

Understanding Historic Landscapes

Sharing knowledge across boundaries

AN EMBARRASSMENT OF RICHES

Pioneering work in the Netherlands has identified new ways of understanding and managing the archaeological/historical landscape.

A source of diversity and creativity

The combined archaeological and historical landscape embodies the legacy of our common European past. It extends back in time many thousands of years, and represents an embarrassment of riches. This heritage is an immense, affluent and diverse source of mostly unwritten documents concerning the development of man, culture, nature and the environment over time. It materialises the behaviour and identity of human communities in an almost unimaginable diversity. What is observed and known today is the product both of centuries of research and heritage management, and of long-term evolution, creation, destruction and preservation caused by natural and cultural mechanisms – a continuing process. The awareness of this richness creates a great embarrassment for a modern European society, which exploits the present-day landscape in a very intensive and often highly dynamic way. How can we identify the characteristic elements and structures contained by the archaeological/historical landscape of which the vast majority is invisibly hidden in the soil or under the water? How can we understand and value these elements in a legitimised way as part of the planning processes aiming at a sustainable development of human life and environment?

These dilemmas are common to all European countries, but the diversity of landscapes, societies, scientific and cultural traditions in combination with the variety of political institutions and socio-economic transformations favours different solutions and creates the opportunity to develop different approaches. This diversity makes Europe one

enormous and fascinating laboratory for experimenting with heritage management and exchanging ideas and experiences in the awareness that ‘there is more than one road leading to Rome’.

The Dutch national heritage policy is one example of this mosaic of approaches and deals with a landscape characterised by the invisibility of its archaeological/historical relics and the intensity of its present-day land use. The Dutch landscape has been formed by the interaction of the great river systems of the Scheldt, Meuse and Rhine and the North Sea, with occupation by man on the fringes of rising land and water. This is why the country is called ‘The Netherlands’ and why current metaphors like ‘Netherlands – waterland’, ‘the eternal battle with the sea’ or ‘Deltametropole’ serve not only 21st-century planning purposes, but also reflect meaningful feelings of long-term identity within the European context.

The Dutch national heritage policy

In 1999 the Dutch government initiated the Belvedere Programme as a result of a joint initiative by four separate ministries and has made about €50–65 million available to implement the programme between 2000 and 2009. The Belvedere Programme deals with the three types of cultural resources – archaeological, historic/geographical and historical – from an integrated perspective. Fundamental to the programme is the notion of archaeological/historical values as a resource for experiencing and expressing identity through conservation, innovation and design and providing a source of inspiration, creativity and story-telling. Consequently, ‘cultural-historic identity is to be seen as a determining factor in the future spatial design of the Netherlands, for which the government shall aim to create appropriate conditions’. The aim of Dutch policy is to link the transformation of the present-day landscape with sustainable management of the

Selected landmarks in the rural and urban landscape around Amsterdam characterised by the relationship between land and water.

1. Almere: urban gardens designed to protect the fossil Mesolithic landscape;
2. Velsen: stratified pre- and protohistoric agricultural landscapes from 2000 BC onwards;
3. the Roman period estuary;
4. Waterland: the 11th to 12th-century reclamation landscape;
5. Golden Age map showing the waterfront of Amsterdam;
6. 17th-century map showing the reclamation plan for the Beemster, a polder listed as a World Heritage Site;
7. the mid-19th-century steam-powered pumping station at Cruquius;
8. Muiden: a fort belonging to the late 19th-century circular defence line.

archaeological-historical elements and structures of the cultural landscape. The central concept is 'protection by development'.

The activities initiated by the Belvedere Programme are both a national map of the cultural-historical values of the Netherlands and a long-term and widely dispersed programme to stimulate projects at all levels of society and throughout the country. In addition, two national 'grand projects' are under way dealing with the late 19th-century defence line 'Nieuwe Hollandse Waterlinie' and the Roman period frontier defence along the Rhine. Architectural design and story-telling are essential for making the invisible visible and stimulating public imagination. In this way the Dutch approach explores the potential of the integration of the three well-reputed traditions of environmental planning, architectural design and heritage management, which demands 'cross-overs' between these disciplines.

Managing the invisible landscape

Archaeological heritage management in particular is confronted with the embarrassment of riches of wetland landscapes. The Dutch delta

hides layers of fossil landscapes reaching to a depth of more than 20m in the west. As a result of the rising sea level during the past 10,000 years, many of these earlier landscapes have been excellently preserved by sedimentation and because of the high groundwater table. Wooden houses, food, clothing, plants, footprints, roads, field systems and boats can be found in a condition as if they had been left only yesterday. But how can we discover them and value their potential – without destroying them by excavation – in time to use this knowledge as input for the planning process? And how can we tell the stories of these invisible and unknown histories to politicians and the public?

The standard approach follows the recommendations of the CoE Valetta Convention, which focuses on the prevention of destruction through timely participation in the planning process. However, a new national, interdisciplinary research programme – 'Protection and Development of the Dutch Archaeological/historical Landscape' – was developed to supplement the Belvedere Programme and the 'Valetta Convention' approach, specifically to create an explicit scientific basis for the integration of archaeological and historical/geographical values in environmental planning policy. This programme was initiated by the Ministry of Education and Science and the Netherlands Organisation for Scientific Research, with the participation of the same ministries that are involved in the Belvedere Programme. It will operate between 2000 and 2007 and has funding of about €5 million.

The research programme focuses on establishing a meaningful link between scientific knowledge, archaeological/historical resource management and applied planning policy, using the central planning concepts of dynamics and quality expressed as sustainability, identity and diversity. To support this integration, the concept of 'biography of landscape' has been adopted to act as a metaphor that represents the life cycles of the cultural landscape as a social environment in which communities have lived through time, have influenced and to which they have given meaning. The metaphor of 'cultural biography' has an open-ended character and focuses more on the continuing transformation of the environment than on the process of origin and destruction. It has the potential to link the past with the present and the future, and to integrate cultural-historical values in a meaningful way in environmental planning. As a consequence it functions as a reference for understanding, valuation and



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development of policies by European agencies. It has Official Observer status at the CoE and participates in all the latter's activities relevant to the archaeological heritage. In particular it is working closely with the CoE to develop mechanisms to monitor the effectiveness of the CoE cultural heritage conventions and instruments.

European approaches to the management of the archaeological heritage are highly regarded throughout the world. As we work more frequently on the international stage, we need to develop a transnational framework not just for the practical mechanisms of cultural-heritage resource management, but also for our underlying research objectives. The EAC fosters collaborative partnerships across Europe to promote research as a statement of what is valuable to the archaeological community.

Adrian Olivier
President, EAC

European Association of Archaeologists

The European Association of Archaeologists (EAA) (www.e-a-a.org) exists to provide a meeting place, both real and virtual, for archaeologists studying and managing the archaeological resource of Europe. It was founded in the early 1990s and currently has more than 1,100 members in 41 countries. It is a genuinely pan-European organisation: its annual conference moves from country to country, its *European Journal of Archaeology* publishes material about any aspect of the European heritage and its secretariat has so far been hosted by Norway, the UK, Sweden and the Czech Republic.

The public faces of the EAA are only part of the Association's value. Equally important are the innumerable networks and collaborations that have arisen out of the informal exchange of ideas, values and information. It also works to influence heritage management across Europe, either by advice to individual countries or through its consultative status with the CoE.

The EAA annual conference has become one of the highlights of the archaeological calendar. It is unique in bringing together archaeologists from every sector of the profession and it is this stimulating diversity that gives EAA its strength.

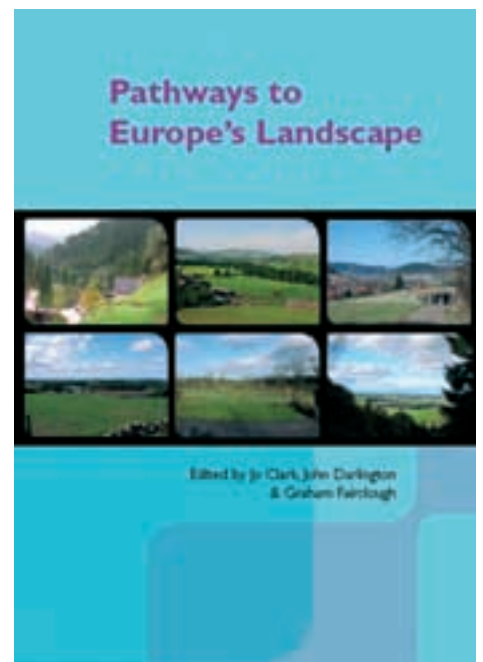
Graham Fairclough
Head of Characterisation, English Heritage

European Pathways to the Cultural Landscape

The landscape, in all its cultural and historical diversity, is the most ubiquitous and accessible part of the European heritage. An important example of the way in which it has been explored on an international scale is the Culture 2000 programme 'European Pathways to the Cultural Landscape' (www.pcl-eu.de), which comprised 12 projects in 10 countries ranging from Iceland to Estonia and from Finland to Italy. Linking each of these projects was a concern to introduce wider public audiences to the landscape – in other words, to provide pathways to the landscape. Some pathways were virtual, using web-based and digital technology to explain the landscape and its past; others were real, creating signed footpaths, trails and visitor sites.

A resulting book, *Pathways to Europe's Landscape*, was published in 10 languages and explored the different ways in which landscapes are perceived by experts and the public. All of the areas were chosen because they were in one way or another marginal, almost forgotten in terms of public consciousness – the ordinary, commonplace landscapes of Europe that form the backdrop to most people's lives and memories. Alongside Historic Landscape Characterisation (*see Conservation Bulletin 47*), the book thus makes a major contribution to the democratic and inclusive aims of the European Landscape Convention.

Graham Fairclough
Head of Characterisation, English Heritage



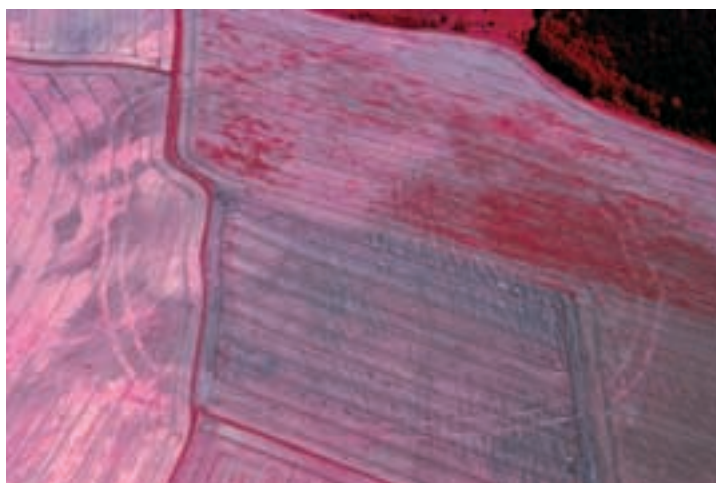
Aerial Archaeology in Europe

Although aerial archaeologists have had links in Europe for more than 70 years, the ending of the Cold War provided the opportunity to expand the existing network of practitioners. In many countries (especially in the former eastern bloc), access to maps, photographs and aircraft was severely restricted, and there was little or no expertise available in aerial reconnaissance and air-photo interpretation.

Initially the network grew through the work of a few individuals (most notably Otto Braasch, Rowan Whimster and Chris Musson), training seminars, the Aerial Archaeology Research Group (AARG) and conferences. The beginning of this process was a conference on aerial archaeology held in Potsdam in 1994, which led to a series of aerial-survey training schools in Hungary (1996) and Poland (1998) to address the serious shortage of trained air-photo interpreters in Europe. The real breakthrough, however, came when the EU's Raphael and Culture 2000 programmes, augmented by grants from NATO and the British Academy, provided substantial funding for further training schools, an international conference and a travelling exhibition.

English Heritage is the lead partner in the current Culture 2000 project, *European Landscapes: Past, Present and Future*. Co-organisers are drawn from Belgium, Germany, Hungary and Italy and co-partners from the Czech Republic, Estonia, Finland, Lithuania, Poland and Romania; associated partners contributing without funding are from Bulgaria, Latvia, Portugal and Slovenia. This project will deliver a range of activities: landscape studies (focusing on the integration of aerial and field archaeology), new techniques (exploring airborne laser recording (lidar), training schools, workshops, conferences, website publications and a training video) as well as several specific landscape projects. The main project began in 2004 and already workshops and/or training schools have been held in Finland, Romania, Italy and Germany. One proposed outcome is the creation of a European centre for aerial archaeology, to ensure that the momentum of the programme continues, and that trained staff continue to use their new skills and are not lost to other disciplines.

As a result of all these initiatives, the European network of aerial archaeologists has expanded rapidly. This is reflected in the way that the annual meeting of AARG (aarg.univie.ac.at) has grown in size and sophistication since the foundation of the group in



© Otto Braasch

1981 to become the most important date in the international aerial archaeology calendar; the 2004 meeting was held in Munich, and the 2005 meeting took place in Belgium.

Robert Bewley

Regional Director, South West Region, English Heritage

Neolithic enclosure at Ottstedt am Berge, Thuringia, Germany, 25 July 1998. Infrared false colour slide film.



EUROPEAN TECHNICAL DEVELOPMENTS

A wide range of exciting collaborative research projects takes place with the aid of European funding. Most of the current projects are part of the Information and Communications Technology section of the EU research programme because the 6th Research Framework Programme did not include a heritage priority. A current challenge is to ensure that the right kinds of priorities are written into the EU's 7th Framework Research Programme, currently being developed to run from 2007 to 2013 with a budget of approximately €72 billion.

VITRA

VITRA stands for Veridical Imaging of Transmissive and Reflective Artefacts. The aim of this collaborative project is to develop practical methods for the acquisition, storage and visualisation of high-quality digital images of decorative surfaces in historic buildings without the need for costly and time-consuming scaffold structures. The partners came from France, for the robotic carrier; Germany, for digital-imaging capture and conservation issues; and the UK, for colour fidelity and database development.

Working closely with Bayerisches Landesamt für Denkmalpflege (BLfD), the English Heritage Photogrammetric Unit gave expert

Detail of wall painting in the former Dominican church at Bamberg, Germany recorded in the course of the experimental VITRA project.



Nick Beckett © English Heritage

advice in photographic methods and helped produce the specifications for camera, lighting and the robotic carrier. They also took part in the practical tests in Germany and in the UK at St Mary's Church, Studley Royal. Both reflective and transmissive subjects were tackled at a height of 1.5m by remote control.

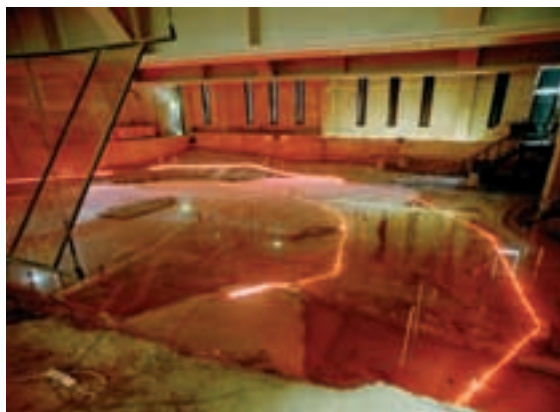
The tests proved that the robotic system was successful in its initial objectives. High-quality imagery with metadata produces a true representation and documentary information for the archive. The results shown to the expert reviewers from the European Commission were very impressive. Illustrated here is an example of reflective imagery from a wall painting.

Paul Bryan

Head of Metric Survey and Photogrammetry, English Heritage

APPEAR

The APPEAR project (Accessibility Projects: sustainable Preservation and Enhancement of urban subsoil Archaeological Remains,



Derek Kendall © English Heritage

The Rose Theatre, London. The red lights show the position of the inner and outer walls of the Elizabethan theatre preserved under water in the basement of an office block.

www.in-situ.be) is looking at the ways in which urban archaeological sites are displayed to the public. The aim of the research is to produce guidelines for all those involved, and especially those responsible for the decisions, from the original idea for enhancing a site through to its opening to the public and its routine management.

The research has focused on all aspects of the process including decision-making, conservation, methods for displaying and presenting a site, its urban and architectural integration and its social, cultural and economic impact on the town. Several case studies, including the Rose Theatre in London, have been used to inform the research.

The guidelines were presented at the international conference 'Urban Pasts and Urban Futures: bringing urban archaeology to life', held on 4–5 October 2005 in Brussels. The research has been carried out in partnership with organisations from Belgium, France, Spain, Italy and Hungary, and is part of the EU's 5th Framework Research Programme. Valerie Wilson and David Miles are the English Heritage representatives for this project.

Valerie Wilson

Research Department, English Heritage

RUFUS

Foundation construction and removal can be damaging to archaeological deposits and the surrounding historic buildings. If urban centres are to be redeveloped, however, their new buildings need foundations. By reusing existing foundations, the impact on buried archaeology is minimised, and there is less chance of vibration damage to adjacent properties. If today's foundations can be designed with a greater carrying capacity, there is a much better chance that they can be reused for tomorrow's replacement buildings. Last year, English Heritage became involved in an EU 5th-Framework-funded project on the reuse of foundations.

The RUFUS project (Reuse of Foundations for Urban Sites, www.webforum.com/rufus) is led by the Building Research Establishment, and other project partners include Arup in the UK, Soletanche-Bachy in France and Stam-atopoulos and Associates Ltd in Greece. English Heritage is not a project partner but is represented by Dr Jim Williams, who sits on the Project Review Panel. As well as advising on draft work, particularly the best-practice handbook, he will be inputting UK examples for foundation reuse in the context of archaeology, which will be a major end-user beneficiary of

this research. When the project is completed, it is hoped that more developers and engineers will be persuaded to reuse existing foundations, which will in turn help to enable long-term in-situ preservation of urban archaeological deposits.

Jim Williams

Regional Archaeological Science Advisor, East Midlands, English Heritage

WORLD HERITAGE SITES: ESTABLISHING VALUE

World Heritage Sites are places of outstanding universal value as defined in the UNESCO World Heritage Convention. They can be either cultural or natural. The World Heritage Committee has established 10 criteria (6 cultural, 4 natural) for assessment of outstanding universal value. To be deemed of outstanding universal value, a site must also satisfy the conditions of integrity and/or authenticity, and must have an adequate protection and management system to ensure its safeguarding (*Operational Guidelines for the Implementation of the World Heritage Convention* para 78).

The concept of defining, attributing and assessing the value of a heritage place has therefore been at the heart of the convention and its application for three decades and has been raising problems of application for just as long. Few systems of values-led heritage management have operated for as long a period and there is much to be learnt from the experiences of the World Heritage Committee over this time. The problems of practical application were addressed yet again at the recent UNESCO Expert Meeting on Outstanding Universal Value in Kazan. The latest of a series of such occasions, it came no closer to producing a formulaic solution to the problems of definition of outstanding universal value but did shed some valuable light on how application of the concept has developed and might be applied in the future.

It is clear from the background work done for Kazan, as well as the discussions at the meeting, that the concept of outstanding universal value was left very wide in the Convention itself, probably deliberately, and that its application has changed through time, particularly for cultural sites. For these, we have moved from self-evident icons such as the pyramids or the Taj Mahal to a much broader and less monumental concept of outstanding universal value. To some extent this is true, too, for natural sites.



© UNESCO/Moumir Bouchenaki

This move reflects a number of trends. Countries joining the Convention from all regions of the world have challenged traditional Eurocentric concepts of heritage and required the examination of how places belonging to one culture can be of value to all humanity. In 1992 the World Heritage Committee recognised cultural landscapes as a category of cultural WHS.

The Global Strategy of 1994 identified a number of themes and regional priorities for consideration in preparing nominations. Themes included broad processes of human existence, such as modes of subsistence and technological evolution, or the movement of peoples that has shaped and permitted the development of the vast diversity of human cultures through time. The strategy also called for regional and thematic studies to identify potential categories of site.

Moves such as this have resulted in a much greater range of nominations, particularly of cultural sites. We are now seeing, particularly from Africa, the nomination of cultural landscapes that have values that are primarily spiritual and associative, as well as of sites demonstrating technological evolution from many parts of the world, including the UK.

Alongside this trend has been the recognition of the wide range of values that any WHS can possess in addition to those for which it may be inscribed on the World Heritage List. These can be social or economic, or relate to belief systems as well those traditionally associated with heritage. Many relate to current uses of WHSs while some, such as tourism use, may have actually been created by inscription on the World Heritage List.

These values are perceived by, and belong to a very wide range of stakeholders, international,

The Old Mostar Bridge, destroyed in the Bosnian War in 1993, reconstructed by international efforts, and inscribed on the World Heritage List in July 2005 as 'an exceptional and universal symbol of coexistence of communities from diverse cultural, ethnic and religious backgrounds, . . . underlining the unlimited efforts of human solidarity for peace and powerful cooperation in the face of overwhelming catastrophes' (UNESCO 2005).



national, regional and local. All these interests need to be taken into account in defining a proposed WHS and in deciding how it is to be protected, managed and used in a sustainable way.

The much wider definition of WHSs to include entire towns or rural landscapes has brought into sharp focus the wide range of stakeholders in such places, the legitimate need for change, and the need to use heritage in a sustainable way for the benefit of local communities. This has been recognised by the World Heritage Committee in the Budapest Declaration (2002).

In this, as in so much else, World Heritage reflects wide current trends in heritage management. Increasingly there is recognition of the wide scope of the historic environment, the range of stakeholders, the need for inclusion and widening of access and the contribution that cultural heritage can and should make to sustainable development and the well-being of the communities to which it belongs. This is a much more complex situation for those managing cultural heritage. Crucial to successful management of this complexity is an as full as possible understanding of a site's values for all its stakeholders. Understanding of a place's values is vital to successful sustainable management.

Christopher Young

English Heritage, and rapporteur of the UNESCO Expert Meeting at Kazan

The impact of World Heritage Sites on communities

Increasingly the question is asked 'What is the real value of World Heritage inscription to

local communities?' Underlying this straightforward question are several other questions about the impact of World Heritage status that at present are difficult to answer.

Proof of value, evidence of the benefits of World Heritage conservation to local communities and the participation of the latter in the process are being demanded not only in the UK but also across the wider international World Heritage community. Francesco Bandarin, Director of the UNESCO World Heritage Centre, stated recently: 'Among the challenges facing UNESCO and the international community is to make the national authorities, the private sector, and civil society as a whole recognise that World Heritage conservation is not only an instrument for peace and reconciliation, for enhancing cultural and biological diversity, but also a factor of regional sustainable development. New approaches to the integrated management of World Heritage have proved successful and have promoted economic growth and benefits to local communities.' (Netherlands National Commission 2003.) But despite this last assertion and the generally held view that World Heritage is 'a good thing', hard evidence is difficult to find.

The ICOMOS UK Cultural Tourism Committee, in conjunction with the ICOMOS UK World Heritage Committee, has taken up the research challenge in the knowledge that the complexities of the issues are exemplified by WHSs in the UK. We will develop a conceptual framework – interrelating (where possible) existing methodologies for measuring economic, social, cultural and environmental impacts – and undertake case studies of individual UK WHSs to establish a suite of core indicators that show the added value of World Heritage status in the context of national policies and local plans. We will consider adverse impacts as well as positive ones. ICOMOS UK is respected internationally for setting standards and innovation: there is potential for the final suite of indicators to have an international application.

A workshop to establish the scope and objectives of this project was held at the Old Royal Naval College, Greenwich on 25 May 2005. The event brought together academics, consultants and representatives from government departments and agencies across the UK as well as those who work locally in planning, regeneration and as WHS coordinators, and was ably facilitated by Dr Gill Chitty from the Council for British Archaeology.

Following positive feedback from the workshop participants, three strands to the project

Ouro Preto, Brazil, a historic gold-mining town inscribed as a WHS in 1980: the same market economy as the UK's, but belonging to a different local community.



© Sue Millar

have been identified, each with their own timescale. In autumn 2005 ICOMOS UK set up a Project Steering Group. Its first task will be to review an outline research proposal for the first strand – to define a suite of core World Heritage status indicators – and to consider funding options. Second, group members will consider establishing a multi-disciplinary consortium to undertake in-depth longitudinal research. Finally, the group will be asked encourage the take-up of PhD studentships. The first appointment has been made at Glasgow Caledonian University Business School.

If you are interested in becoming involved in this initiative please contact ICOMOS UK administrator: rikkeosterlund@icomos-uk.org

Sue Millar

Chair, ICOMOS UK Cultural Tourism Committee

REFERENCE

Netherlands National Commission 2003. 'Linking Universal and Local Values: Managing a Sustainable Future for World Heritage', conference organised by the Netherlands National Commission for UNESCO, in collaboration with the Netherlands Ministry of Education, Culture and Science, 22–4 May 2003

The UK Tentative List

World Heritage Sites are about the recognition of values. Before inscription, sites must pass through at least two evaluation processes: inclusion on a national Tentative List (the list of sites which a state party considers nominating over a five- to ten-year period) and actual nomination. What a country puts on its Tentative List reflects its perception of what its values in terms of the World Heritage Convention. The UK has so far submitted two Tentative Lists – in 1986 and 1999.

The 1986 Tentative List included sites such as Stonehenge and Avebury, the Tower of London, Westminster Palace and Abbey, Ironbridge Gorge and Durham Castle and Cathedral. Many of these early sites reflect a very traditional monumental approach.

The 1999 Tentative List shows a shift of values towards industrial landscapes (eg Blaenavon, Saltaire), sites of more scientific interest (eg Royal Botanic Gardens, Kew) and natural sites (the Jurassic Coast). The proposals for inclusion in the list were assembled by experts from Scotland, Wales and Northern Ireland; English Heritage was asked to give advice on English sites and those from the Overseas Territories and Crown Dependencies. Twenty-five sites were published on the list in 1999, of which eight have now been inscribed.



© Adam Sharpe/ Cornwall County Council

The only sites that can be nominated by the UK government for inscription as WHSs are those on the Tentative List. Following recent decisions by the World Heritage Committee, the UK, in effect, can nominate only one site per year for consideration or reconsideration. This has resulted in a considerable elongation of the likely timetable for those sites still on the Tentative List, all of which now have to produce detailed nomination or justification documents and accompanying management plans. Nomination dossiers are themselves a further definition of the potential outstanding universal value of a site, based on a thorough understanding of all its aspects. They require in-depth consideration of authenticity, integrity and the 'outstanding universal value' of the proposed site as well as detailed plans on how it is to be managed, respected and conserved. Their preparation should involve all the relevant stakeholders, who should be committed to the process and the eventual obligations of World Heritage status. The submitted documents are carefully evaluated before a decision is taken by the World Heritage Committee.

In addition to the sites on the Tentative List, there are others that aspire to WHS status but are faced with long delays as the sites on the 1999 list have to be put forward for consideration first. Their relative importance may have changed as a result of new research or discoveries since the 1999 list was published. The government recognises that the current situation is unsatisfactory and is likely to instigate a review of the Tentative List at some point over the next two years.

Sue Cole

Senior Policy Officer, World Heritage and International Policy Team, English Heritage

Wheal Edward and Botallack mines, West Penwith, Cornwall. The Cornwall and West Devon Mining Landscape has been chosen as the UK's 2005 nomination for inscription as a World Heritage Site.

Values in conservation

The role of values in conservation can be contentious, but it is an issue that is increasingly difficult to ignore. In 1997 the Getty Conservation Trust launched an important project to explore the values and benefits of conservation. The first phase of the project culminated in the influential report *Values and Heritage Conservation* (2000).

But almost immediately the question of *whose* values arises, so a follow-up project set out to explore just that (www.getty.edu/conservation/field_projects/values). The Getty Conservation Institute brought the Australian Heritage Commission, English Heritage, Parks Canada and the US National Park Service together in a pioneering project to look at values in the management of four controversial sites (de la Torre *et al* 2005).

Port Arthur in Tasmania was a penal colony and has a difficult past; a recent tragedy there created another complex set of values. Hadrian's Wall is a WHS with hundreds of owners, many with little or no interest in heritage; Grosse Île was a Canadian quarantine station that embodies both the story of emigration to Canada and the Irish diaspora. Chaco

Canyon in New Mexico was first protected for its archaeological values, but has strong resonance for Pueblo and Navajo groups and, more recently, 'New Agers'. At each site, values were contested, which in turn made management difficult. How best should the tragedy at Port Arthur be commemorated? Why should the multiple owners care about Hadrian's Wall? What weight should be given to different stories at Grosse Île? How could views of New-Age communities be reconciled with native American sensibilities? All these issues depend upon how value is defined and prioritised.

The project analysed management plans for each site, looking at what values were identified and how they influenced decisions. More than anything the project showed that all heritage management is a matter of reconciling competing values, whether those result from economic pressures, political debates, different cultures or deep distress. While sites may be designated or protected for one set of values (perhaps national or international), their day-to-day management invariably involves working with a much wider range of social and community values.

One of the participants described this project as 'pedagogical gold'; it is rare that site managers and management are open to scrutiny in this way. Speaking as one of the people who took part in the project, I found it both a luxury to be able to analyse conservation in this way, and a privilege to learn from the many people we interviewed. Yet if, as heritage managers, we care for sites on behalf of the public, it is vital to do this kind of work.

For some, the debate around significance is best left alone; for others it lies at the heart of every conservation decision, and how values are articulated is the central question for conservation. Certainly the UK government's new interest in public value means that this argument will not go away. The Getty Conservation Institute is to be commended for a groundbreaking project.

Kate Clark

Deputy Director, Policy and Research, Heritage Lottery Fund

REFERENCE

de La Torre, M, MacLean, M G H, Mason, R and Myers, D 2005. *Heritage Values in Site Management: Four Case Studies*. Los Angeles: Getty Conservation Institute.

The Grosse Île Irish Memorial commemorates Grosse Île's role from 1832 to 1937 as a quarantine station for the Port of Quebec, long the main point of arrival for immigrants coming to Canada.



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