. Because of this, one of our obligations is to inform them about the historic value and its history with maps, flyers and guides etc, that they may learn to use and respect gardens and to convert them into a major collaborator in their conservation and maintenance.

The problems and the opposition which occurs at closures to the public, for example of the Boboli gardens in Florence is now accepted and admitted by the public as an exemplar of this situation. Community response to the situation of the degradation and deterioration of Central Park in New York shows the concern that communities have for their parks and gardens. In a recent public survey by the European Union on the indicators of quality of life in 13 European cities, it was significantly highlighted that after health, it was green spaces that the community was most concerned about. The Charter of Florence of 1982 highlights another definite step in the conservation of historic gardens.

Published by ICOMOS, the NGO that is official advisor to UNESCO in these matters, it was endorsed at the ICOMOS General Assembly in Rome on 15 December 1982. It was then that most European countries, and many others in the rest of the world, having included this protection into their legislation began to consider it as a world-wide accepted standard, as it is still.

However, and just as our Charter admits, the time and those problems that come up during the implementation of a restora-

tion project, show themselves as visible traces and everyday problems which it is necessary to confront.

In principle one has to state that there is no single or unique category of historic or artistic garden, without variations, in the same manner that succeeds for built heritage and which has distinct levels of classification and often distinct levels of protection.

Appropriate restoration is the safest way to its protection and suitable use. Restoration is always a creative activity which confronts one every day with a new and different problem to solve and which only sensitivity, tact and technical expertise allow solutions to be discovered and for a balance to be found between pure conservation of the historical essence of the garden, which make it unique and different from others, and the necessities of everyday use.

The professional development for specialised technicians who are able to adequately undertake the work and avoid carrying out inappropriate conservation or otherwise turning the garden into a museum, is important for historic gardens. The Charter of Florence defines the historic garden as "living heritage". "Life" as much as the botanical elements of which it is composed, like its cycle of evolution – birth, growth, maturity, death – is an integral part of a garden itself. A garden is essentially changing at every moment, being different every second, comparable to a symphony in inseparable time and space, and founded in an expression of total harmony.

In a garden, time is alive and eternal. The present is a constant of evolution, a vanishing coming and going. Time, in a creative continuum, values the images of here and now. From this point of view the danger is clear basing rehabilitation only on historical or archaeological documentation which support sentiment and emotion.

The analysis of its basic layout and design is in short that which must give us the key and the point of departure for the restoration of a garden. Whilst the value of antiquity and of time period is an added value we do not have to fall into the tendency to simply consider ruins, the passing of time and even deterioration as generators of beauty – as did Ruskin. This could be counter-productive for a real garden, which given it is beautiful in itself does not need patina and other covers, which in most cases can be considered as solely uniquely a lack of care, ignorance, and abandoned.

Vandalism and the inappropriate use of parks and gardens are the most significant risks that their layout suffer. La Cambre in Brussels, The Tuileries in Paris, Villa Borghese in Rome, Retiro Park in Madrid, the Labyrinth Gardens in Barcelona, el-Agdal in Marrakesh, Hampton Court near London, the Parc de la Tête d'Or in Lyon, Potsdam or Glienicke in Berlin, Peterhof near S. Petersburg, Santo Antonio Da Vica in Brazil, are examples of the great risks that historic gardens and parks suffer. In September 2000, the Ministero per i Beni Culturali in Italy organised an international Congress in Naples with the technical help of ICOMOS, in order to talk about the problem, which will be followed by another meeting in Madrid in May 2001, in order to try to highlight the principal risks and to establish preventive means or methods for their use.



## LA RESTAURACIÓN DE JARDINES HISTÓRICOS

El jardín histórico está protegido y considerado en la mayoría de las legislaciones internacionales como un monumento. Pero esta legislación, muchas veces de reciente implantación, queda sin embargo obsoleta en la práctica, en unos casos por su desconocimiento y en otros más tristes por intereses poco claros (o muy claros, según se quiera entender) desde la propia Administración a la que conviene considerar el jardín histórico como zona verde, y no como monumento, que es lo que es en realidad desde el punto de vista legal.

De esta manera cada barrio, o cada zona, disponía teóricamente de su correspondiente espacio verde dotacional en los planes parciales o de desarrollo urbanístico. Esto no se llevaba a la práctica por intereses fáciles de suponer y los ciudadanos se veían privados de las áreas de expansión que les eran necesarias y a las que tenían derecho.

Los jardines enclavados dentro de las ciudades, muchas veces incluso en el centro histórico eran considerados como una zona verde, un parque público más. Esta equivocada política no había potenciado los valores artísticos y culturales del jardín y este punto de partida representa el riesgo más grave para un uso adecuado. Es muy difícil conseguir que el ciudadano respete y cuide algo que no se le ha enseñado a apreciar y valorar. No comprende por qué se le prohíbe de repente jugar al fútbol, andar sobre el verde o instalar publicidad.

Por ello es importantísimo tener la conciencia, desde la propia administración, que estos jardines por ser "especiales" y diferentes necesitan también un tratamiento distinto y más cuidado, unas técnicas precisas, una mano de obra especializada, por su particular fragilidad y características. Deben tener una ordenanza y unas condiciones especiales de uso, y en muchos casos horarios de cierre y apertura. El público debe comprender y admitir la importancia del jardín que se pone a su disposición. Para ello es también nuestra obligación tratar de concienciarlo sobre su valor y su historia con carteles, folletos, guías... para que conociéndolo aprenda a usarlo y a respetarlo y se convierta en el mejor colaborador de su conservación y mantenimiento.

Los problemas y la oposición que se encontraron al cerrar al público por ejemplo los jardines de Boboli (Florencia), ahora ya asumido y admitido por el público son una muestra de esta situación. La respuesta ciudadana a la situación de degradación y deterioro del Central Park (New York) son una muestra de la preocupación que los ciudadanos sienten por sus parques y jardines. En una encuesta reciente hecha por la C.E.E. sobre los índices de calidad de vida en 13 ciudades europeas, fue significativo señalar que después de la salud, eran los espacios verdes de una ciudad lo que más preocupaba a sus ciudadanos. La Carta de Florencia, de 1982, señaló otra etapa definitiva en la conservación de los jardines históricos.

Redactada por el Icomos, ONG asesora oficial de la Unesco en esta materia, fué aprobada por la Asamblea General en Roma el 15 de diciembre de 1982. A partir de entonces las legislaciones de los países europeos y muchas de las del resto del mundo, que no habían incluido esta protección en su legislación, comenzaron a hacerlo y hoy en día es una normativa mundialmente admitida.

Sin embargo, y tal como la propia Carta admite, el tiempo y

la propia problemática que entraña la realización de una restauración, va poniendo de manifiesto matices y problemas cotidianos con los que es necesario enfrentarse.

En principio hay que advertir que no existe una sólo y única categoría de jardín artístico histórico, sino varias, de la misma manera que sucede con los monumentos y que al haber distintos niveles de clasificación hay también distintos niveles de protección.

Una adecuada restauración es el camino más seguro para su protección y uso adecuado. La restauración es siempre una labor creadora que te enfrenta cada día con un nuevo problema diferente de resolver y que sólo la sensibilidad, el tacto y el conocimiento técnico, permiten encontrar soluciones y hallar el equilibrio entre la conservación de la esencia histórica del jardín, que lo han hecho único y diferente, y la necesidad de su uso cotidiano.

Por ello es importante la formación de técnicos especializados capaces de realizar adecuadamente su trabajo y evitar el caer en falsas restauraciones o en la "museización" del jardín. La propia Carta de Florencia define al jardín histórico como "monumento vivo". La "vida" tanto de los elementos botánicos que lo componen, como su ciclo evolutivo, nacimiento, desarrollo, madurez, muerte, es parte intrínseca del jardín. El jardín es por esencia cambiante en cada momento, diferente en cada segundo, comparable a una sinfonía en el tiempo y en el espacio imposible de dividir, fundido en una expresión de armonía global.

En el jardín el tiempo es vivo y eterno. El presente es una constante evolución, un efímero pasado. El tiempo, en un proceso creativo continuo, valoriza la imagen del presente. De ahí el peligro de rehabilitaciones basadas únicamente en la documentación histórica o arqueológica que carecen de sentimiento y emoción.

El análisis de su estructura básica es en suma lo que nos debe dar la clave y el punto de partida en la rehabilitación del jardín. Si el valor de la antigüedad y del tiempo es un valor añadido tampoco debemos caer en una tendencia ruskiniana de considerar la ruina, el pasado y el deterioro como generadores de belleza, puesto que esto iría en contra del propio jardín que ya era bello por sí mismo sin necesidad de pátinas y coberturas que muchas veces son únicamente incultura, ignorancia y abandono.

El vandalismo, el uso inadecuado de parques y jardines son riesgos importantísimos que sufren por su propia estructura. La Cambre en Bruselas, Las Tullerías en París, Villa Borghese en Roma, El Buen Retiro en Madrid, el Laberinto de Horta en Barcelona, el Agdal en Marrakech, Hampton Court en Londres, Parc de la Tête d'Or en Lyon, Postdam o Gliencke en Berlín, Peterhof en Leningrado, Santo Antonio Da Vica en Brasil, son una muestra de los grandes riesgos que sufren los parques y jardines históricos. En septiembre de 2000 el Ministerio per il Beni Culturali ha organizado con la asesoría técnica del ICOMOS un Congreso internacional en Nápoles para hablar de esta problemática, que se continuará en mayo de 2001 con otra reunión en Madrid, para tratar de señalar los principales riesgos y establecer medidas preventivas y de uso.



## ROCK ART – HERITAGE @ RISK!

Rock art is a global phenomenon. It is probably the most widespread testimony of the existence of prehistoric humans. In Professor Anati's world report on Rock Art for ICOMOS in the early 1980s, he states that it is represented in all continents and in all climatic zones except for in the true arctic areas.

In that way, it expresses, regardless of its artistic qualities, the capability of humans to adapt to all kinds of geographical and environmental conditions. Therefore, it also constitutes one of the most valuable cultural heritage categories of humanity. Consequently, rock art is a form of cultural heritage that deserves special attention in regard to its preservation. By conserving rock art, we not only save the images for the future, we also preserve the reflections of ancient beliefs, traditions and rituals and hand them on to future generations.

However, regardless of all efforts that have been made, and are continuously being made, in many countries throughout the world, rock art is very vulnerable and under almost constant threat to disappear entirely. Even under "normal conditions", many sites are lost due to deterioration caused by climatic factors such as heat and freezing. This deterioration is in many instances "enhanced" by human effects of which the most obvious and widespread is environmental pollution such as acid rain and related circumstances. Yet another threat, and a most dangerous one, is modern landscape planning for infrastructure and various construction purposes such as road-building, industrial development etc. This growing modern threat to rock art was dealt with by Dr Clottes of France in the middle of the 1990s in an ICOMOS report of the World Heritage Rock Art sites.

The threat from infrastructure can be exemplified by the current situation in two of the most prominent World Heritage sites with rock art: the Rock Carvings of Tanum in Sweden and those of Valcamonica in Italy. These two sites represent the artistic peak of European Bronze Age culture. The rock carvings in Tanum have been the focus of research for more than two centuries. The Swedish National Heritage Board has been engaged in several projects over the years. In recent years, there has been a marked shift in the focus of research from interpretation to documentation and conservation. Not that interpretation as a theme has become less interesting, on the contrary. But since the basis of interpretation is based on the images, the engravings have to be preserved or at least documented before they vanish.

This is reflected in the Air Pollution Project of the National Heritage Board that was carried out between 1988-1996. The results from the analyses of the effects of environmental pollution that were undertaken, indicated that almost 75% of the rock art sites were suffering from negative effects. Although the task of recording the damage is not yet complete, we have already learnt from analysis of the data that have been collected, that some of the rock art masterpieces in Tanum will already disappear in our lifetime.

That is one of the reasons why the National Heritage Board has decided to start the Rock Art Care project co-financed by the European Commission as a part of the Raphael programme.

The full name of the project, Rock Care – Tanum Laboratory of Cultural Heritage, indicates the focus of the work that aims at the following objectives:

- To arrange seminars and meetings so that the Rock Care project can use the help of a network of international expertise.
- To develop new methods for the presentation of rock-engravings and to improve access to the sites in Tanum.
- To produce further methods for protection against environmental destruction and deterioration.
- To develop new methods for documentation and to make an effort for comparable results between different countries.

Since the beginning of the project in November 1998, the need for protection of the sites and panels of the World Heritage Area in Tanum has increased further. The reason for this is the fact that the area is at this very moment threatened with permanent division by a four-lane road, of which one alternative is planned to cut right through the heart of the site. Although this alternative has been rejected by the regional culture heritage authorities, it is still the Road Agency main planning alternative. If implemented, this alternative might mean that Tanum is put on the World Heritage in Danger List, as a consequence of its negative effect on the landscape. The continuous use of the landscape was one of the fundamental values for accepting the Tanum rock engravings on the World Heritage List.

To prevent those negative impacts, the present writer and the president of ICOMOS SWEDEN initiated a public debate in the newspapers, and on radio and television. Public opinion in favour of stopping the motorway is increasing. The Swedish National Heritage Board has produced a video "The Rock Carvings of Tanum – World Heritage at Risk" presenting this priceless cultural heritage. At present, discussions are taking place trying to re-evaluate the situation and the two alternatives. The matter was brought to the agenda of the meeting of the World Heritage Bureau in Paris in July. The Swedish Government will make the final decision of the road alternative in the late autumn this year.

The same threat caused by the development of infrastructure is posed to the rock engravings of Valcamonica in Italy. This World Heritage Site is situated in a narrow valley of the Dolomites, through which runs one of the main roads leading to the ski resorts in Italy and Austria. The standard of this road is now being upgraded. This will have a major impact on the landscape and the rock engravings. The landscape is already negatively affected by numerous electric power-lines, some of considerable size. Not very much attention has been paid to this problem by the Italian authorities. The natural topography of the area limits the possibility of finding solutions that do not affect the landscape in a negative way. Tunnels might be the only possible solution in this respect. A fundamental problem is that the rock engravings of Valcamonica do not constitute one single connected area, but are made up of several small and scattered ones. This fact has a negative effect on both conservation and on infrastructure planning. It originates from the fact that Valcamonica was incorporated into the World Heritage List in the 1970s. At that time the modern view of landscapes as consisting of an overall system including cultural and natural elements had not yet been developed.

Problems of rock art conservation are not only connected with World Heritage sites. These sites can be said to be easier to protect because of their global status, regardless of the threats



discussed above. The situation for the many more common sites and areas is often more troublesome. In some countries, there is a whole suite of problems connected with the conservation and management of rock art. These include a series of factors ranging from negative effects of infrastructure development to a lack of legislation and financial resources. This is illustrated by the situation in Russia that is described as follows:

The Centre for the Conservation of Historic-Cultural Heritage in Irkutsk (Siberia) should be mentioned for Russia as the organisation, which commenced a rock art conservation project along with their area of responsibility for extensive recording, and an inventory of rock art sites. This started in 1987 at rock art sites of the Upper Lena River and in 1992 it commenced for the Lake Baikal area. Experts in rock art, conservation, biology, and geology work together in the Rock Care team. A management strategy was developed based on international experience in the field of rock art conservation. Nevertheless, its adaptation to local circumstances and the analysis of the results, received after the first years of the project's implementation, revealed the following problems:

1. In the 1960s to 1980s, industrial development caused the main rock art deterioration. This disintegration of the limestone cliff with engravings at the Lake Baikal shore might result from a change to the water level caused by the construction of a hydro-power station. In the 1990s, there was a reduction in the general impact of industrial development due to the economic recession, but already existing problems continued.
2. Political changes brought the problem of a revision to the legislation and its effectiveness for heritage management.
3. The ongoing existence of vandalism of the rock art, that can only be overcome with an improvement to legislation and public awareness (publications on rock art and promotion of adequate information).

4. Required conservation, methodologies and monitoring can be provided by the Rock Care team but the long term conservation project lacks adequate funding.
5. Rock Care project needs informational support (introduction to internationally approved standards and expertise) and financial support.

The situation in Russia can be summarised as follows: The professional community recognises the following problems in the rock art management:

- a lack of legislation and activity of heritage protection organisations
- the need for introduction of the internationally approved standards and expertise
- an increase of public awareness: popularisation of rock art as an integral part of cultural heritage
- development of ethics and strategies in rock art protection

This summary of the situation in Russia is applicable to many other areas and sites in the world.

The ICOMOS International Scientific Committee on Rock Art – CAR recognises these problems and the urgent need for counteractions. Several immediate measures are planned to enhance co-operation, the spread of expertise and the development of long-term strategies. A first step is to produce a global report on the state of rock art based on reports and interventions by the active members: *Entering 2000 – the State of Rock Art*. The report will be presented at the Annual Valcamonica Symposium in November this year. The committee has started work to set up a web page connected with the ICOMOS server and open to the public in order to inform about its activities and to encourage co-operation among members. Further, it has initiated the development of a charter for rock art research and management including ethical rules. Another important issue to deal with is the management of sites open to the public. Due to a lack of accurate documentation and adequate information for visitors,



Casting of original engraving at Mont Bego, France, in authentic setting. Original is kept under safe indoor conditions.



opening up site for visitors might turn out to be a counterproductive step. An example is the habit of infilling engravings with red paint to make them more visible to visitors, a frequent use in Scandinavia. If done with inadequate skill, this method can “deform” the engraved images and therefore also degrade the visitor experience. Further, it can destroy substrates on the rock surface that are possible to date. Thus, competent specialists should apply the method only with the uttermost caution.

The Committee considers it to be most important not to deliberately invite visitors to sites that have not been secured in terms of their documentation and preservation. It is recommended that the basic procedure always be the following:

1. Survey of area and documentation of panels using appropriate techniques and methods.
2. Inventory and mapping of damage and signs of erosion, exfoliation and cracks etc.
3. Application of adequate conservation methods. (If the site is in great need of such treatment, it should not be opened to the public!)
4. Construction of wooden walkways, signposts and production of interpretation maps, folders etc. (Walkways and signposts should be constructed in harmony with the requirements of the site, in order not to disturb the landscape and the visitor experience. If the site belongs to a certain group of people like the indigenous population, it is a fundamental prerequisite that they are invited and consulted at every step of this process).

5. Opening of the site or panel to the public (This measure should always be preceded by a close analysis of the “carrying capacity” of the site that should never be exceeded.)

An alternative to opening a site to the public is to leave the actual site or panel in its natural setting undisturbed by visitors and instead present it to the public in the form of copies made by casts, as is the case of Mont Bego in France. However, since taking casts implies the use of certain chemical substances that might prove to be harmful to the bedrock, a safer method might be to use enhanced photographs or similar images. In order to eliminate the negative elements of casts, it is advisable to use other non-tactile/physical methods for copying, such as a laser-scanner. Such an application based on the use of an easily movable, high-speed laser-scanner for field documentation is being developed in the Rock Care Project of the Swedish National Heritage Board.

The use of protective coverings based on geo-textile materials is another important and less expensive method that has been developed in the EU Interregproject “Rock Carvings in the Borderlands”, a joint Swedish-Norwegian project. The coverings can be easily applied and removed when necessary. Their main use is to reduce the oscillation of temperature, and especially their passage through zero degrees. This will minimise the length of time below freezing and prevent exfoliation and other sorts of deterioration. This will considerably prolong the life of some of the panels. Full-scale testing has been taking place in Sweden for a couple of years, and this year an evaluation of the results will be made.



## STAINED GLASS – HERITAGE @ RISK!



León (Spain), cathedral, exterior and interior view of a stained glass window: the seriously weathered glass surfaces reduce the transparency of the panes.



In the European cultural area stained glass windows have been an integral part of religious buildings since the early Middle Ages. The painting of glass had its prime especially in Gothic cathedrals in France, England, Spain, Italy, Scandinavia and in Central Europe. It was revived in the 19<sup>th</sup> century, using traditional designs and it also became very popular in North and South America and in Australia and New Zealand.

Due to their fragility and lack of resistance stained glass windows are among the most endangered works of art. As windows in historic buildings they are threatened by physical destruction as well as by air pollution. On the occasion of the ICOMOS Xth General Assembly in Colombo in 1993 the various aspects of danger were discussed in a comprehensive publication by the ICOMOS International Scientific Committee on Stained Glass, put together by the Committee's then President, Ernst Bacher. By giving numerous examples possible conservation measures were explained. Since then art historians, natural scientists and restorers have continued to exchange their expertise on possible ways of protecting and maintaining stained glass. The 4<sup>th</sup> International Forum on Historical Stained Glass Preservation and Technology will be held in Troyes, France in May 2001.

These efforts to save historic stained glass are more urgent than ever as the process of destruction, particularly of medieval glass, has dramatically increased during the last few decades. Even artistically outstanding examples are affected: eg the cathedrals and parish churches of Bourges, Chartres, Rouen, Strasbourg, and Tours in France; Canterbury, York, and Lincoln in England; Augsburg, Erfurt, Freiburg, Cologne, Nuremberg, Stendal, and Regensburg in Germany; León in Spain; and Assisi in Italy.

Unfortunately, very often the necessary outdoor protective glazing of windows – so far the most effective conservation measure – cannot be carried out at all for financial reasons or only much too late. It is also due to a lack of financial resources that windows of the 19<sup>th</sup> century are not properly maintained. The results are a physical deforming, the breaking of glass and loss of entire panes.

Hannelore Marschner, member of the ICOMOS International Scientific Committee on Stained Glass



## **“HERITAGE @ RISK” UNDER DIFFERENT HUMAN SITUATIONS, WITH EXAMPLES MAINLY FROM SRI LANKA**

The term “Heritage @ Risk” in the context of this paper, applies mainly to the Immovable Architectural Heritage of Humankind. This is not a phenomenon of just today, but a poor custom or a bad practice, that has existed since humans began to live in shelters, created for their settled existence. This concept can best be illustrated by an event that took place about 150 years back when the well known campaigner for Monuments, John Ruskin refused to accept the Gold Medal of the Royal Institute of British Architects, by saying: “I do not wish to be decorated by a bunch of Demolishing Experts.”

With this example in focus, I wish to address the readers with a series of “Human Situations” that can be identified as those elements of “Human Nature” that can be classified as the “Intellectual” or “Non-Intellectual” causes that have sparked off these sad sequences of “Human Bad Behaviour” in the permanent loss of “Cultural Property”, which otherwise would have been an item of “Cultural Heritage”, meant for the joy and pleasure of those that lived after, without such “deadly disasters”. If we are to re-count these “Human Situations” at random, these may include: Entrepreneurship, Ethnicity, Terrorism, Simplistic Joy, Lack of Professionalism, Tourism, Anti-Colonialism, Politics, Capitalism, Nationalism, Religious Fanaticism, Academism, War, Human Growth, and many other such circumstances. We believe, that each “Human Situation” will best be understood if each is linked to a real example, and the fact that our areas of activity have been mainly Asian, and especially Sri Lanka, the internationally applicable line-up of “Human Situations” will accordingly be illustrated with localized events.

### **1. Entrepreneurship**

In the late 1970’s a well known bank in the Colombo Fort caught fire over the week-end. The Flat of the Managing Director of the Institution was in the upper most floor of this exceptionally beautiful British Colonial edifice, but it so happened that he was on a bridge-drive that lasted the week-end, in a suburb home in Colombo. The customers of the Bank, for some unknown reason, were all informed of the balances in their accounts the week before. The fire brigade that called on this occasion too, took its own time to subdue the flames. The building, as a result, was condemned for living and was compelled to be demolished. Thus the objective of the “misguided entrepreneur” and those of the “Demolishing Experts” were fulfilled. But the last laugh was when the “Shrewd Insurance Agents” refused to pay compensation, as suspicions were sufficiently roused, and the “cat was out of the bag”.

### **2. Ethnicity**

Since its independence fifty years back Sri Lanka has re-surfaced a 2000 year old ethnic question between the Sinhalese of an attributed Aryan origin, and the Tamils of an assigned Dra-

vidian stock. Religions are also associated with these popularly known ethnic groups, where the Sinhalese are mainly Buddhists and the Tamils are mainly Hindus. A type of “Enoch-Powell of England” also surfaced in Sri Lanka in the 1970’s, who was trying to consolidate national traits through the monuments in the predominantly Tamil occupied North and East of Sri Lanka, by excavating and restoring the ancient structures to their pristine glory and thereby displaying the ancient dominance of the Sinhalese-Buddhists in this region. When the fanatical campaigner approached us as a senior member of the Department of Archaeology, we had to tell him that his fanaticism was counter productive as he was removing even the faint traces of Sinhalese-Buddhist ancient monuments, laying underneath, and was replacing them with new concrete foundations and re-building new structures in the identical positions of the old, and thus losing all the vestiges of the Sinhalese-Buddhists culture in their authentic and original bedding.

### **3. Terrorism**

Sri Lanka was about to celebrate the 50<sup>th</sup> Anniversary of Independence on the 4<sup>th</sup> February 1998 in the World Heritage City of Kandy, in front of the most Sacred Shrine of the Buddhists, the “Temple of the Sacred Tooth”. Prince Charles of England was to represent the Commonwealth of Great Britain at this formal function at the Sacred Temple and in the grounds outside. A few weeks before the event, the Tamil Tiger Terrorists of the North and East, attacked this 16<sup>th</sup> century shrine at Kandy and blasted a massive bomb at the main entrance, blowing off the roofs of the entire set of buildings in front, including the famous Octagonal Pavilion where the formal addresses to the Nation were to be made by the selected dignitaries.

### **4. Simplistic Joy**

In 1960, we were acting for the Assistant Commissioner in charge of Mural Conservation in the Department of Archaeology, Sri Lanka. The High Priest of one of the finest temples with paintings of the 18<sup>th</sup> century in the South-West, Sri Lanka requested for the roof to be prepared where the tiles had to be re-laid. We advised him to select the dry month of August, and inform us a week before so that a suitable officer could be sent when the work was on. However, I was passing by the temple about 10 days before the appointed date of the repair, and I thought it would be well to look at the monument. To our surprise we found the priest and the local helpers all at the site, with the roof of the temple removed. The irony of the situation was that it was raining cats and dogs, and water was dripping down the water soluble pigments of the 18<sup>th</sup> century edifice. Quickly, we managed to get every bit of covering material and protected the walls, and then taking a quick breath, asked the venerable priest the reason why he had removed the roof much sooner than the appointed date, and without the officer of the Department



present? The reply of the aged priest was a simple peasant response. We wanted to give the officer of the Department of Archaeology a surprise when he came, by saying that the work was done, and that all was well.

## 5. Lack of Professionalism

In the 1980's when we were heading the Department of Monuments and Sites in Sri Lanka, we re-employed retired experts in the conservation of mural paintings as there was a shortage of such experts. There was one who worked at a fine temple in South-West Sri Lanka. He attended to the consolidation of loose plaster, the cleaning of soot from the painted surface, and even pasted back the tiny freckles of flaking pigments. However, on the request of the Venerable High Priest, he went beyond his professional skill, in attempting to re-touch some of the neutral backgrounds of the horizontally laid-out narrative stories. The risk element reached levels of fever-pitch, when he assigned this task to the driver of his vehicle. The alarm was soon raised by one of the finest documentalist of paintings in Sri Lanka, who visited the temple not long after.

## 6. Tourism

With the declaration of the 5<sup>th</sup> century Sigiriya Water Garden, Palace and Paintings as a World Heritage Site in 1983, the visitors increased by leaps and bounds. The site that had about 2,000 to 3,000 visitors a day, increased to over 10,000 a day especially over the week-ends. The increase peaked to a record height of 52,000 visitors in one day when the planetary conjunction for such visitation coincided with the fullmoon of June (pilgrims season), a village re-awakening programme (an annual event held during this time near Sigiriya), school holidays, and also a week-end. The wear and tear on the marble steps of the palace 200 metres above, and the pathways of the water garden, apart from the scatter of visitor rubbish all over the site, was unimaginable. The same visitors on this occasion, also visited the World Heritage Site of Dambulla with the painted caves, and the humidity of the exhumed air softened the ancient plaster, and as soon as the first few square inches of plaster began to fall, the visitors were forced to be stopped.

## 7. Anti-Colonialism

The Department of Archaeology extended its strictest laws on the 17<sup>th</sup> century Dutch Fort of Galle in 1971, when the army moved into the Fort, to make it its Headquarters against an uprising of the youth, mainly in the South of Sri Lanka. In order to explain the new legislation to the people within and outside the Fort of Galle, the Department arranged a meeting of various dignitaries and the people of the city at the Town Hall of Galle. The Ministers, Politicians, Government Heads and Well-wishers of Culture were all invited to speak, and they captured the goodwill of the citizens until one but the last speaker. I had kept the last speech to myself to explain any questions or queries, if there were any, as raised by the speakers previously. The speech before mine was assigned to a Senior Assistant Secretary of the

Cultural Ministry, who was meant to help me with the task of explaining any awkward questions that could have been raised previously. With such a strategy in place, it was time for my colleague of the Ministry to speak. He also had an easy task, as there were no awkward questions raised. But, low and behold, the bombshell was ready to burst. This eccentric Senior Assistant Secretary got up and said that the walls of the potential World Heritage Site of the Dutch Fort should be pulled down, because it was a colonial fort, and that its stones be used to build houses for the poor peasants of Galle. This mad and unwanted speech was given the right response by the 700 members of the public present on that occasion, where not a single comment or question was asked from him by any member of the audience. My last speech of the day was a peaceful one, with no reference being made to the mad speech of this eccentric man. Silence was the perfect response to this loony idea.

## 8. Politics

The post 15<sup>th</sup> century Portuguese, Dutch, French and British Fort of Trincomalee was the subject of debate between the Hotels' Corporation and the Department of Archaeology. The Commissioner of Archaeology had refused to allow the Hotels' Corporation to build a Guest House at the highest point of the fortified Rock. The Secretary of the Ministry who was about to change places with a political position, wished us to agree to his political proposal. The Commissioner refused to accept the invitation of the Secretary to an inspection of the site and instead, sent me. During the site inspection, I showed that the trenches cut for the Guest House had exposed an 8<sup>th</sup> century Forest Monastery and therefore, my suggestion was that the Hotels' Corporation takes over the whole Fort as a monument, and convert it to a Residential Tourist Fort. The money set apart for the Guest House be given to the Government Agent, to move his office from the Fort to a new Secretariat Building which can be erected well outside the fort, amidst the new township. Everyone agreed to this, and we saved the Fort that was visited and lived-in by the Duke of Wellington and Lord Nelson in the grand old Empire days.

## 9. Capitalism

Colombo was occupied by the Portuguese in 1505, and ever since it had one of the finest fortified cities of European outlook in Asia and was only second to Goa. The Dutch occupied it in the 1650's and improved it, while the British continued to use the fortification of the Dutch, but dismantled the walls 70 years later. However, it was the pretentious capitalism of the largest Bank in Sri Lanka, that persuaded the Head of State in 1977, to build the first skyscraper of Colombo, 400 feet high, on the remains of the Southern City Wall. It is now challenged further for its ugliness, by the adjacent twin towers of the Trade Centre at 500 feet, which is also sitting on the ancient city walls of the Dutch and Portuguese. The protests of the entire enlightened community of Sri Lanka went unheeded, due to the pretentious concept of an era of new capitalism, and tearing away from the manacles of socialism, along with a free economic and world trade policy.



## 10. Nationalism

Galle Face Hotel in Colombo was one of the outstanding landmarks of this important Harbour City of the Orient. From Roman times, no ship went east without calling at the Great Emporium (Sri Lanka), according to the words of the 6<sup>th</sup> century Greek writer Cosmos Indecopleustes. No ship went East without calling on Colombo, since Prime Minister Pitt of England took over Sri Lanka in exchange for South Africa at the Treaty of Amiens. This Landmark Galle Face Hotel, pretentiously changed its façade in a nationalization of architecture attempt after Independence in 1948, where a type of Kandyan roof was introduced, and the doors and the porch were changed in an unhappy compromise to a pseudo-orientalised architecture, in contrast to a splendid colonial style that it once had.

## 11. Religious Fanaticism

The holy city of Ayodhya in India, according to the Epic Poems Ramayana of the 2<sup>nd</sup> millennium BC, was the abode of Rama. However, in and around the 14<sup>th</sup> century of the current era, a mosque was built over a mound at this ancient site and it became a place of pilgrimage to the Muslims ever since. In the past fifty years of India's Independence, even the Department of Archaeology attempted to trace the facts of history pertaining to the Ramayana story. I was fortunate to meet the archaeologist who investigated the site, but he had not published a detailed report as the area of his investigations did not reveal the expected evidence. However, the passions of the Hindu public were sufficiently roused in the past decade or more, and the site was turned into a battle ground between these religious groups, where the dominant Hindus marched to the site on a given date, and began to remove the 14<sup>th</sup> century Mosque brick by brick, until every bit of the 14<sup>th</sup> century structure was evicted. Hence, this historic site is now an open sore, and the monument of the 14<sup>th</sup> century is also lost, without any trace of the 2<sup>nd</sup> millennium BC shrine either.

## 12. Academism

As a student at Rome University we visited Lucca to study the eccentricity of an Academic Superintendenza of Italy who's fad was Romanesque Architecture. Hence, the Gothic additions or changes were unceremonially pulled down by him to exhibit, or replace the altered Romanesque work during the Gothic phase.

This is where academism has gone to the head to the point of eccentricity, and to the detriment of heritage.

## 13. War

Since World War II, we have seen a type of stepping stone to the "Star Wars" programme in two efforts in Bagdad and in Belgrade. The definitive accuracies, and definitive inaccuracies of targets of attack have been proven. As such, with a risk element of even 10% or 20%, the monumental heritage of Humankind is at Risk. Therefore, the safest course of action is "no war".

## 14. Human Growth

We were in the Dieng Plateau in Central Java in August 2000. We were also at the same site in 1981 or 20 years back. The unique and the earliest Hindu Shrines of Indonesia are there. On the previous visit, we marched to the site through a jungle trail avoiding puddles of hot volcanic slug and smelling concentrations of sodium. We were still smelling the sodium in minute doses even now, but it was all built up with houses and agricultural field, leading up to within meters of the monuments. Thus human growth is a living risk element to monuments, if we do not plan our march of progress in a systematic and at a heritage conscious level.

These fourteen "Human Situations" of "Heritage @ Risk" are only a random collection of possible circumstances with real examples that are either big or small, but specific and varied, and could take place in any part of the world. "Monuments and Sites" being a subject that is universal, "Heritage @ Risk" is also an effect that is equally global, although the examples quoted here are specifically from the areas of our experience in Sri Lanka and partly in Asia.

Considering the examples quoted, it is well to note that there are items of "Heritage @ Risk", that are perpetually on the boil, and taking place at every moment of time. All we mortals can do is to carry the "message of tranquility" to these burial mounds of "debris dust", and spray a scent of perpetual charm that will make right those deeds of evil. Yes, it is this vision of "Amnesty International" for justice, or "Greenpeace" for environment, that we wish to emulate, through "Heritage @ Risk" in terms of the "Heritage of Humankind", or in an oriental way, offer our simple *pūja* to our dumb and "Immobile Friends" that have stood by us in our loneliness, through "War and Peace".

Roland Silva, Honorary President of ICOMOS



## THE ARCHAEOLOGICAL AND INDUSTRIAL HERITAGE @ RISK: SOME EXAMPLES FROM THE WORLD HERITAGE LIST

### Introduction

The title of this paper may perhaps need some explanation. It is written from a personal perspective, the work of someone who spent some twenty years in the iron and steel industry before becoming a full-time archaeologist and who for the past nine years has been coordinating the advisory work of ICOMOS in the field of the 1972 World Heritage Convention. For that reason it concentrates on archaeological and industrial sites and monuments that are inscribed on the World Heritage List. It would be misleading to assume that the List is fully representative of the culture heritage of the entire world: its biases towards certain regions and cultures have been highlighted in recent years and active steps are being undertaken to produce a more representative List. Nonetheless, it contains sufficient examples to illustrate the main threats to which these two facets of heritage are exposed.

### Threats to archaeological heritage

In a perceptive paper written some seventeen years ago, Joachim Reichstein identified no fewer than fourteen sources of threats to archaeological heritage, including building operations, civil engineering, raw materials extraction, improvements in agricultural practice, forestry, drainage of wetlands, visitors, pollution, and deliberate destruction

The analysis of the archaeological sites and monuments on the World Heritage List confirms Reichstein's categorization, with one or two additional classes. In this paper the following categories will be considered:

- Tourism;
- Atmospheric pollution and other anthropogenic causes;
- Natural disasters (earthquakes, hurricanes);
- Looting;
- Unsympathetic urban and infrastructural planning;
- Inadequate site management and conservation;
- Over-excavation.

#### *Threats from tourism*

Few archaeological heritage managers would dispute the fact that their best friends and their worst enemies are the visitors to their sites and monuments. By their very nature, archaeological sites and monuments are very vulnerable to the adverse physical impact of many thousands of feet passing over delicate marble or mosaic pavements or the adventurous who climb on fragile ancient walls to obtain better photographs or a better view of the ruins.

Over eight hundred thousand people visit the great prehis-

toric monuments of Stonehenge every year and such has been the pressure within the great stone circle itself that English Heritage reluctantly had to deny access to all except scholars because of the erosion of the bases of the megaliths.

The Acropolis in Athens has more than twice as many visitors, and here it is no longer possible to enter the interior of the Parthenon. The soft marble steps of the Propylaea were being worn away by the feet of the visitors and so they have been protected by a wooden structure for several decades. Interestingly, the same device had to be adopted at Canterbury Cathedral, where the soft Caen stone of the pavement in front of the tomb of St Thomas the Martyr was found to be eroding at an alarming rate.

Other "honeypot sites" of this kind such as the stretch of the Great Wall of China nearest to Beijing, the great Mayan sites of Chichen Itzá and Uxmal in Yucatan, the Pharaonic temples of Memphis and Luxor in Egypt, or the Colosseum in Rome are similarly exposed to enormous numbers of visitors whose mere presence causes incessant erosion of the floors and walls. Given the nature of some of the conservation programmes in force at many monuments around the world, it cannot be denied that visitor erosion works against the principle of authenticity enshrined in the Venice Charter because of the continuous replacement of parts of the monuments that it necessitates.

However, tourism in a wider sense offers another kind of threat to archaeological sites and monuments. Their conservation and maintenance grows more costly every year and visitors are in many cases a major source of income. To accommodate increased visitor numbers and provide them with the facilities that they require, such as restaurants, bookshops, and toilets, management agencies are making inroads into the sites. At Pompeii, in an unprecedented experiment, all the gate revenue is now being retained at the site, instead of disappearing into the coffers of the Ministry of Cultural Properties in Rome in exchange for a miserably small annual grant. In addition, the whole site is now being run on commercial lines, with a foundation supported by local authorities and by business and industry at its heart. A plan is currently being actively implemented to create a very large restaurant within the ancient town itself: significantly a campaign against this project has been launched by a number of the custodians, who are deeply sensitive to the values of Pompeii.

Similar intrusions are beginning to appear elsewhere. The Elephanta Caves are a short distance from Mumbai by boat and are visited by many thousands of visitors, both Indian and foreign. The Indian authorities have used highly inappropriate modern materials in the improvement of landing stages and the teahouses and small businesses that already disfigure the site. Worse by far is the proposal to construct a cable-railway to bring visitors up to the impressive prehispanic site of Machu



Picchu in the Andes of Peru. Whilst this will undoubtedly improve access to the site considerably, the visual impact on the setting of Machu Picchu will be catastrophic.

Tourism is now one of the largest industries in the world and tourists are travelling further in search of new places. As a result, some of the more remote archaeological sites are attracting growing numbers of visitors. Petra is now more accessible with the resolution of some of the political problems in this region and there has been a rash of construction – hotels, restaurants, souvenir shops, and so on – in the past decade (but mercifully outside the site). Nonetheless, these are clearly visible from within the site and their further spread will gravely affect the mysterious environment of this fascinating site. Rapa Nui (Easter Island) is the subject of great increased tourism, to which inscription on the World Heritage List has probably contributed. Efforts to control the building of hotels, a marina, and other essential appurtenances of modern tourism, have so far been successfully resisted, but political pressures are building up in an alarming way.

One final threat from tourism is that constituted by the reconstruction of structures on archaeological sites. The great Neolithic chambered tomb of Newgrange in the Bend of the Boyne (Ireland) was excavated in the 1960s and its entire front was reconstructed. The form that this reconstruction takes was but one of several alternatives proposed by the excavator, the late Professor Michael O'Kelly. It was against his advice that the present scheme was adopted, at the strong prompting of the Irish Tourist Board (Bord na Failté). Happily, no such misleading reconstruction will be applied to the second of the tombs there, Knowth, now being excavated by Professor George Eogan. The Norse settlement of l'Anse aux Meadows on Newfoundland was one of the first sites to be inscribed on the World Heritage List, in 1978. ICOMOS might have had grave reservations about recommending it for inscription were it to be nominated now, in the light of the somewhat questionable nature of the reconstructions there.

### *Threats from atmospheric pollution and other anthropogenic causes*

Conservation professionals visiting archaeological sites in great cities such as Athens or Rome can hardly fail to be shocked by the disastrous attack on great works of art and architecture by the noxious fumes produced by the burning of fossil fuels, particularly in motor cars. Such has been the damage to the Caryatids of the Erechtheion on the Athens Acropolis that all save one have been replaced by plastic replicas. To stand on the Acropolis early on a hot summer morning in the sunshine and watch the yellow miasma slowly rising makes one despair for the future of these great monuments.

Some years ago all the major monuments in the heart of Rome, such as Trajan's Column or the Arch of Septimius Severus were cocooned in sheeting to stem the savage erosion of their statuary and ornamentation. The sheeting has now been removed and it is hoped that the Italian heritage managers have found a solution to this problem. This problem should be greatly reduced if and when the ambitious scheme to close the Via dei Fori Imperiali comes into force.

Indirect human intervention in the natural environment can also pose serious problems for conservators and site managers. Changes in the water table resulting from hydraulic schemes de-

signed to increase urban or agricultural water supplies can lead in some cases to the drying-out of waterlogged sites where organic remains such as wooden houses have survived in anaerobic conditions. In other cases the reverse applies and salts are brought to the surface by capillary action, to cause irremediable harm to fragile structures. The case of the prehistoric Indus Valley city of Moenjodaro is a case in point: international efforts have been concentrated for years on the protection of the fragile mudbrick remains. At Butrint (Albania) the ancient water table has been radically altered, with the result that the Roman theatre remains are now continually under water.

### *Threats from natural disasters*

Damage to sites and monuments is not, of course, all attributable to human actions: nature can have equally devastating effects. Earthquakes cause violent disruption to delicate sites: two recent examples from Latin America illustrate their impact. In 1994 the impressive underground prehispanic decorated tombs at Tierradentro (Colombia) were brought to near-collapse by an earthquake in 1994, which also caused a change in the water-table, resulting in flooding of some of the tombs. The 1998 earthquake in central Mexico created considerable instability and peripheral damage to the impressive monumental remains of the pre-Aztec city of Monte Alban.

Hurricanes also exact their toll on archaeological sites. The extraordinary site of Joya de Ceren in El Salvador, a small rural prehispanic settlement that was engulfed by a volcanic eruption around AD 6000, was ravaged by the torrential rains of Hurricane Mitch in 1998 (as, indeed, was Monte Alban, along with many other archaeological sites in central America). This immensely fragile site was buried in mud, and required what was in effect re-excavation.

### *Threats from looting*

The international black market in antiquities shows no signs of declining. The UNESCO and UNIDROIT Conventions have received little support from those countries in which the looted objects are marketed, despite frequent appeals, and the impact on archaeological monuments can be great. The most flagrant example is that of Angkor, where decorative elements of the more than four hundred temples are still regularly being broken off and sold through Thailand into an eager collectors' market. Many of the great Mayan sites in central America, such as Copan and Tikal, are still being raided, and the damage to lesser known and more remote sites is continuous: entire stone stelae weighing a tonne or more are cut off using sophisticated stone-cutting equipment, and archaeologists, custodians, and police are regularly shot at, and occasionally lose their lives at the hands of these cultural pirates. The Mediterranean lands are still major targets: Italy's *tombatori* are still racing archaeologists to the wonderful Etruscan tombs and the flow of antiquities from Turkey is ever-increasing.

### *Threats from unsympathetic urban and infrastructural planning*

Mention has already been made of the building of tourist facilities around, and even inside, major archaeological sites and monuments. Weak planning control at urban sites can result in similar disfigurement. The steady advance of urban sprawl



from Cairo towards the Pyramids at Gizeh has been halted, but their setting has been irretrievably destroyed beyond the main road that runs within a few hundred metres from the Sphinx. At Paphos holiday accommodation has been built up against the perimeter of the site, and the situation has been made worse by the fact that visitors seeking a short route to the beach have broken down the perimeter fence and made a path across part of the site. Their persistence seems to have defeated the Cyprus Department of Antiquities, which has excluded this path from the protected area, even though it certainly runs across archaeologically sensitive layers.

Virtually the entire area of ancient Agrigento now lies beneath arable land, only the great Doric temples still standing above ground. When the site was nominated for the World Heritage List it included a stretch of the coastline, where the port of the ancient city was located. The map supplied showed this area as being without any structures, but a site visit revealed that the whole coastline, although within the designated National Park, was occupied by luxurious villas. This is no doubt attributable to the well known Sicilian attitude towards regulations, but the result was that the coastal strip was excluded from the eventual World Heritage site.

Numerous other examples of poor planning control in and around World Heritage sites can be cited. Just two more will suffice. At Byblos there is a proposal to build a luxury holiday village in close proximity to this important prehistoric and classical site. This project is opposed by the municipality of Byblos, but seems to have been given central government approval and it seems doubtful whether it will be possible to halt it. The scientifically important fossil hominid sites in Gauteng, near Johannesburg, the most famous of which is probably Sterkfontein, were inscribed on the World Heritage List in 1999. It was only as a result of firm action by the South African Government that a project to construct a flamboyant casino on the edges of the site was aborted.

Most of the cases referred to above are attributable to weak planning control at municipal or regional level. However, central governments are not exempt from criticism. Infrastructural developments are usually central government projects and these may on occasion constitute grave threats to the archaeological heritage.

The construction of trunk roads can be especially menacing. The most sensational example was probably the project to drive a major highway across the Gizeh plateau behind the Pyramids, so as to relieve the admittedly appalling traffic conditions in this part of greater Cairo. The new highway had reached either side of the plateau without comment when it became known to the international conservation community. It was only as a result of direct intervention by the then Director General of UNESCO, Dr Federico Mayor, with President Mubarak of Egypt, that this project, which would have ruined the setting of the monuments, was finally halted.

There was a happier outcome in Portugal some years ago. Archaeological prospecting in the area to be flooded in advance of work to dam the C $\hat{o}$ a, one of the tributaries of the Douro, so as to create a vast reservoir, revealed a wealth of exceptionally important Palaeolithic rock engravings, of a type not known in such quantity or of such quality anywhere else in the world. A sustained campaign by conservationists succeeded in persuading the Portuguese Government to call a halt to the project. Like the approach roads to the aborted Gizeh highway, several small dams can still be seen abandoned in the C $\hat{o}$ a valley.

Another highway project that still threatens a World Heritage site is to be found in Sweden. There is an impressive concentration of engraved stones around Tanum, in Bohuslän, through which an important road runs. There are plans to upgrade this, as part of the international E6 road, but this is being actively opposed by ICOMOS and other conservation groups because of the adverse impact that it will have on the setting of these monuments and the ancient landscape in which they are set. Discussions are still in progress on the feasibility of alternative routes that will reduce this impact.

### *Inadequate site management and conservation*

There is no disguising the fact that site managers and conservators can also constitute threats to archaeological sites. In some places traditional management practices have not kept pace with developments in tourism, with the result that the managers have been unprepared for very large increases in visitor numbers. The recent changes at Pompeii may point the way to a more dynamic and proactive management style at the great Italian sites. Similarly, the Moroccan authorities have recognized the potential of the classical city of Volubilis, which had been minimally managed for many decades, with the result that its condition was steadily deteriorating. Active steps are now being taken to provide the appropriate visitor infrastructure and to carry out research to enable this very important site to be better presented and interpreted.

One of the most famous archaeological sites in the world, that of Troy, has for long years been a sad spectacle. Interpretation and conservation have been minimal, with the result that visitors came away deeply disappointed with the site of Schliemann's great discoveries and professionals with grave misgivings about its security and future stability. Belatedly the Turkish authorities, with expert German scientific help, have taken action. The site is better protected and has been tidied up so as to make it easier to understand. Research is in progress to provide answers to some of the many problems that it poses and, most important of all, perhaps, there is a proper management plan in the course of implementation.

Approaches to the conservation of archaeological sites vary considerably. Some countries, such as Greece, favour the minimum of intervention, whilst others are more radical in their practices. There are certain cases, however, where the conservation measures that have been taken pose positive threats to the sites they have been designed to protect. This accusation might be levelled at the cover building over the extraordinary late Roman mosaics at the Imperial Villa Romana di Casale near Piazza Armerina in Sicily. This is an impressive structure resembling nothing so much as a greenhouse. The temperatures within the structure in high summer are very high indeed, despite attempts to ensure a free flow of air. As a result the mosaics are continually under attack, and there is a permanent team of restorers working there. This well meaning attempt to protect this exciting monument has, in the opinion of many experts, had directly the opposite effect.

### *Over-excavation*

To correct any impression from the foregoing that archaeologists are entirely blameless, it should be recorded that they stand accused of creating one particular threat to the archaeological



heritage. There are few archaeologists who do not enjoy working in the field on excavations. However, it may be argued that some of them concentrate on excavation without heed for the future of the site in terms of understanding and conservation. Two examples may suffice to illustrate this point.

What has so far been excavated at Joya de Ceren, referred to above, represents on a small part of what is known to have been a sizeable settlement. The remains are fragile in the extreme and require extensive and complicated conservation. The enthusiasm of the excavator to continue his work without ensuring that all the conditions for eventual permanent conservation were in place was checked by two events: inscription on the World Heritage List and the impact of Hurricane Mitch. Excavations will certainly continue in the future, but only when an effective management and conservation plan is up and running.

The ancient capital of Sri Lanka, Anuradhapura, is one of the main features of that country's Cultural Triangle. For some twenty years excavations were carried out there, systematically revealing the foundations of the many Buddhist monasteries (*viharas*) that had been built there. The gain in knowledge gradually reduced as more and more repetitive information emerged from the excavations. This work has now been brought to an end, with many monuments not yet excavated. These will remain as reserves for excavations in the future, when techniques will have improved and the corpus of information from the earlier excavations has been properly analysed and assimilated.

## Threats to industrial heritage

Awareness of the significance of industrial heritage in commemorating human achievement has only surfaced in the UNESCO World Heritage Committee in the past decade. However, thanks to close collaboration between ICOMOS and TICCIH (The International Committee for the Conservation of the Industrial Heritage), the diversity of that heritage is being codified and classified and criteria are being developed for its evaluation within the World Heritage context.

From the relatively small number of industrial heritage places so far on the World Heritage List it is possible to derive some general categories of threat to which it is exposed:

- Modernization;
- Planning and infrastructural development;
- Problems of conservation.

### *Threats from modernization*

One of the most potent threats to the industrial heritage comes from the fact that in certain fields World Heritage monuments are still being used for their original purposes. The best example is probably that of railway heritage.

The first historic railway to be inscribed on the List was the Semmeringbahn, that extraordinary feat of civil engineering which opened the link between Vienna and the Adriatic. The route designed by von Geyha in the first half of the 19th century is still traversed today by modern trains, using the entire permanent way from that period. However, in the interests of contemporary transportation requirements, the Austrian Railways (ÖBB) wishes to shorten the route by driving tunnels at several points so as to avoid using the extensive loops that the original layout included. The arguments for doing so in present-day

terms are irrefutable; however, it is hoped that the stretches of track that will become obsolete will be retained, so as to ensure that the original conception is fully retained.

The Semmeringbahn was followed on the World Heritage List by the Darjeeling Himalayan Railway (DHR) in northern India, fondly known as the Toy Train. This astonishing narrow-gauge railway of the late 19th century is also fully operational, still using steam locomotives to take its passengers up from the plains of northern India to the cool hill-station of Darjeeling, as well as to transport the produce of the famous tea-gardens of the region. There is currently a proposal to replace the steam locomotives with diesel-engined stock, and this is being vigorously attacked by traditionalists. It is arguable whether the character and World Heritage qualities of the DHR will be seriously damaged by this necessary change.

The magnificent Canal du Midi in southern France is also now deservedly on the World Heritage List. Like the two railways mentioned above, it is still fully operational. In this case the necessary widening of part of the system to accept the larger barges of today was accommodated without too much fuss, since these represent only part of the entire network.

### *Planning and infrastructural development*

The Canal du Midi is at risk from infrastructural development, most notably from the construction of high-tension electrical systems that traverse it and from sewage and garbage disposal facilities. Again, this is the case where the integrity of the whole monument, which runs all the way from Toulouse down to the coast, is not seriously threatened. However, a point may well be reached here, and on other comparable linear industrial monuments, when that integrity is put in jeopardy and a stand must be taken.

The only industrial monument to be dealt with in this paper that is not on the World Heritage List is one that deserved to figure on it until a misguided planning decision was taken that effectively destroyed its integrity and qualities. The Tour-et-Taxis terminal in Brussels consists of a series of outstanding structures built towards the end of the 19th century to house a remarkable nexus of road, rail, and canal transportation links. It has been out of use for some years and much of it has become derelict. When a proposal was made to convert one of its most imposing buildings into a modern music centre, this was approved by the urban planning authority. Despite objections from national and international bodies, this project is going ahead. As a result the ambience of this monument to 19th century enterprise and industry will be completely destroyed. In its train will inevitably come the demolition of elements of the complex and conversion of what remains for inappropriate uses. Tour-et-Taxis is a paradigm for undesirable adaptive reuse of the industrial heritage.

### *Threats arising from conservation problems*

The iron and steel industry is notoriously unsentimental about its heritage. As soon as a plant goes out of operation it is usually demolished quickly and sold for scrap. Prompt action in the Saarland saw the Völklingerhütte, an ironworks where some of the most important technical innovations that took place in the late 19th and early 20th centuries were first developed, saved from this fate. The six blast-furnaces, the imposing blowing-en-



gine house, and the massive coke-oven batteries survived intact and were nominated for inscription on the World Heritage List. Strong ICOMOS and TICCIH support resulted in inscription on the List in 1994.

However, the problems at the ironworks were only beginning at that time. The main problem is how to conserve the six blast-furnaces, towering steel structures that had been exposed to very high temperatures for many years, since this presented technical problems that had never confronted conservation specialists before. Work is still in progress in search of a solution, which it is devoutly to be hoped will be discovered, since the fu-

ture not only of the Völklingen blast-furnaces but of many other industrial monuments rests on this work.

## **Conclusion**

This has been a rapid and in some ways partial survey of the threats to which archaeological and industrial monuments are exposed. It is hoped, however, that it will have given some indication of the problems in these fields and will have hinted at how they might best be avoided or resolved.

Henry Cleere



## Heritage@Risk!

### Notes from the ICOMOS Conference – München, Germany – July 3-5 2000

As part of the Heritage@Risk initiative developed by ICOMOS since 1998, a Panel of ICOMOS members met in Munich, Germany, under the auspices of ICOMOS Germany and the German and Bavarian authorities. Experts presented and reviewed individual cases, regional and thematic reports on threats to cultural heritage, monuments and sites to help shape ICOMOS' First Global Report on the state and threats to cultural heritage, according to the objective set in the announcement made to all ICOMOS members in March 2000 by the Heritage@Risk taskforce. The Report will be launched at the Bethlehem Conference, in October 2000. The Heritage@Risk Taskforce is composed of Sheridan Burke (Australia), Dinu Bumbaru (Canada) and Michael Petzet (Germany), international President of ICOMOS and chair of the Munich Panel meeting. The Heritage@Risk initiative is a collegial effort and involves as contributors / authors, the members, National and International Scientific Committees of ICOMOS worldwide.

### 1. Presentations

Panel participants made brief summary presentations under three broad themes: initiatives; situations; types of cultural heritage. Presentations described individual cases, general trends affecting countries, regions or types of cultural heritage and responses to these threats.

- World Monuments Watch initiative of the World Monuments Fund
- Blue Shield (International Blue Shield Committee and related ICOMOS activities)
- National initiatives: Report on Buildings at Risk (United Kingdom); Landcare (Australia).
- Africa – West and South (Zanzibar, Zimbabwe, Nigeria)
- Arab World (Egypt, Morocco, Jordan, "Jerusalem", Yemen, Oman)
- Asia (Kobe, Pagan, Hanoi, Singapore, Sri Lanka, India)
- Australia and the Pacific islands states
- Europe (Czech Republic, Slovakia, Romania, Poland, Scandinavia, UK, Italy)
- North America (United States, Canada)

### 2. Individual cases

Several individual cases were mentioned during the meeting. In particular,

- Angkor Wat (Cambodia)
- Machu Pichu (Peru)
- Pagan (Myanmar)
- Petra (Jordan)
- Pompeii (Italy)
- Pyramids (Egypt)

- Religious heritage (sacred places, pilgrimages, churches, monasteries)
- Settlements (vernacular, villages, rural heritage, cities, urban neighbourhoods)
- Cultural landscapes
- Earthworks, archaeological sites, petroglyphs
- Physical and social surroundings of protected monuments or sites
- Site collections and associated museums and archives

### 3. Trends

Although the Panel did not mean to achieve an exhaustive inventory of threats or types of cultural properties, it did propose a thematic organisation based. The following notes as a summary of this classification:

#### *Physical / Natural phenomena*

- Weathering of materials
- Natural hazard (earthquake, storm, wind, floods)
- Fire
- Climate (humidity, frost, heat, sun light)

#### *Social / Human behaviour*

- Development / political pressure
- Lack of maintenance
- Vandalism, theft
- Religious / ethnic pressure
- Accelerated obsolescence or abandonment
- Tourism

#### *Administrative / Professional*

- Lack of skilled and committed professionals / weakened institutions and staff
- Inefficient control of works (materials, techniques, labour)
- Absence of proper planning / design control
- Loss of traditional skills and rites
- Lack of adequate management plans
- Inadequate legislation / implementation

### 4. Report

The purpose of the first ICOMOS Global Report on Heritage @ Risk is to identify global, regional or thematic trends, show case studies and examples illustrating threatened monuments, sites and, in a global definition, immovable cultural properties, and provide examples of initiative taken to address these threats. ICOMOS' international network has a mandate to encourage dissemination of inspiring solutions and models to help take better care of the cultural heritage. Such examples could include the Landmark Trust (UK) which helps save redundant heritage buildings, or HABS/HAERS (Historic American Building Records and Engineering Record Survey in the USA) which docu-



ments similar cases. Also, every three years, the Heritage@Risk Report will produce a report-card for sites or themes mentioned in previous editions of the Report.

The presentations made during the Munich Panel meeting, and the written reports received so far by ICOMOS are not exhaustive but provide a strong base to enable the production of ICOMOS Global Report. It has been decided to follow up with National Committees, International Scientific Committees and partner organisations to complete the series of written reports by August 31 at the latest so as to meet the very tight production schedule. The Global Report is expected to be written in English but providing for summaries in other ICOMOS working languages. It will have a communication plan including its posting on ICOMOS' Website, for National and International Scientific Committees to use to promote the report and act as advocates for local trends, threats and solutions with national or local media, thus helping to raise community awareness.

## 5. Links to other initiatives

The Heritage@Risk initiative is not seen as an isolated exercise. While it remains an ICOMOS project, endorsed by the General Assembly and focused on its network of members grouped under National and International Scientific Committees, it provides a valuable opportunity to enhance co-operation within the ICOMOS system and with other organisations in the field.

For instance, ICOMOS has recently set up an International Scientific Committee on Risk Preparedness (ICORP). It is currently being activated to develop standards to integrate risk preparedness to the common conservation practice. While ICORP has a focus on risks leading to emergency situations, it could link with Heritage@Risk. ICOMOS is a founding signatory of the International Committee of the Blue Shield. The Heritage@Risk Report could serve as a model in that context.

On the other hand, ICOMOS has contacts or agreements with international organisations like TICCIH and Docomomo. Docomomo has established a form heritage watch for Modern Monuments. Such initiatives and others to come could be connected in some way to the ICOMOS' Global Report.

The proposal for a meeting to be held in Istanbul, Turkey, in 2001 on the special theme of Heritage@Risk also offers great potential for improving the operation of this initiative and its constructive impacts on cultural heritage.

The Panel also discussed the great potential for co-operation and co-ordination of the "World Monuments Watch" launched by the World Monuments Fund. Developing common criteria and making the ICOMOS network a contributor to the WMF exercise could be envisaged in a short future as Heritage@Risk leads to a First Report.

Dinu Bumbaru, ICOMOS Canada

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## REFERENCES – WEBSITES

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UNESCO  
– World Heritage

[www.unesco.org](http://www.unesco.org)  
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### *International Non-Governmental Organisations:*

ICA (International Council on Archives)  
ICCROM (International Centre for the Study of the Preservation  
and the Restoration of Cultural Property)  
ICOM (International Council of Museums)  
ICOMOS (International Council on Monuments and Sites)  
IFLA (International Federation of Library Associations and Institutions)  
IUCN (The World Conservation Union)

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[www.iucn.org](http://www.iucn.org)

### *International Heritage Assistance:*

International Committee on the Blue Shield  
WMF (World Monuments Fund)  
World Bank

see ICA, ICOM, ICOMOS, IFLA  
[www.worldmonuments.org](http://www.worldmonuments.org)  
[www.worldbank.org](http://www.worldbank.org)

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