

**ENGLISH HERITAGE
POLICY STATEMENT
ON
RESTORATION, RECONSTRUCTION, AND SPECULATIVE RECREATION
OF
ARCHAEOLOGICAL SITES INCLUDING RUINS**

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February 2001

Introduction, Scope and Definitions

- 1 The aim of conserving the historic environment is to hand on to future generations what we value. Conservation involves many activities – maintenance, repair, use, access and interpretation. In some instances, conservation can also involve restoration, reconstruction or replication of historic fabric, usually as part of a programme of public interpretation. Unfortunately, such work also has the potential to damage places. Therefore, international and national guidance is that restoration or reconstruction of historic buildings and ruins should be approached cautiously and never carried out on a speculative basis.
- 2 This Policy Statement provides advice on how this general guidance should be applied to archaeological sites including ruins. It is intended primarily for those sites managed for public access or conserved as archaeological ruins. It is not intended to provide advice for the treatment of buildings in beneficial use (though it may apply to proposals for conversion of ruins to such use), for historic gardens and designed landscapes. Special consideration will also need to be given to buildings ruined by contemporary disasters such as fires
- 3 Industrial archaeological sites may also require special consideration, particularly with regard to the repair or restoration of machinery. Very often, much of the significance of the site may lie in the fact that the machinery is still capable of use. These guidelines should not be interpreted to prevent the restoration or reconstruction of machinery whose continued use is an integral part of the site's significance. The restoration, reconstruction or speculative recreation of machinery which was part of the original concept of the site but has subsequently been removed is a different matter. Proposals for this will be considered in the terms of this policy.
- 4 The advice in this Statement is intended to amplify and reinforce the well established criteria set out in *PPG15, Planning and the Historic Environment* and *PPG16, Archaeology and Planning*. It will be applied by English Heritage in its own work and is commended to others for adoption as best practice.
- 5 In this Statement, the following definitions have been used:

Restoration means returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material¹

Reconstruction means returning a place to a known earlier state and is distinguished from **restoration** by the introduction of new material into the fabric²

Re-creation means speculative creation of a presumed earlier state on the basis of surviving evidence from that place and other sites and on deductions drawn from that evidence, using new materials

Replication means the construction of a copy of a structure or building, usually on

¹ *The Burra Charter* (ICOMOS Australia, 1999) Article 1.7

² *The Burra Charter* (ICOMOS Australia, 1999) Article 1.8

another site or nearby.

International Policy Background

- 6 Expert international opinion has been summarised in the Venice Charter (1964) (Annex 1), the ICOMOS Lausanne Charter for Archaeological Heritage Management (1990) (Annex 2), and most recently the Riga Charter (Annex 3).
- 7 The Venice Charter (Articles 9 - 13) adopts a cautious approach to restoration, saying that it must stop at the point that conjecture begins. In Article 15, restoration of archaeological sites is ruled out except for the re-assembly of existing but dismembered parts of the site (anastylosis).
- 8 The Lausanne Charter for Archaeological Heritage Management (Article 7) recognises the uses of reconstructions for experimental research and interpretation. It says that reconstruction '*should, however, be carried out with great caution, so as to avoid disturbing any surviving archaeological evidence, and they should take account of evidence from all sources in order to achieve authenticity. Where possible and appropriate, reconstructions should not be built immediately on the archaeological remains, and should be identifiable as such*'.
- 9 Most recently, a regional meeting in Eastern Europe has agreed the Riga Charter (2000) which has wider application (Annex 3). The Charter re-establishes the presumption against reconstruction except in very special circumstances and reiterates that it must in no way be speculative
- 10 Such Charters are of course for guidance only, but do represent the common views of the relevant professions at a particular point in time. These three charters, produced over a period of nearly 40 years demonstrate a consistent presumption against speculative recreation of the cultural heritage.
- 11 International Conventions are binding treaties once ratified by the state concerned, but contain little reference to reconstruction. The UNESCO World Heritage Convention of 1972, ratified by the UK in 1984, does not itself mention restoration, but its **Operational Guidelines for the Implementation of the World Heritage Convention**, UNESCO 1998, stress that World Heritage Sites must:
meet the test of authenticity in design, material, workmanship or setting and in the case of cultural landscapes their distinctive character and components (the Committee stressed that reconstruction is only acceptable if it is carried out on the basis of complete and detailed documentation of the original and to no extent on conjecture). (para 24(b)(I)).
- 12 The World Heritage Committee has decided to follow the Nara Declaration on Authenticity (Annex 4) in assessing whether or not sites with which it deals retain their authenticity. Effectively the Declaration says that authenticity must be judged within the context of the particular cultural area and tradition of the world within which the site concerned is located. There is a strong European tradition placing a high worth on the conservation of the original fabric or structure as evidence of past human activity which should be conserved for future generations.

English Policy Background

- 13 There is a strong presumption against restoration in British building conservation practice, based on the influential writings of William Morris and John Ruskin. The presumption in UK guidance on the treatment of historic buildings and ruins is that restoration or reconstruction is something that should be approached cautiously and never carried out on a speculative basis. This is summarised in official guidance such as PPG 15 (Annex C, paras C5 - C6), the British Standard on The principles of the conservation of historic buildings (BS7913: (1998); paras 6.2.4 (e), 7.3.2.1-3), and in English Heritage's own publications (e.g. Brereton, Principles of Repair, pp 5-6) (see Annex 5 of the Draft Guidelines). General guidance and policy therefore is that speculative reconstruction is wrong because it may damage original fabric and may affect authenticity.
- 14 In practice, each case has been approached on its merits within these general guidelines and judgement has been based on a wide variety of factors. These include the impact of the proposal on the significance of the site including its fabric and appearance, the academic basis for what is proposed and whether what is proposed is reversible.
- 15 In addition to the effect of what is proposed on the integrity of the site or structure itself, any proposals also have to be considered, as with any other proposed development, in terms of their impact on the local environment and how they meet agreed planning policies contained within Local Plans and other guidance.
- 16 These general principles hold good for both buildings in use and for ruins and archaeological sites. Restorations or reconstructions of ruins and archaeological sites are more problematic than those of buildings in use, because less evidence survives and the potential for speculative work is higher. Reconstruction can also frequently be more destructive of significant fabric or structures. There can also be more pressure for recreations of structures or parts of structures.

Current Practice on Restoration, Reconstruction and Recreation on archaeological sites, including ruins

- 17 In England, there is a strong presumption in favour of the preservation of nationally important archaeological sites and their settings, set out most clearly in PPG16. Any intervention on an archaeological site, including ruins, has the potential to change character and substance. Excavation removes deposits which cannot be replaced, and even the repair of masonry or other structures inevitably introduces changes. In order to minimise such changes and preserve the fabric, evidential quality and character of each site as far as possible, English Heritage policy is to carry out the minimum conservation work necessary for the long term survival and, where possible, display of a site. Any decisions on what should be done to a site must be derived from a thorough understanding of that site and its significance and values.
- 18 Preservation of the surviving fabric and archaeological deposits is fundamental because such fabric is, in effect a historical document which should be capable of re-appraisal by future scholars. Such preservation is an essential part of maintaining the authenticity and integrity of such sites

- 19 Substantial interventions can mislead future generations in the matter of original form and appearance of monuments (by its nature any restoration, reconstruction or replication is only as good as the extent of knowledge at the time it was built and can quickly become out-dated). There is also the potential damage that substantial reconstruction or recreation might do to the original fabric. For these reasons even valid additions to a monument must be 'reversible' so that the original fabric is available for reassessment.
- 20 The removal of later 'accretions' or changes to a site can damage a place either through the loss of historical information about how that place was constructed, used or altered through time (perhaps in association with significant events or people), or through loss of its aesthetic qualities.
- 21 Buried archaeological remains may also be damaged through excavation and subsequent exposure to weathering and to potential damage through vegetation growth. Once exposed, archaeological remains generate a long term requirement for regular maintenance.
- 22 This is not to say that nothing can or should be done which adds to the surviving remains. The treatment of ancient monuments over the past century has allowed the replacement of fallen details, the reconstruction of certain elements for which there can be no doubt, reformation of earthworks in some instances and the occasional restoration or reconstruction of some elements of a building in order to give structural stability to the whole. Examples of this approach can be seen on various sites and it has been used for masonry, timber and earthwork features.
- 23 Limited reinstatement of masonry has normally been carried out for structural reasons. Elsewhere, the heightening of low walls has been related to health and safety or to create a sacrificial layer which can protect historical masonry from weathering. .
- 24 Quite substantial restoration and reconstruction of timber buildings for display has been carried out on the basis of surviving evidence. The reasons have been the better conservation of the surviving fabric and the improved understanding of the building that results from greater clarity of its form and structure. The necessary works were preceded by exhaustive analysis of the buildings which provided the basis for the work.
- 25 Like any other type of site, earthworks are subject to decay and damage. A standard technique for repair of earthwork sites, damaged for example through cattle poaching, involves the restoration of turf and areas of lost fill.
- 26 As part of a programme of interpretation and display, defensive ditches may be excavated to their original profile or ramparts recreated. Again, such features once exposed, require long term maintenance.
- 27 English Heritage also recognises that it is desirable on some occasions to make additions to a site or to an individual structure within a site. This can be for repair needs (for example the reinstatement of a roof to protect the interior of a ruin or the reinstatement of a missing timber or stone in order to improve structural integrity).

- 28 Additions to a site may also be appropriate as part of a programme of development, such as the provision of visitor services or to bring it back into some other beneficial use. In such cases, restoration or reconstruction of elements of a site may be an appropriate design solution in some instances. In others, modern but sympathetic design may be a more suitable approach. As noted above (para 16), the decision on what course should be adopted will depend on an assessment of the values and significance of the site and what is the most appropriate solution to protect them.
- 29 In certain exceptional cases, very strong arguments are made for the recreation of buildings or structures. Such arguments normally relate not to repair needs of the site but to the development of the site for education or tourism, or to generate revenue. The case for re-creation can also be argued on the basis of the knowledge it will bring about how a building was built or used. It is recognised that such full scale recreations can be powerful tools for interpretation, but this should not be achieved at the expense of original fabric or significance, or with the loss of the evidential quality of the site. A more acceptable approach in many cases may be recreation on a different site.

English Heritage Policy on restoration, reconstruction, and recreation on archaeological sites including ruins

- 30 **The conservation of an archaeological site may potentially involve an element of restoration or reconstruction as well as repair, alteration, use, management and interpretation. The aim of conservation is to retain the significance of the site and to avoid damage. Therefore, as in the case of any proposals for works to elements of the historic environment, the significance of what is affected must be properly understood before proposals can be formulated leading to decisions about the scope of alterations or repairs.**
- 31 **Within that overall need, English Heritage believes that its current approach to restoration and reconstruction as set out above is in accordance with international and national guidance and is wholly justified in terms of its duty to conserve the evidence of the historic environment. It will continue, therefore, to consider proposals for restoration or reconstruction as it has done in the past, and will judge each proposal on its merits and within an overall assessment of how the works proposed will impact on the significance of the site concerned.**
- 32 **Significance involves a detailed understanding of the historic fabric of the site and how it has changed through time, and then an assessment of the values – both historic and contemporary – ascribed to that fabric. Significance may lie both in the earliest phase of the site, and in any changes to it. If the site has been deliberately ruined in the past, this may be an important factor of the site’s significance as may its previous history of repair and conservation. Any assessment of significance should be based on an appropriate programme of conservation-based research, analysis and investigation.**
- 33 **In order to establish whether or not a proposal for repair, restoration or recreation is appropriate, it will then be necessary to assess the impacts of any proposals on the significance of the site and to establish whether any damage can be mitigated. Proposals which damage the significance of the site – and where that damage cannot be mitigated through careful design or the consideration of**

alternative solutions - are not likely to be acceptable.

- 34 If proposals for restoration or reconstruction are intended in whole or in part to improve a site's interpretation, it is essential to consider whether the same result can be achieved by other means.**
- 35 It is also important that those proposing such works assess the long term requirement and cost of maintenance, and can demonstrate that such work can be sustained economically**
- 36 English Heritage will in no case support proposals for speculative recreation. Nor will English Heritage support proposals which destroy, or damage significant original fabric or archaeological deposits.**
- 37 Any proposals for restoration or reconstruction must be acceptable in terms of their impact not only upon the site itself but also on its setting. They must therefore be acceptable also in the context of the local planning authority's development plan.**

Criteria for assessing proposals for restoration or reconstruction

- 38** Subsequent paragraphs set out more detailed criteria and the information which will be required by English Heritage in order to come to a view on the acceptability or otherwise of particular proposals. The amount of information and detail required will obviously vary according to the nature of what is proposed.
- 39** Early consultation of English Heritage is advisable since this may prevent abortive work in working up a full proposal. Early consultation of the local planning authority and County Archaeologist is also advisable. If proposals are likely to affect nationally important habitats (such as Sites of Special Scientific Interest) and/or species (particularly bats), the local office of English Nature should also be consulted at an early stage.
- 40** Proposals for restoration, reconstruction or recreation should retain the significance of the site.
- 41** Proposals must be based on a full understanding of the fabric of a site – including buried and above ground structures, as well as landscape, ecology, planting and habitats, and an assessment of how that fabric is significant. The assessment of significance should address archaeological potential and importance, as well as aesthetic, landscape, natural, community, spiritual and other values. This list is not exhaustive.
- 42** Proposals for restoration or reconstruction should be framed within an overall conservation strategy for the site showing how they will contribute to retaining the site's significance. In all but the most minor cases there will need to be an agreed Conservation Plan or Conservation Statement for the site based on a full understanding and analysis of its significance and ways in which all its values are vulnerable.
- 43** Proposals must not damage the original fabric or archaeological context of the site since these should be available for future study. Their implementation should not

adversely affect archaeological contexts elsewhere including stratified deposits below ground as well as visible structures above it. Nor should they adversely affect the setting or appearance of the site, or other non-archaeological values (eg wildlife habitat and associated species).

- 44 Proposals must not be hypothetical or speculative but based on the best available evidence, which must be sufficient in terms of quality and quantity to justify the detailed design of the scheme.
- 45 Proposals must be reversible so that they can be removed if they are subsequently shown to be wrong.
- 46 It should be demonstrated that the future maintenance and repair of any works proposed is economically sustainable
- 47 Any restoration or reconstruction should be clearly distinguishable from original fabric, whilst still being visually acceptable; the grounds for restoration or reconstruction should be clearly explained to visitors.
- 48 Proposals must be acceptable in terms of policies contained in the relevant Local Plan or similar guidance.

Information required by English Heritage

- 49 In order to judge whether the proposals meet the criteria set out above, English Heritage will need information under the following headings. Early consultation with English Heritage, before the scheme is developed, may be helpful in determining how much information is required in support of a particular proposal
 - i An understanding of the site, which includes a description of the site and statement of its significance, an analysis of how that significance is vulnerable and a set of policies for the future management, use and repair of the site. In all but the most minor cases, this should be in the form of a Conservation Statement or Conservation Plan; it should be accompanied by a set of overall management objectives and proposals.
 - ii If the proposals are likely to have a significant impact on surviving fabric or be contentious, it may be useful to use the Conservation Plan or Statement to undertake an initial options appraisal to select the least damaging option, before working up detailed designs. Early discussions with English Heritage or the local planning authority should be carried out at this stage.
 - iii Once the least damaging option has been selected, more detailed survey and analysis of the fabric which will be affected by the proposals should be prepared. More detail on what is required is contained in Annex 6.
 - iv assessment of the impact of the proposal on the archaeology and the historic fabric of the site in the form of a table, which identifies the proposals, the significance of the fabric affected, the impact of the new work, and any mitigation measures identified. This should include an assessment of the impact of the proposal on the setting of the site and on any non-

archaeological value, including wildlife habitats and associated species, together with proposals for any necessary mitigation measures; as well assessment of the impact of the proposal in terms of Local Plan policies or similar guidance

- v identification and assessment of anachronistic features proposed as part of the work as a consequence of current legislation or building practice
 - vi Where an otherwise beneficial scheme may cause minor losses of fabric, a full archaeological mitigation strategy will be required, including detailed description of the methods to be used to record features that will be lost.
 - vii full analysis of the proposal against available evidence from the site concerned and elsewhere. Although evidence from elsewhere can be useful, greater weight should be attached to the information available at the site where the reconstruction is proposed;
 - viii A justification for the work, in terms of an analysis of the long-term benefits of the proposals, which should relate to the defined values of the site and should identify both direct benefits to the site as well as other wider benefits and an assessment of the research benefits of the proposals, both during planning and execution and subsequently during the life of the reconstruction;
 - ix assessment of educational and interpretational gain;
 - x assessment of the extent to which the identified benefits of the proposals could be achieved either by reconstruction alongside or near to the original, or through other forms of interpretation and representation of the original structure as it might once have been
 - xi full financial assessment of the proposal and its long-term impact on the site's future maintenance and viability;
 - xi feasibility study of the practicality of what is proposed.
- 50 In each case, English Heritage's advice or decision will be based on an assessment of the impact of the proposals on the overall significance of the site as well as directly on its archaeological content.

ANNEX 1

THE VENICE CHARTER

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.

It is essential that the principles guiding the preservation and restoration of ancient buildings should be agreed and be laid down on an international basis, with each country being responsible for applying the plan within the framework of its own culture and traditions.

By defining these basic principles for the first time, the Athens Charter of 1931 contributed towards the development of an extensive international movement which has assumed concrete form in national documents, in the work of ICOM and UNESCO and in the establishment by the latter of the International Centre for the Study of the Preservation and the Restoration of Cultural Property. Increasing awareness and critical study have been brought to bear on problems which have continually become more complex and varied; now the time has come to examine the Charter afresh in order to make a thorough study of the principles involved and to enlarge its scope in a new document.

Accordingly, the IInd International Congress of Architects and Technicians of Historic Monuments which met in Venice from May 25th to 31st 1964, approved the following text:

DEFINITIONS

Article 1: The concept of an historic monument embraces not only the single architectural work but also the urban or rural setting in which is found the evidence of a particular civilisation, a significant development or an historic event. This applies not only to great works of art but also to more modest works of the past which have acquired cultural significance with the passing of time.

Article 2: The conservation and restoration of monuments must have recourse to all the sciences and techniques which can contribute to the study and safeguarding of the architectural heritage.

AIM

Article 3: The intention in conserving and restoring monuments is to safeguard them no less as works of art than as historical evidence.

CONSERVATION

Article 4: It is essential to the conservation of monuments that they be maintained on a permanent basis.

- Article 5:** The conservation of monuments is always facilitated by making use of them for some socially useful purpose. Such use is therefore desirable but it must not change the lay-out or decoration of the building. It is within these limits only that modifications demanded by a change of function should be envisaged and may be permitted.
- Article 6:** The conservation of a monument implies preserving a setting which is not out of scale. Wherever the traditional setting exists, it must be kept. No new construction, demolition or modification which would alter the relations of mass and colour must be allowed.
- Article 7:** A monument is inseparable from the history to which it bears witness and from the setting in which it occurs. The moving of all or part of a monument cannot be allowed except where the safeguarding of that monument demands it or where it is justified by national or international interests of paramount importance.
- Article 8:** Items of sculpture, painting or decoration which form an integral part of a monument may only be removed from it if this is the sole means of ensuring their preservation.

RESTORATION

- Article 9:** The process of restoration is a highly specialised operation. Its aim is to preserve and reveal the aesthetic and historic value of the monument and is based on respect for original material and authentic documents. It must stop at the point where conjecture begins, and in this case moreover any extra work which is indispensable must be distinct from the architectural composition and must bear a contemporary stamp. The restoration in any case must be preceded and followed by an archaeological and historical study of the monument.
- Article 10:** Where traditional techniques prove inadequate, the consolidation of a monument can be achieved by the use of any modern technique for conservation and construction, the efficacy of which has been shown by scientific data and proved by experience.
- Article 11:** The valid contributions of all periods to the building of a monument must be respected, since unity of style is not the aim of a restoration. When a building includes the superimposed work of different periods, the revealing of the underlying state can only be justified in exceptional circumstances and when what is removed is of little interest and the material which is brought to light is of great historical, archaeological or aesthetic value, and its state of preservation good enough to justify the action. Evaluation of the importance of the elements involved and the decision as to what may be destroyed cannot rest solely on the individual in charge of the work.
- Article 12:** Replacements of missing parts must integrate harmoniously with the whole, but at the same time must be distinguishable from the original so that restoration does not falsify the artistic or historic evidence.
- Article 13:** Additions cannot be allowed except in so far as they do not detract from the

interesting parts of the building, its traditional setting, the balance of its composition and its relation with its surroundings.

HISTORIC SITES

Article 14: The sites of monuments must be the object of special care in order to safeguard their integrity and ensure that they are cleared and presented in a seemly manner. The work of conservation and restoration carried out in such places should be inspired by the principles set forth in the foregoing articles.

EXCAVATIONS

Article 15: Excavations should be carried out in accordance with scientific standards and the recommendation defining international principles to be applied in the case of archaeological excavation adopted by UNESCO in 1956.

Ruins must be maintained and measures necessary for the permanent conservation and protection of architectural features and of objects discovered must be taken. Furthermore, every means must be taken to facilitate the understanding of the monument and to reveal it without ever distorting its meaning.

All reconstruction work should however be ruled out *a priori*. Only anastylosis, that is to say, the reassembling of existing but dismembered parts can be permitted. The material used for integration should always be recognisable and its use should be the least that will ensure the conservation of a monument and the reinstatement of its form.

PUBLICATION

Article 16: In all works of preservation, restoration or excavation, these should always be precise documentation in the form of analytical and critical reports, illustrated with drawings and photographs.

Every stage of the work of clearing, consolidation, rearrangement and integration, as well as technical and formal features identified during the course of the work, should be included. This record should be placed in the archives of a public institution and made available to research workers. It is recommended that the report should be published.

THE LAUSANNE CHARTER

INTERNATIONAL CHARTER FOR ARCHAEOLOGICAL HERITAGE MANAGEMENT

INTRODUCTION

It is widely recognized that a knowledge and understanding of the origins and development of human societies is of fundamental importance to humanity in identifying its cultural and social roots.

The archaeological heritage constitutes the basic record of past human activities. Its protection and proper management is therefore essential to enable archaeologists and other scholars to study and interpret it on behalf of and for the benefit of present and future generations.

The protection of this heritage cannot be based upon the application of archaeological techniques alone. It requires a wider basis of professional and scientific knowledge and skills. Some elements of the archaeological heritage are components of architectural structures and in such cases must be protected in accordance with the criteria for the protection of such structures laid down in the 1966 Venice Charter on the Conservation and Restoration of Monuments and Sites. Other elements of the archaeological heritage constitute part of the living traditions of indigenous peoples, and for such sites and monuments the participation of local cultural groups is essential for their protection and preservation.

For these and other reasons the protection of the archaeological heritage must be based upon effective collaboration between professionals from many disciplines. It also requires the cooperation of government authorities, academic researchers, private or public enterprise, and the general public. This Charter therefore lays down principles relating to the different aspects of archaeological heritage management. These include the responsibilities of public authorities and legislators, principles relating to the professional performance of the processes of inventorization, survey, excavation, documentation, research, maintenance, conservation, preservation, reconstruction, information, presentation, public access and use of the heritage and the qualification of professionals involved in the protection of the archaeological heritage.

The charter has been inspired by the success of the Venice Charter as guidelines and source of ideas for policies and practice of governments as well as scholars and professionals.

The charter has to reflect very basic principles and guidelines with global validity. For this reason it cannot take into account the specific problems and possibilities of regions or countries. The charter should therefore be supplemented at regional and national level by further principles and guidelines for these needs.

Article 1 Definition and introduction

The 'archaeological heritage' is that part of the material heritage in respect of which archaeological methods provide primary information. It comprises all vestiges of human

existence and consists of places relating to all manifestations of human activity, abandoned structures, and remains of all kinds (including subterranean and underwater sites), together with all the portable cultural material associated with them.

Article 2 Integrated protection policies

The archaeological heritage is a fragile and non-renewable cultural resource. Land use must therefore be controlled and developed in order to minimize the destruction of the archaeological heritage.

Policies for the protection of the archaeological heritage should constitute an integral component of policies relating to land use, development, and planning as well as of cultural environmental and educational policies. **The policies for the protection of the archaeological heritage should be kept under continual review, so that they stay up to date.** The creation of archaeological reserves should form part of such policies.

The protection of the archaeological heritage should be integrated into planning policies at international, national, regional and local level.

Active participation by the general public must form part of policies for the protection of the archaeological heritage. This is essential where the heritage of indigenous peoples is involved. Participation must be based upon access to the knowledge necessary for decision-making. The provision of information to the general public is therefore an important element in integrated protection.

Article 3 Legislation and economy

The protection of the archaeological heritage should be considered as a moral obligation upon all human beings; it is also a collective public responsibility. This obligation must be acknowledged through relevant legislation and the provision of adequate funds for the supporting programmes necessary for effective heritage management.

The archaeological heritage is common to all human society and it should therefore be the duty of every country to ensure that adequate funds are available for its protection.

Legislation should afford protection to the archaeological heritage that is appropriate to the needs, history, and traditions of each country and region, providing for in situ protection and research needs.

Legislation should be based on the concept of the archaeological heritage as the heritage of all humanity and of groups of peoples, and not restricted to any individual person or nation.

Legislation should forbid the destruction, degradation or alteration through changes of any archaeological site or monument or to their surroundings without the consent of the relevant archaeological authority.

Legislation should in principle require full archaeological investigation and documentation in cases where the destruction of the archaeological heritage is authorized.

Legislation should require, and make provision for, the proper maintenance, **management** and conservation of the archaeological heritage.

Adequate legal sanctions should be prescribed in respect of violations of archaeological heritage legislation.

If legislation affords protection only to those elements of the archaeological heritage which are registered in a selective statutory inventory, provision should be made for the temporary protection of unprotected or newly discovered sites and monuments until an archaeological evaluation can be carried out.

Development projects constitute one of the greatest physical threats to the archaeological heritage. A duty for developers to ensure that archaeological heritage impact studies are carried out before development schemes are implemented, should therefore be embodied in appropriate legislation, with a stipulation that the costs of such studies are to be included in project costs. The principle should also be established in legislation that development schemes should be designed in such a way as to minimize impact upon archaeological heritage.

Article 4 Survey

The protection of the archaeological heritage must be based upon the fullest possible knowledge of its extent and nature. General survey of archaeological resource is therefore an essential working tool in developing strategies for the protection of the archaeological heritage. Consequently archaeological survey should be a basic obligation in the protection and management of the archaeological heritage.

At the same time, inventories constitute primary resource databases for scientific study and research. The compilation of inventories should therefore be regarded as a continuous, dynamic process. It follows that inventories should comprise information at various levels of significance and reliability, since even superficial knowledge can form the starting point for protectional measures.

Article 5 Investigation

Archaeological knowledge is based principally on the scientific investigation of the archaeological heritage. Such investigation embraces the whole range of methods from non-destructive techniques through sampling to total excavation.

It must be an over-riding principle that the gathering of information about the archaeological heritage should not destroy any more archaeological evidence than is necessary for the protectional or scientific objectives of the investigation. Non-destructive techniques, aerial and ground survey, and sampling should therefore be encouraged wherever possible, in preference to total excavation.

As excavation always implies the necessity of making a selection of evidence to be documented and preserved at the cost of losing other information and possibly even the total destruction of the monument, a decision to excavate should only be taken after thorough consideration.

Excavation should be carried out on sites and monuments threatened by development, land-use change, lotting, or natural deterioration.

In exceptional cases, unthreatened sites may be excavated to elucidate research problems or to

interpret them more effectively for the purpose of presenting them to the public. In such cases excavation must be preceded by thorough scientific evaluation of the significance of the site. Excavation should be partial, leaving a portion undisturbed for future research.

A report conforming to an agreed standard should be made available to the scientific community and should be incorporated in the relevant inventory within a reasonable period after the conclusion of the excavation.

Excavations should be conducted in accordance with the principles embodied in the 1956 UNESCO Recommendations on International Principles Applicable to Archaeological Excavations and with agreed international and national professional standards.

Article 6 Maintenance and conservation

The overall objective of archaeological heritage management should be the preservation of monuments and sites in situ **including proper long term conservation and curation of all related records and collections etc.** Any transfer of elements of the heritage to new locations represents a violation of the principle of preserving the heritage in its original context. This principle stresses the need for proper maintenance, conservation and management. It also asserts the principle that archaeological heritage should not be exposed by excavation or left exposed after excavation if provision for its proper maintenance and management after excavation cannot be guaranteed.

Local commitment and participation should be actively sought and encouraged as a means of promoting the maintenance of the archaeological heritage. This principle is especially important when dealing with the heritage of indigenous peoples or local cultural groups. In some cases it may be appropriate to entrust responsibility for the protection and management of sites and monuments to indigenous peoples.

Owing to the inevitable limitations of available resources, active maintenance will have to be carried out on a selective basis. It should therefore be applied to a sample of the diversity of sites and monuments, based upon a scientific assessment of their significance and representative character, and not confined to the more notable and visually attractive monuments.

The relevant principles of the 1956 UNESCO Recommendations should be applied in respect of the maintenance and conservation of the archaeological heritage.

Article 7 Presentation, information, reconstruction

The presentation of the archaeological heritage to the general public is an essential method of promoting an understanding of the origins and development of modern societies. At the same time it is the most important means of promoting an understanding of the need for its protection.

Presentation and information should be conceived as a popular interpretation of the current state of knowledge, and it must therefore be revised frequently. It should take account of the multi-faceted approaches to an understanding of the past.

Reconstructions serve two important functions: experimental research and interpretation. They should, however, be carried out with great caution, so as to avoid disturbing any

surviving archaeological evidence, and they should take account of evidence from all sources in order to achieve authenticity. Where possible and appropriate, reconstructions should not be built immediately on the archaeological remains, and should be identifiable as such.

Article 8 Professional qualifications

High academic standards in many different disciplines are essential in the management of the archaeological heritage. The training of an adequate number of qualified professionals in the relevant fields of expertise should therefore be an important objective for the educational policies in every country. The need to develop expertise in certain highly specialised fields calls for international cooperation. Standards of professional training and professional conduct should be established and maintained.

The objective of academic archaeological training should take account of the shift in conservation policies from excavation to in situ preservation. It should also take into account the fact that the study of the history of indigenous peoples is an important in preserving and understanding the archaeological heritage as the study of outstanding monuments and sites.

The protection of the archaeological heritage is a process of continuous dynamic development. Time should therefore be made available to professionals working in this field to enable them to update their knowledge. Postgraduate training programmes should be developed with special emphasis on the protection and management of the archaeological heritage.

Article 9 International cooperation

The archaeological heritage is the common heritage of all humanity. International cooperation is therefore essential in developing and maintaining standards in its management.

There is an urgent need to create international mechanisms for the exchange of information and experience among professionals dealing with archaeological heritage management. This requires the organisation of conferences, seminars, workshops etc on global as well as regional level, and the establishment of regional centres for postgraduate studies. ICOMOS, through its specialised groups, should promote this aspect in its medium and long term planning.

International exchanges of professional staff should also be developed as a means of raising standards of archaeological heritage management.

Technical assistance programmes in the field of archaeological heritage management should be developed under the auspices of ICOMOS.

THE RIGA CHARTER

ON AUTHENTICITY AND HISTORICAL RECONSTRUCTION IN RELATIONSHIP TO CULTURAL HERITAGE

We, the delegations of Estonia, Latvia, Lithuania, Belarus and Ukraine, together with colleagues from ICCROM, Canada, the United States of America and the United Kingdom, assembled here in Riga, Latvia, from 23rd to 24th October, 2000, for the Regional Conference on *Authenticity and Historical Reconstruction in Relationship to Cultural Heritage*, initiated by ICCROM, at the invitation of the Latvian National Commission for UNESCO and the State Inspection for Heritage Protection of Latvia, in co-operation with the World Heritage Committee, and the Cultural Capital Foundation of Latvia,

recognising

that the body of international opinion as stated in the Venice Charter (1964) and other ICOMOS doctrinal texts including the Burra Charter (1979), the Florence Charter (1981), the Declaration of Dresden (1982), the Lausanne Charter (1990) and the Nara Document (1994), as well as, the UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage (1972) and the UNESCO Nairobi Recommendation (1976) establish a presumption against reconstruction³ of the cultural heritage⁴, and

excepting circumstances where reconstruction is necessary for the survival of the place; where a 'place' is incomplete through damage or alteration; where it recovers the cultural significance of a 'place'; or in response to tragic loss through disasters whether of natural or human origin,

providing always that reconstruction can be carried out without conjecture or compromising existing *in situ* remains, and that any reconstruction is legible, reversible, and the least necessary for the conservation and presentation of the site,

noting that particularly in countries which have recently regained their independence, issues of reconstruction and authenticity have become of particular concern, because of the large number of proposals now being planned and realised,

agree that

1. the value of cultural heritage is as evidence, tangible or intangible, of past human activity, and that intervention of any kind, even for safeguarding, inevitably affects that evidential quality, and so should be kept to the minimum necessary,
2. the maintenance and repair of cultural heritage should be the primary focus of current conservation work, recognising that each historical period has its own particular style⁵

³ *Reconstruction*: evocation, interpretation, restoration or replication of a previous form

⁴ *Cultural heritage*: monuments, groups of buildings and sites and landscapes of cultural value as defined in Article 1 of the UNESCO World Heritage Convention

⁵ *Style can be precisely identified by its morphological, aesthetic, economic and social aspects*

which does not replicate previously used formal vocabulary and means of expression,

3. the purpose of conservation⁶ (and/or reconstruction) is to maintain and reveal the significance of the cultural heritage,
4. authenticity is a measure of the degree to which the attributes of cultural heritage (including form and design, materials and substance, use and function, traditions and techniques, location and setting, and spirit and feeling, and other factors) credibly and accurately bear witness to their significance

believe that

5. replication of cultural heritage is in general a misrepresentation of evidence of the past, and that each architectural work should reflect the time of its own creation, in the belief that sympathetic new buildings can maintain the environmental context,

but that

6. **in exceptional circumstances**, reconstruction of cultural heritage, lost through disaster, whether of natural or human origin, may be acceptable,

when the monument concerned has outstanding artistic, symbolic or environmental (whether urban or rural) significance for regional history and cultures;

when used as an administrative measure to fight against purposeful destruction of cultural heritage

provided that

- appropriate survey and historical documentation is available (including iconographic, archival or material evidence);
- the reconstruction does not falsify the overall urban or landscape context; and
- existing significant historic fabric will not be damaged; and

providing always that the need for reconstruction has been established through full and open consultations among national and local authorities and the community concerned

and urge

- 7 all concerned governments and administrations to integrate this document and those which give it context into national and local policies and practices, and academic institutions to include it in their training programmes.

The Riga Charter was composed by the Scientific Committee organised for that purpose during the Riga meeting. The Committee was chaired by Janis Lejnieks (Latvia), and included Christopher Young, U.K., (who acted as Rapporteur), Gediminas Rutkauskas, Jonas Glemza, (Lithuania), Hain Toss (Estonia), Janis Krastins (Latvia), Vasily Chernik (Belarus), Evnika Liniova(Ukraine), Herb Stovel (ICCROM). The work of the Committee was based on written drafts submitted by Janis Krastins, Herb Stovel and Juris Dambis.

⁶ *Conservation*: all efforts designed to understand cultural heritage, know its history and meaning, ensure its material safeguard, and as required, its presentation, restoration and enhancement

THE NARA DOCUMENT ON AUTHENTICITY

Preamble

1. We, the experts assembled in Nara (Japan), wish to acknowledge the generous spirit and intellectual courage of the Japanese authorities in providing a timely forum in which we could challenge conventional thinking in the conservation field, and debate ways and means of broadening our horizons to bring greater respect for cultural and heritage diversity to conservation practice.
2. We also wish to acknowledge the value of the framework for discussion provided by the World Heritage Committee's desire to apply the test of authenticity in ways which accord full respect to the social and cultural values of all societies, in examining the outstanding universal value of cultural properties proposed for the World Heritage List.
3. The Nara Document on Authenticity is conceived in the spirit of the Charter of Venice, 1964, and builds on it and extends it in response to the expanding scope of cultural heritage concerns and interests in our contemporary world.
4. In a world that is increasingly subject to the forces of globalization and homogenization, and in a world in which the search for cultural identity is sometimes pursued through aggressive nationalism and the suppression of the cultures of minorities, the essential contribution made by the consideration of authenticity in conservation practice is to clarify and illuminate the collective memory of humanity.

Cultural Diversity and Heritage Diversity

5. The diversity of cultures and heritage in our world is an irreplaceable source of spiritual and intellectual richness for all humankind. The protection and enhancement of cultural and heritage diversity in our world should be actively promoted as an essential aspect of human development.
6. Cultural heritage diversity exists in time and space, and demands respect for other cultures and all aspects of their belief systems. In cases where cultural values appear to be in conflict, respect for cultural diversity demands acknowledgment of the legitimacy of the cultural values of all parties.
7. All cultures and societies are rooted in the particular forms and means of tangible and intangible expression which constitute their heritage, and these should be respected.
8. It is important to underline a fundamental principle of UNESCO, to the effect that the cultural heritage of each is the cultural heritage of all. Responsibility for cultural heritage and the management of it belongs, in the first place, to the cultural community that has generated it, and subsequently to that which cares for it. However, in addition to these responsibilities, adherence to the international charters and conventions developed for conservation of cultural heritage also obliges consideration of the principles and

responsibilities flowing from them. Balancing their own requirements with those of other cultural communities is, for each community, highly desirable, provided achieving this balance does not undermine their fundamental cultural values.

Values and authenticity

9. Conservation of cultural heritage in all its forms and historical periods is rooted in the values attributed to the heritage. Our ability to understand these values depends, in part, on the degree to which information sources about these values may be understood as credible or truthful. Knowledge and understanding of these sources of information, in relation to original and subsequent characteristics of the cultural heritage, and their meaning, is a requisite basis for assessing all aspects of authenticity.
10. Authenticity, considered in this way and affirmed in the Charter of Venice, appears as the essential qualifying factor concerning values. The understanding of authenticity plays a fundamental role in all scientific studies of the cultural heritage, in conservation and restoration planning, as well as within the inscription procedures used for the World Heritage Convention and other cultural heritage inventories.
11. All judgements about values attributed to cultural properties as well as the credibility of related information sources may differ from culture to culture, and even within the same culture. It is thus not possible to base judgements of values and authenticity within fixed criteria. On the contrary, the respect due to all cultures requires that heritage properties must be considered and judged within the cultural contexts to which they belong.
12. Therefore, it is of the highest importance and urgency that, within each culture, recognition be accorded to the specific nature of its heritage values and the credibility and truthfulness of related information sources.
13. Depending on the nature of the cultural heritage, its cultural context, and its evolution through time, authenticity judgements may be linked to the worth of a great variety of sources of information. Aspects of the sources may include form and design, materials and substance, use and function, traditions and techniques, location and setting, and spirit and feeling, and other internal and external factors. The use of these sources permits elaboration of the specific artistic, historic, social, and scientific dimensions of the cultural heritage being examined.

The Nara Document on Authenticity was drafted by the 45 participants at the Nara Conference on Authenticity in Relation to the World Heritage Convention, held at Nara, Japan, from 1-6 November 1994, at the invitation of the Agency for Cultural Affairs (Government of Japan) and the Nara Prefecture. The Agency organized the Nara Conference in cooperation with UNESCO, ICCROM and ICOMOS.

This final version of the Nara Document has been edited by the general rapporteurs of the Nara Conference, Mr. Raymond Lemaire and Mr. Herb Stovel.

ANNEX 5

ENGLISH POLICY GUIDANCE ON RECONSTRUCTION

1 **Planning Policy Guidance: Planning and the Historic Environment (PPG 15; DoE 1994)** Annex C, para C6

C.6 In general the wholesale reinstatement of lost, destroyed or superseded elements of a building or an interior is not appropriate, although where a building has largely retained the integrity of its design, the reinstatement of lost or destroyed elements of that design could be considered. In such cases there should always be adequate information confirming the detailed historical authenticity of the work proposed. Speculative reconstruction should be avoided, as should the reinstatement of features that were deliberately superseded by later historic additions.

2 **BS7913 (1998) Guide to the principles of the conservation of historic buildings**

Para 6.2.4 (e)

(e) Only on genuine structural or constructional grounds or where beauty clearly depends on formal design qualities which have been compromised by changes not themselves of significance merit, should restoration be considered.

Para 7.3.2.1 - 3

7.3.2 Restoration

7.3.2.1 The presumption against restoration

A presumption against restoration is a hallmark of the British approach to building conservation. Restoration can diminish:

- (a) the authenticity and thus the historic value of a building; and
- (b) the aesthetic value of a building especially one which depends for its interest more on its narrative or picturesque qualities and on the patina of age than on its formal qualities of design.

7.3.2.2 The case for restoration

A case for restoration can be made in certain circumstances, particularly in the case of younger buildings of formal, perhaps classical, design in which significant work is of a single period. The following factors support the case for restoration of a building as a whole, or part, or feature of it:

- (a) the existence of a lacuna or void in an otherwise complete or coherent design, whether of a house in a terrace, a wall in a house, a door in a wall, or a moulding on a door;
- (b) the absence or failure of significant secondary or later work which would have to be destroyed;
- (c) the existence of a known or proven design for the missing building, element, feature or detail; or
- (d) a functional, structural or constructional reason for the missing element.

7.3.2.3 **Controls and records in restoration work**

New work should be carefully matched and blended with the old in order to achieve an architectural whole, but it should not be the intention to deceive or to falsify the historical record as to the age or authenticity of any part of the work. As much old work as possible should be retained, and where it survives, even in the form of small or detached fragments, it should, if reasonably possible, be incorporated with the new, both for its authenticity and as a form of control. Substantial new or relocated work should be discreetly dated, separated from the old or otherwise made distinguishable to a discerning eye. Such identification should not, though, be visually distracting. Records of work done, and of the fabric before, during and after the work should be maintained, and properly deposited and stored.

C **Brereton Principles of Repair (English Heritage 1995) pp 5-6**

Restoration of lost features

Some elements of a building or monument which are important to its design, for example, balustrades, pinnacles, cornices, hoodmoulds, window tracery, and members of a timber frame or roof truss, may have been lost in the past. Where these are of structural significance, they will normally be replaced in the course of repair; but a programme of repair may also offer the opportunity for the reinstatement of missing non-structural elements, provided that sufficient evidence exists for accurate replacement, no loss of historic fabric occurs, and the necessary statutory consents are obtained in advance. Speculative reconstruction is hardly ever justified.

ANNEX 6

SUMMARY OF REQUIREMENTS FOR DOCUMENTATION

- 1 The necessary detailed survey and analysis of the fabric should normally take the form of a set of plans and elevations capable of resolution at an appropriate scale (usually at least 1:20 or 1:50) identifying surviving masonry or features. Those drawings should be analysed to identify all previous phases of alteration. A short report should be prepared to accompany the drawings, placing that detailed analysis in the context of the overall understanding of the site and its significance, set out in the Conservation Plan (above).
- 2 These drawings should be used as a basis for a set of drawings explaining what is proposed, which will clearly identify the relationship between existing remains and what is proposed.
- 3 The drawings should be accompanied by a method statement and specification for work. The method statement should explain what measures will be taken to protect existing remains during works, as well as details of the materials and techniques to be used in the new work.
- 4 The method statement should also explain what arrangements will be made for the ongoing analysis of the structure during works, and for the creation of a proper record of the research, analysis, investigation and work. It is likely that an archaeologist (or other specialist identified in the mitigation strategy) will need to be part of the team supervising the work. The role of this specialist will be to update the base drawings as new information is revealed, and to feed the results of their analysis into the day to day decision making process. At the end of the works, they should prepare a final report detailing what has been found and the work undertaken. This will in turn feed into future revisions of the conservation/management plan,