

Policy

In her keynote Dr. Susan Keitumetse talked about policy consideration when developing a course for archaeological heritage management.

Policy Considerations in Developing (Archl.) Heritage as A Course

The development of a course on Archaeological heritage management borrows from a diverse pool of sources and stakeholders that are international, regional, national and local in nature. A course of that nature therefore has to be designed such that it provides an interface between existing policy frameworks, multi-disciplinary framework and practical encounters on the ground. For African heritage in particular, such a course has to also go beyond formal paper policy and classroom curriculum interactions with people of varying cultures on the ground. This lecture aimed to provide insights into the nature of African heritage management policy framework and consequently how its content and material can be translated to coursework and classroom instruction. In this regard it is important to note that a course depends on disciplines that are already shaped and planned by geographical histories, archaeologies, natural resources, that all compound to a hub of diverse heritage. On the other hand heritage sources are also multi-faceted, being political, regional, trans-boundary, national and local. All these elements have at one point informed policy that is later on interpolated to a course on heritage management. It is therefore necessary to provide an aggregate summary of all these factors in a curriculum content developed for a course in archaeological heritage management can be deduced.



LOCAL

Collator: Annemarie Willems, Friends of ICAHM

Note-taker: Anna Pihlman

Chair: Tuija-Liisa Soininen, Pirkanmaa Provincial Museum

What is Archaeological Heritage Management (AHM)?

It appeared that not all participants understood local in the same way. What for one participant was perceived as local, was understood by the other as regional. The local perspective is the people's perspective. Whenever you are dealing with cultural heritage inventory, presentation or discussing its values and significances, you are actually practising some kind of policy or politics. AHM on a local and regional level is controlled and regulated by legislation, strategies, agreements and policies that are made on an international level (e.g. the Faro Convention), national, and regional level.

An important part of a regional heritage policy is creating networks for co-operation, strengthening the community relations and evaluating the values in cases where the law is not directly spelling out the correct methods for protection for example.

Archaeological heritage is always local, even if it is valued, maintained or supervised by a national authority. If the local people are not appreciating or recognizing it, it's not protected, no matter how strict the legislation is, or how well trained the professionals are.

What does this new heritage professional look like and what is the basic skill set that he/she needs?

Participatory skills are considered important to act as a facilitator, including methods from sociology and psychology. The 'heritage professional' should be able to explain scientifically to peers what method he/she's using as well as be able to communicate with the community and different stakeholder groups. To deal with different stakeholders, you need to have a broad understanding of the community on all levels and the existing mechanisms, as well as knowledge of how to apply and interpret the law on the local level. At the moment this is mostly on-the-job-training.

Education of the basic knowledge should also be part of the basic skill set, like archaeology, art history, history, etc. Also further training is required, perhaps a selection of relevant minors; auxiliary sciences and for the local level you would also need more practical skills. Knowledge of international and national agreements and policies is also required, as well as practical skills, e.g. how to repair a building, how to write a management plan, management skills, project coordination, etc.

The professional should be aware of his/her position when communicating with communities. Either aware or unaware, he/she has the power to "manipulate" people, as well as the ability to enforce local communities and their ideas.

To have knowledge and to be educated about the working of the local community and society, helps to negotiate and communicate with groups and stakeholders who have 'different motives' for dealing with heritage than the heritage professional.

How is AHM being taught at the moment in Finland and elsewhere?

Elsewhere:

- Over the last 10 years education has changed a lot, in some European universities the situation has improved and graduated students are prepared better for the work. Education is more practical and it includes legislation and politics.
- Surinam: taught under history department; Spain: 40 public universities, AHM is taught in some of them in the anthropology, architecture, history or humanities departments.
- In Finland education on heritage related topics has improved, but it is still mainly focused on research and not on practical skills that are actually needed in the workplace.

The participants in this session felt that it is possible to improve the educational situation in Finland, by making it more international and better connected to the actual needs from the working reality.

Is there a need for a teaching program / curriculum / course for this relatively new discipline in Finland and elsewhere?

Yes, or at least the existing programs should be developed further and there should be more co-operation between universities and faculties, a broader vision for the future and a wider international scope.

What should or could this program look like?

It is important to address the following questions in an educational program about AHM:

- What is cultural heritage?
- Why and how did something become heritage?
- Why is something considered as cultural heritage?
- Why is something not considered as cultural heritage?
- Whose heritage are we preserving?

Communication with customers and stakeholders in varying situations and places and the control and management of conflicts has to be included in some way in the program. The following courses should also be included: social sciences, psychology, philosophy, management and courses in the areas of politics and business & administration.

One of the most important things that Cultural Heritage Studies in Finland should incorporate is how to give value to places as professionals and how to deal with the values of common people (Faro agreement for example).

Finally, there should be a complete, comprehensive program. We should remember that there are lots of stakeholders when managing a site, you can't manage cultural heritage alone and the same is true for educating heritage professional, this can't be done from just one viewpoint.

Regional museum centres educate many volunteers. Other points of education may be museums, summer schools, adult education centres, other schools, associations; even adopt a monument groups. We should know whom we are educating, who the educators are and for what purpose we are educating people.

NATIONAL

Collator: Annemarie Willems, Friends of ICAHM

Note-taker: Oona Simolin

Chair: Miia Perkkiö, Suomenlinna WHS

The levels of heritage (international -> local) intersect and you can choose either one of them as the primary viewpoint. For example, at the Finnish World Heritage Site of the Old Rauma some locals are not positive about the WH status and some do not regard Rauma as national level site. At the same time, national-level professionals may regard the site primarily as a national heritage site, or primarily as a WH site.



Categorizing heritage

Categories are essential to create tools and practices but sometimes they feel arbitrary and disturbing (e.g. the lived heritage experience). Heritage listings are often criticized: what is listed and why? Sometimes it may seem that heritage exists “only for the list”, but national archaeological registers are essential tools for archaeological work.

Transmitting knowledge is one the main tasks of national policies. Politicians discuss the value of heritage and in practice this discussion works top-down, never bottom-up. National heritage policies can also have other effects on international heritage systems, for example how the Japanese brought intangible heritage into UNESCO which resulted in the Nara Document on Authenticity.

Role of professionals

Communication skills and connections with politicians will be even more important in the future. There seems to be a trend of diminishing power of centralized organizations. In addition, there is a strong presence of right-wing politics, and culture is seen as a vehicle for promoting national identities. In this environment, experts have to be able to justify their existence and actions. The general anti-professionalism trend in Western Europe affects heritage management and how the importance of their work is evaluated.

Professionals have to be able to underpin their actions for the communities in which they work and to communicate with them. In the future, professionals get better in identifying all possible values of the site.

There are too many organizations on many different levels in Finland (National Board of Antiquities, regional, municipalities, etc). Most people do not understand the difference and it makes relationships between public and administration even more difficult.

World Heritage

How does WH status impact the management of a site, how does it make it different from being “just” national heritage? Is OUV present in practical daily management?

- How can a national WH strategy be implemented on a local level, what resources are needed? Strategy promotes categories between different levels of heritage, for example WH education. What is the motivation for this kind of education?
- The relationship between academia, politics and practical management is an important question. Are suggestions and critiques being taken into account?

Successful/unsuccessful national policies

A policy is successful if heritage plays some role in peoples’ lives.

Economics define politics and politicians define heritage management. The romantic view that that heritage professionals tend to have is that heritage or culture has value beyond money – but it is just one possible view. Cost and value of something are not the same thing.

The priorities of politicians are not the same as the priorities of archaeologists. In Finland questions of land ownership are often highlighted.

Nazi cultural policy is an example of failing policy. In failing policy one group is made superior over other groups. There is at least a risk of this in current Finnish cultural policy. There will be a seminar about far-right politics and its effects on cultural policy in September in Finland. Until now far-right politics have not affected cultural politics but neo-liberal politics and the constant highlighting of economic value is a bigger threat to heritage.

Climate change, sustainability, immigration

These subjects should be taken into considered in good policy – the hard part is how to bring the policy into practice when resources are being cut. The Finnish Board of Antiquities is old-fashioned in this manner and fails to take megatrends into account. Their viewpoint is “strictly heritage”.

In Canary Islands immigration from North Africa and the historical connections with Venezuela are big topics. Issues that occur are primary social. Raising consciousness about World Heritage is important among immigrants.

Education is crucial when it comes to sustainability (e.g. educational locals). This education is often directed from a national level and implemented on the local level.

Transnational

Collator: Annemarie Willems, Friends of ICAHM

Note-taker: Johanna Turunen

Chair: Tuuli Lädesmäki, University of Jyväskylä, EUROHERIT Project

This session was divided into two parts; the first focused on questions regarding transnational heritage policy, the second part addressed the central conference questions.

Part 1

1. What is transnational heritage policy and who are its key actors?

First the **terminological overlap of transnational and regional heritage policies** were discussed and if they mean the same thing. ‘Regional’ has a political connotation and is often linked to a political entity (i.e. EU), whereas ‘transnational’ does not have this similar political connotation. There is also a difference in time, transnational and regional issues take a different connotation for example in the context of the Middle Ages. Additionally, the situations differ greatly in Africa. Communities can also be transnational in Africa, so the transnational and regional issues are more complex here.

There are a lot of European actors (EU-level: Council of Europe, European Union), as well as non EU related actors. There are also representatives of the European Archaeological Concillium (EAC), European Heads of Heritage Forum, numerous NGO’s, the European Association of Archaeologists (EAA), Europa Nostra, the Nordic Research Council etc. In Africa there is the Society of Southern African Archeologists, but it does not appear to be really influential. Archeological heritage is new a field, with a lot of competition and then who wants to be the first one to propose cooperation when there is severe competition on funding and students?

Are academics and research considered as an actor in this sector? Research output is used to plan activities. Researchers may work sometimes with bigger organizations or individual institutions, but usually not in the practice of archaeological heritage management. They are important, but academics do not work as a group, they only work individually with some institutes and usually not as a comprehensive united actor. International research projects that bring academics together are usually short term. Sometimes these projects can continue through personal connections, but often cooperation is not sustained after the project is finished. On a management level **influential**, transnational actors do not exist. Some groups exist, but do not necessarily have any societal influence or can be quite sporadic.

What are the:

- a. Strengths of transnational heritage policy**

- Legal frameworks > clear guidelines
- Platforms for different actors > brings different people together

b. Opportunities of transnational heritage policy

- Enabling international cooperation
- Transformative idea of heritage
- Including new partners and ideas

c. Weaknesses of transnational heritage policy

- Different organizational forms in different countries
- Different legal frameworks (national)
- Different ways of understanding same concepts, ideas and values

d. Threats of transnational heritage policy?

- Nationalism > view of the dominant
- Eurocentrism



2. How to utilize the strengths better? How can threats be avoided?

Conventions could be created that harmonize practices, including the stronger and the weaker actors, **inclusion** is the key.

The platforms can be made attractive by starting from a low and accessible level with minimal hierarchies and focussing on ensuring minimum standards.

Getting over the power hierarchies and Eurocentrism is difficult, since also technology and practice is European. Perhaps **grass roots practices** and trying to bring together local and international actors together can be the key. **Truly involving the locals** and sharing practices on the ground. But can't we get around the politics hidden behind the practice oriented approaches? This can be difficult for academics, given the pressure of the research community and the "rights of the communities". If you look at African World Heritage sites, if you are not familiar with the European initiated concepts, there is need for harmonizing.

How to turn weaknesses into strengths?

Via communication and transparency. The difference makes visible the things that are often taken for granted, and an open discussion can lead to broader understanding. We must be able to speak the same language, the UNESCO frameworks can be problematic here.

How to concretize opportunities?

Engage in more discussion forums, so that people are more aware of the different practices. Also seek to integrate as many stakeholders / actors in the process and aim for inclusiveness. Build on top of existing knowledge and seek to find "visions" and new innovative ways.

3. Is transnational heritage policy management taught at the moment, how is it taught and how could or should it be taught?

In the job market **management knowledge** is the key. But in education, the management focus is on cultural sectors and not on heritage. Students are the key, **if students want something the universities will follow**. So we need to inspire the students and then build on that. Universities are businesses, student demands and interests should be marketed.

Helsinki University is aimed at “internationalization”, which means a shift in the overall university strategy, including more international staff and more international publications. There is also a growing interest in international knowledge exchange in Finnish museums. Helsinki is trying to profile into this international direction.

In Tampere there’s something called the T3 Process, which means that the University of Tampere, Tampere University of Technology and Tampere University of Applied Sciences will become a Tampere 3 higher education concern from the beginning of 2019. The aim of the project is to create a multidisciplinary research and learning environment with a strong national and international attraction.

The University Consortium of Turku and Pori offer a joint program on Cultural Landscape Studies.

Museology at the University of Jyväskylä has a national focus. A Cultural environment research Master program in the department of Music, Art and Culture Studies exists, with a background in cultural studies. This Master combines natural heritage and cultural heritage and material and immaterial heritage. The focus lies on the local level, however international actors and frameworks are included, the focus is on the local aspects.

Part 2

We need to think about who is managing, what is managed, on what scale and in which capacity we are managing, this requires different skills. We should ask ourselves the question if we prepare someone for all the aspects of archaeological heritage management. We should also understand the limits of the four year / two year degrees. Part of the practical level must be learned throughout working life. Perhaps it is better to have educated “generalists” who have skills to work on the different aspects they might for their job. More focus on soft skills is required and less on hard skills, these should be developed on the job.

The practical skills could be obtained and developed for example through applied class rooms, shadowing experts and trainees. Although many trainees end up working in information centers etc., it can help to create connections and be the starting point of a network. It does however not give students any real insights in the actual work field. Students should be enabled to learn from

experts and to see what the actual experts do, so that they and early career professionals have a better grasp at the requirements of the field.

World Heritage

Collator: Annemarie Willems, Friends of ICAHM

Note-taker: Holly Flemming

Chair: Assaad Seif, Lebanese University / VP ICAHM South and East Mediterranean

For the introduction to this session, the definition of Archaeological Heritage Management (AHM) derived from the 1972 and the 2003 conventions is revisited. Prior to proceeding, this session discussed AHM as a means of enhancing the understanding of heritage and disseminating this understanding to the wider community. It is within this understanding, that lies the key component of transmission. Also, it was



agreed that beyond performing research on a site, the consideration of those involved within the site such as local communities, must be taken into consideration. As well, management strategies must be included within this acknowledgement, which includes a management plan, action plan, and strategic programs.

Overall, one important point that came out of the introductory discussion is that “we need to have a common vision to produce a World Heritage management scheme that can be applicable”.

1. What does heritage profession look like? And what are the basic skills HE/SHE needs?

During the discussion, it was felt that undergraduates cannot yet have the experience or background to properly take advantage and fully comprehend the extent of the program. However, eventhough the real shaping of this heritage manager would take place in a postgraduate setting certain consideration must be taken into account for the undergraduate program leading to the postgraduate work. Furthermore, prior to entering this MA program the applicants must have had experience within the field as this allows for the relation of experience to research.

The future heritage professional also needs to have a good horizontal knowledge in order to be able to communicate with other professionals from other disciplines that are usually involved in the management process. This includes both intellectual analysis and critical analysis as well as learning the language of other disciplines. Thus bringing together the different perspectives to the understanding of AHM remains a very important characteristic that a good heritage manager should have.

The heritage professional should have managerial skills in order to cope with project and budget management related matters and it shouldn't be forgotten that good leadership is the key to good

governance. Furthermore, the heritage professional should have good knowledge in the administrative and the legal frameworks of the country and the region he/she is working in.

2. How is AHM being taught?

There seems to be a great variety between different places around the world. Few universities offer a possibility of practice in the curriculum, some provide the students with internship possibilities at the UNESCO World Heritage Center.

3. Need for a teaching program/curriculum/course?

Resounding yes.

4. What should/could the program look like?

At first, an argument was made as to the conceptual framework of the course. Mutual agreement occurred that the course could not be a single course but rather must be a program composed of modules within the postgraduate level and the students have to obtain a full degree by two years. In addition, in order to be a good heritage management course the program must include fundamental education on a variety of disciplines closely related to AHM. According to discussion, this must be an advanced learning course that covers a horizontal view of AHM, as mentioned before under question 1.

Beyond the strictly academic formulation of a postgraduate degree, the course must have a practical approach with focus on problem solving. There must be a dialogue between practice and theory as like it is the case of the junior MD practitioners who are practicing at hospitals after their 4th year, an archaeological heritage manager needs experience with both the academic, research and practical side of the field. Students must obtain a transnational experience while in this program whether that be by bringing lecturers to the university or by sending students on transnational AHM experiences. These external lecturers should be sociologists, anthropologists, local authority, community members and more who each represent a different part of AHM. It is important to include syllabi oriented towards the dissemination of research to the local community. There must be teachings about enhanced outreach strategies and the students must learn how to respond and reconnect the broken links between the people and their heritage. This involves teachings in mediation aimed at empowering the local community. In terms of AHM it is important to link the students with the local community and heritage people in order to ensure that the following questions are being addressed in the syllabi: Whose heritage is it? What is World Heritage doing for us?

Based on the above, this program must toggle between theory and practice with two or three packages each with practical opportunities in between. Courses should address archaeological, natural and modern heritage management concentrating on the different related issues.

Finally, the teacher should be a heritage manager with good experience in theory and practice rather than a classical teacher.

