

Guidelines for the assessment and management of Heritage in Antarctica

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1. Introduction

The aim of this document is to provide Parties with some guidance and support in the process of assessing and determining whether a site/object should be managed as heritage, including whether it merits Historic Site and Monument (HSM) listing, both in the context of Annex V and Annex III to the Protocol on Environmental Protection to the Antarctic Treaty (Environment Protocol). Furthermore, it aims to provide guidance as how the heritage site/object can best be managed once a conclusion has been reached. The guidance is non-mandatory, but provides points to consider when a Party or Parties begin to consider HSM listing or other methods of protection for a particular object or site.

The guidance seeks to assist the Committee for Environmental Protection (CEP) and Parties in reaching the following overarching vision:

“To recognise, manage, conserve and promote Antarctic heritage for the benefit of current and future generations.”

These guidelines take into account that it is essential that the needs of protecting the Antarctic environment, as set out in the Environment Protocol, are appropriately balanced with the desire to protect important heritage sites and objects.

Article 8 of Annex V to the Environment Protocol provides that any sites or monuments of recognised historic value can be proposed for listing as a Historic Site and Monument (HSM), which shall not be damaged, removed or destroyed.

Resolution 3 (2009) contains *Guidelines for the designation and protection of Historic Sites and Monuments*, and provides guidance to Parties on questions related to the designation, protection and preservation of historic sites, monuments, artefacts and other historic remains in Antarctica. These guidelines provide further guidance as to the implementation of Resolution 3 (2009).

The CEP must consider all HSM proposals, which ultimately must be agreed by the Antarctic Treaty Consultative Parties at an Antarctic Treaty Consultative Meeting (ATCM). No further measures are required or specified in the Environment Protocol or through measures adopted by the Antarctic Treaty Parties. The current document does however provide guidance as to potential and relevant management efforts for a heritage site or object, whether listed as HSM or maintained as a general site or object of historic interest.

This document should be regarded as guidance only, to aid in ensuring that all relevant aspects have been considered appropriately and sufficiently in the process leading up to the decision whether to propose an object or site as an HSM or not. Sites, including any objects they contain, considered for HSM listing will have different qualities, past, current or future pressures and management challenges associated with them, and the specific circumstances will need to be taken into account in any listing process.

In addition to the guidance provided to the proponent(s), it is the long-term aim that this document will contribute a degree of consistency within and comparability between assessment processes (while recognising that each potential HSM will have its own requirements and dynamics), and ensure that the process is sufficiently documented for future reference.

The following materials are relevant reference and framework documents for these guidelines:

- Annex V to the Environment Protocol (specifically Article 8);
- Annex III to the Environment Protocol;

- Resolution 3 (2009) on Guidelines for the designation and protection of Historic Sites and Monuments;
- Resolution 5 (2001) on handling of pre-1958 historic remains; and Resolution 5 (2011) providing a revised Guide to the presentation of Working Papers containing proposals for Antarctic Specially Protected Areas, Antarctic Specially Managed Areas or Historic Sites and Monuments;
- Current list of Historic Sites and Monuments: http://ats.ag/documents/recatt/att596_e.pdf
- Annex I to the Environment Protocol

An overview of other relevant background material and documents is included in Chapter 11.

2. Aim of guidelines

These guidelines constitute an element in the CEP's effort to reach the overarching vision of *recognizing, managing, conserving and promoting Antarctic heritage for the benefit of current and future generations*.

The aim of the material contained in these guidelines is to assist both those making an initial assessment of a potential heritage site/object, both in the context of Annex III and Annex V, and the CEP in evaluating submissions/proposals for new HSMs. The twin objectives of the guidance are:

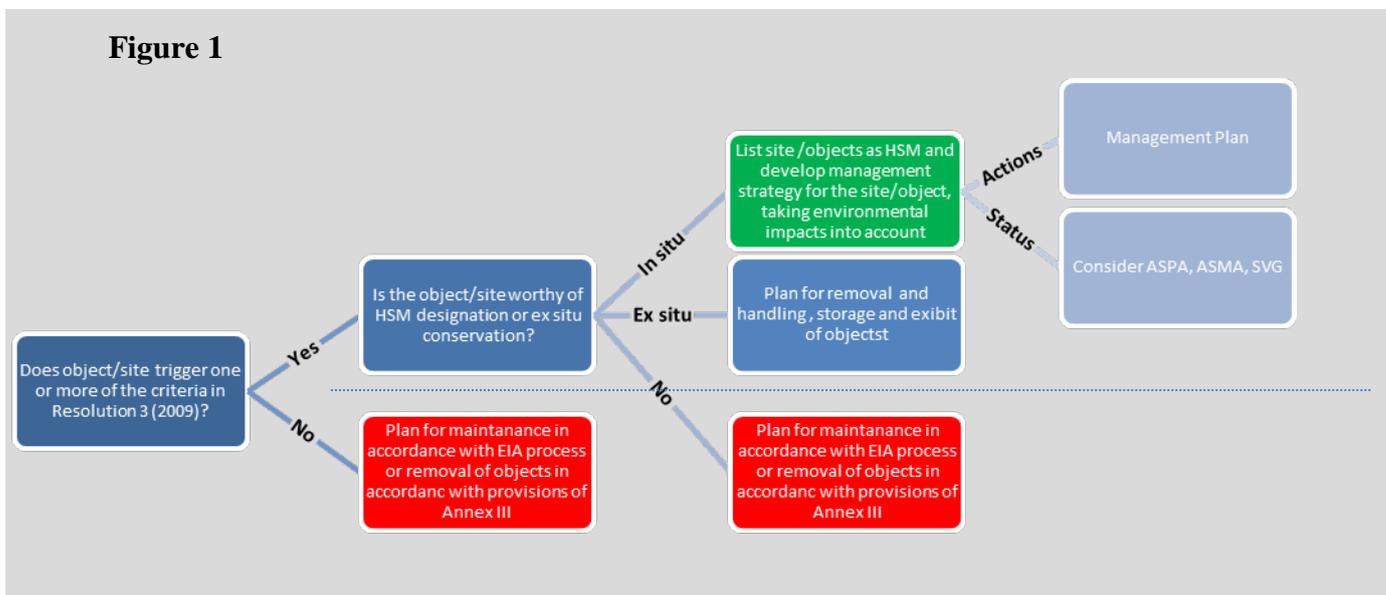
- Objective 1: Provide guidance to decide whether a site/object should be managed as heritage, including whether it merits/requires /needs HSM listing.
- Objective 2: Provide guidance as to management options for HSMs and other heritage sites/objects.

Figure 1 provides an overview of the process described in this document, consisting of the following steps:

1. Consider whether an object/site has heritage value as specified in Resolution 3 (2009)¹;
2. Determine whether to list as HSM, preserve *ex situ* or plan for retaining for different reasons/removing;
3. All sites/objects listed as HSMs, should consider options for management, including additional protection through Treaty system mechanisms;
4. For listed HSMs and site/objects with other heritage values including any preserved *ex situ*, consider appropriate outreach/dissemination activities.

¹ Note: This document touches on the principles of considering heritage values, but does not attempt to provide full and comprehensive guidance to this complex and nationally/culturally framed issue.

Figure 1



3. Heritage and historic values in the Antarctic context

Humans’ presence in Antarctica is, seen in the global context, extremely short. Since the first sighting of the continent in 1820, the extent to which humans have left their mark here is relatively limited. In such a context, the limited historical evidence of a connection between man and land becomes extremely visible and special.

Parties gave full recognition to the historic sites, structures and objects as part of humankind’s cultural heritage already at the first Antarctic Treaty Consultative Meeting in 1961.

The Environment Protocol makes the Historic Sites and Monuments (HSM) list² the key mechanism for the protection of historic values in Antarctica. The Environment Protocol provisions state that sites and monuments on the HSM list are to be protected from damage, removal or destruction.

Resolution 3 (2009) provides Parties with more detailed guidance on designation, protection and preservation of HSMs. Section 4.2 provides a further description and consideration of these guidelines. Resolution 3 (2009) remains key for determining whether a site meets the criteria for being listed an HSM.

In addition, Resolution 5 (2001) provides Parties with a mechanism for interim protection of pre-1958 historic artefacts/sites until they have had due time to consider their inclusion into HSM list.

The terms “site” and “monument” are fundamental terms in the framework provided by the Environment Protocol. These terms depend largely on national contexts and national legal frameworks, but the following basic definitions and descriptions, drawn on definitions supplied by the ICOMOS International Polar Heritage Committee (IPHC), are relevant to inform our understanding:

² The HSM list was first introduced and agreed to at the fifth Antarctic Treaty Consultative Meeting (ATCM) in 1968

- **Site:** the setting in which a monument(s) occur(s) or where artefact(s) are located and which is directly related to the monument(s) or the artefact(s).
- **Object and artefacts:** Every item that is taken to Antarctica is an ‘object’ (a neutral term), but it may be formally ascribed with significance as an ‘artefact’ which gives it a heritage value.
- **Monument:** all standing structures over the ground that have cultural heritage values.
- **Memorials or commemorative objects:** Memorials are established with the aim of ascribing significance to people, events or cultural traditions and include endeavours associated with achievement, loss and sacrifice. Memorials range from plaques and artworks to philanthropic trusts, which fund ongoing research. They may also be associated with a research institute, community facility or religious structure. An existing artefact or structure can be ascribed memorial status.

4. Determining and assessing heritage and historical values

4.1. Determining whether an object or site has heritage value as specified in Resolution 3 (2009)

Does object/site trigger one or more of the criteria in Resolution 3 (2009)?

Ahead of assessing any object/site for HSM listing it is assumed that the proposing Party will have made a preliminary assessment to determine whether an object or site has potential heritage value, and should thus be further considered in line with guidance provided in this document, or whether it is simply material with no heritage value remaining from past activities that therefore requires removal from Antarctica in accordance with Annex III to the Environment Protocol.

In many cases this will be obvious, with a clear difference between objects/sites that should be considered worthy of management as heritage versus what can essentially be considered waste. It is to be assumed that the vast majority of objects present in Antarctica should fall under the latter, and thus be removed when their utility in Antarctica has expired.

In a small number of cases the object or site may have heritage value, connoting a product, place, or such that evokes a nostalgic sense of tradition or history, informing us about the past in general terms, and providing tangible evidence of the continuity between past, present, and future.

In making such a preliminary assessment, the process would greatly benefit by drawing on appropriate expertise and stakeholder engagement. See Chapter 11 for information about potential relevant expert resources.

If it is determined that the object/site merits further consideration then Parties should look to Article 8 of Annex V to the Environment Protocol, which very broadly identifies “recognised historic value” as the

criterion for listing an HSM. However, Parties have agreed that an object or site having a “recognised historic value” should meet at least one of the criteria³ listed in Annex to Resolution 3 (2009). The criteria listed in Resolution 3 (2009) are further described and explored below in order to provide guidance in the assessment process. For heritage dating before 1958, Resolution 5 (2001) should be noted and considered.

If the assessment process determines that an object/site does not require consideration for further protection, then these objects should be considered and handled in light of the clean-up provisions of Annex III to the Environment Protocol and supporting documents such as the Antarctic Clean-up Manual (adopted through Resolution 2 (2013)).

4.2. Guidance to the evaluation criteria contained in Resolution 3 (2009)

The ATCM has, through Resolution 3 (2009), adopted a set of criteria, which provide an indication as to whether an object or site has a “recognised historic value.” These are described and explored here in order to aid Parties in their assessment process.

1. A particular event of importance in the history of science or exploration of Antarctica

Determining the importance of an event in history is both difficult and to a certain degree controversial due to the subjective nature of the issue. As a starting point, one should note that events could be considered those points in history when an act, decision or natural phenomenon altered or informed the direction of a community’s evolution, in this case the human occupation of Antarctica being the community evolution. Events are typically not spread over a long time – they are rather sharp and discrete moments. To guide assessment against this criterion it is relevant to consider the following:

- Can the event be defined as a single, discrete event that can also be seen as the inaugural moment of events and activities that follow – and that can be seen as describing the history of that particular theme?
- Does this event have relevance for many people or nations?
- Can the event be connected to a specific site or place?

Historic Site and Monument No. 80 (Amundsen's Tent) is an example from the current list of HSMs that trigger this “event” criterion.

2. A particular association with a person who played an important role in the history of science or exploration in Antarctica

Individuals of historical significance can typically be either those whose life’s work helped define and guide the course of Antarctic history or those whose lives stand as examples for the community. To guide assessment against this criterion it is relevant to consider the following:

- Did the person make, invent or devise an idea or product that was and has continued to be used in the Antarctic context (and possibly outside) that had an impact on the evolution of Antarctica?
- Can the person be said to be representative of an Antarctic activity?

In doing the assessment, the following should also be considered:

- The length of the person or group’s influence on/in the Antarctic context.
- The number of people or nation having a connection to the activities of the individual or group.

³ Cf. Annex to Resolution 3 (2009): Guidelines for the designation and protection of Historic Sites and Monuments

- Connections to extant site, that is, are there major extant site connections that still exist where the person lived and worked, or is the person buried at an Antarctic site?

Historic Site and Monument No. 3 (Mawson's Rock Cairn) is an example from the current list of HSMs that trigger this "person" criterion.

3. *A particular association with a notable feat of endurance or achievement*

This criterion is similar in nature to criterion 1 and the same factors should be considered, although firmly in the context of a notable feat of endurance:

- Feat: an achievement that requires great courage, skill, or strength
- Endurance: the ability to endure an unpleasant or difficult process or situation without giving way

Historic Site and Monument No. 53 (Endurance Memorial Site) is an example from the current list of HSMs that trigger this "feat" criterion.

4. *Representative of, or forms part of, some wide-ranging activity that has been important in the development and knowledge of Antarctica*

This criterion is similar in nature to criterion 2 and the same factors should be considered, although firmly in the context of increasing knowledge about Antarctica or the wider world. This could for example be a site/object linked to or representative of a particular scientific discovery.

Historic Site and Monument No. 42 (Scotia Bay huts) is an example from the current list of HSMs that trigger this "activity" criterion.

5. *Particular technical, historical, cultural or architectural value in its materials, design or method of construction*

This criterion aims to consider whether the place or object demonstrates innovative or important methods of construction or design, whether it contains unusual construction materials, is an early example of the use of a particular construction technique or has the potential to contribute information about technological or engineering history. Questions that can help clarify and inform assessments in this regard include:

- Is the place significant because of its design, form, scale, materials, style, ornamentation, period, craftsmanship or other architectural element?
- Does the place demonstrate innovative or important methods of construction or design, does it contain unusual construction materials, is it an early example of the use of a particular construction technique, or does it have the potential to contribute information about technological or engineering history?
- Does the place have integrity, retaining significant features from its time of construction, or later periods when important modifications or additions were carried out?
- Is the site or area a good example of its class, for example, in terms of design, type, features, use, technology or time period?

Historic Site and Monument No. 83 (Base "W", Detaille Island, Lallemand Fjord, Loubet Coast) is an example from the current list of HSMs that trigger this "construction" criterion.

6. Potential, through study, to reveal information or has the potential to educate people about significant human activities in Antarctica

Artefacts and sites can offer an insight into technological processes, economic development and social structure, etc, and thereby provide a broader understanding of both the times that were as well as the present:

- Does the area or place (where the artefact/s is/are located) have the potential to provide scientific information about the history of Antarctica?
- Is the object/site of high real or potential interest to scholars and/or archaeologists?
- Does the object/site hold the potential for new scholarship in a field of study?
- Does the object/site have the potential to make a significant and lasting contribution to a field of study?
- Could the place contribute, through public education, to people's awareness, understanding and appreciation of Antarctica, including exploration and scientific achievement?

Historic Site and Monument No. 4 (Pole of Inaccessibility Station building) is an example from the current list of HSMs that trigger this "study" criterion.

7. Symbolic or commemorative value for people of many nations

With all the other criteria discussed above in mind it is useful to consider the extent to which the values identified are most relevant to the broader Antarctic community. As mentioned above the importance of national heritage should be evaluated in the context of broader significance, considering its importance in the wider history of humankind's activities in Antarctica and/or relevance to several nation states.

Historic Site and Monument No. 82 (Antarctic Treaty Monument) is an example from the current list of HSMs that trigger this "symbolic for many" criterion.

4.3. Determining whether values merit Historic Site and Monument Listing

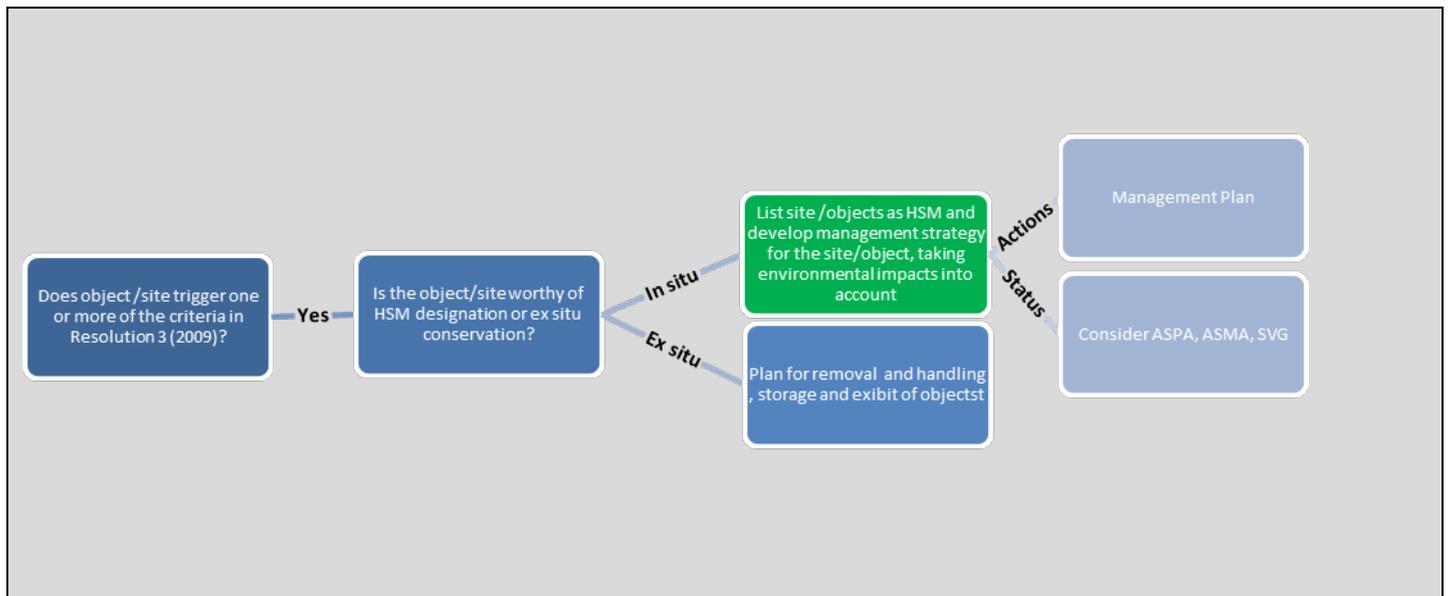
Having assessed the various heritage values attached to the site/object against the criteria set out in Resolution 3 (2009) the proponents will have a clear view on whether the site/object should be conserved.

If it is not clear whether it should be conserved then parties responsible for the site/object will need to consider whether it should i) be maintained in Antarctica for a different purpose with the environmental impacts of doing so appropriately assessed; or ii) removed from the continent under the terms of Annex III.

Where it is determined that the site/object should be conserved the next step is to consider whether to seek HSM listing for protection *in situ* in Antarctica or whether is more suited to being preserved *ex situ*.

5. Consider *in situ* or *ex situ* conservation

5.1 *In situ* vs. *ex situ* preservation



When it has been determined that an object or site has heritage and/or historic value it is time to consider appropriate approaches and needs for protection. First in line in this regard is to consider whether the value is best maintained by leaving it in place in Antarctica or by moving it or by other means maintain the value outside of Antarctica.

The potential environmental impacts must be considered appropriately both when assessing whether to maintain the object *in situ* and when to maintain *ex situ*, this to ensure that the environmental principles set out in Article 3 (2) of the Environment Protocol are respected. It may often be appropriate to do so through an environmental impact assessment (EIA) process as set out in Article 8 (and Annex I) of the Environment Protocol. See "Section 12 – Resources" for examples of EIAs related to HSMs.

Most often it is natural to maintain any fixed objects (such as infrastructure) associated with the site *in situ*, although in some instances it may be more appropriate and relevant to remove and restructure such objects *ex situ* (for example by relocating to a museum).

Any movable objects, on the other hand, can be maintained both *in situ* and *ex situ*. There can be both advantages and disadvantages to both approaches.

- *Relevance to the setting*: The object can best/only be understood and appreciated in full in its original setting (e.g. coldness, isolation, and wilderness).
- *Local interest and enthusiasm for protection*: Heritage belonging to or 'adopted' by a local population (i.e. a nearby Station) will normally be adequately cared for.

- *Long-term maintenance expenditure and resource usage:* Although there could be short term saving of resources by not moving the object, adequate maintenance over time will normally be costly (logistics and conservation resources).
- *A smaller audience:* The visitation potential for sites and objects in remote locations will never match more central locations.
- *Local interest (and therefore care) may be less than interest shown from outside:* No or limited number of people in the area will make heritage maintenance dependent on continued high interest from temporary populations.

Considerations that may guide a decision as to whether *ex situ* conservation or *in situ* protection of fixed and movable objects would be most appropriate include:

- *Ex situ* conservation may be relevant and appropriate if the objects are at risk from natural degradation processes.
- *Ex situ* conservation may be relevant and appropriate if it is obvious that it will be too costly or difficult to maintain the objects *in situ* over time.
- An assessment of how important it is that the object can be seen and appreciated by a large number of people could be useful in considering *ex situ* vs. *in situ*.
- *Ex situ* conservation may be relevant and appropriate if the objects are located in a particularly sensitive environment where protection of this environment may be a higher priority. Preserving *in situ* may be relevant and appropriate if there is a high risk of damage were objects to be removed.
- The ability (logistically and financially) to maintain objects *in situ* will have bearings on the decision.
- If an object cannot be portrayed appropriately in a contextual setting and the object loses its value by being removed from its surroundings, it may be more appropriate to consider protection *in situ* rather than removal for *ex situ* conservation.
- If it has been shown through an appropriate assessment that the existing suite of Antarctic HSMs already adequately covers the value of the object in question, it may be useful to consider *ex situ*. However, if the object/site is considered representative (e.g. examples of an important class of significant items) or rare (unusual aspect of Antarctic history or heritage), where no similar object/site is listed, it may be more appropriate to consider *in situ* maintenance.

In cases where highly important heritage objects are in danger, copies may be made while the original is inaccessible. A foreign *ex situ* setting may be partly alleviated by using various effects to give an impression of the original setting.

Removal of objects for *ex situ* conservation should only occur after having consulted and agreed with all Parties that have or may have a connection to or interest in the object at hand, as well as on basis of assessment and advice from heritage expertise. This is particularly important as legal and other related issues may arise in terms of the origin or ownership of an object or artefact.

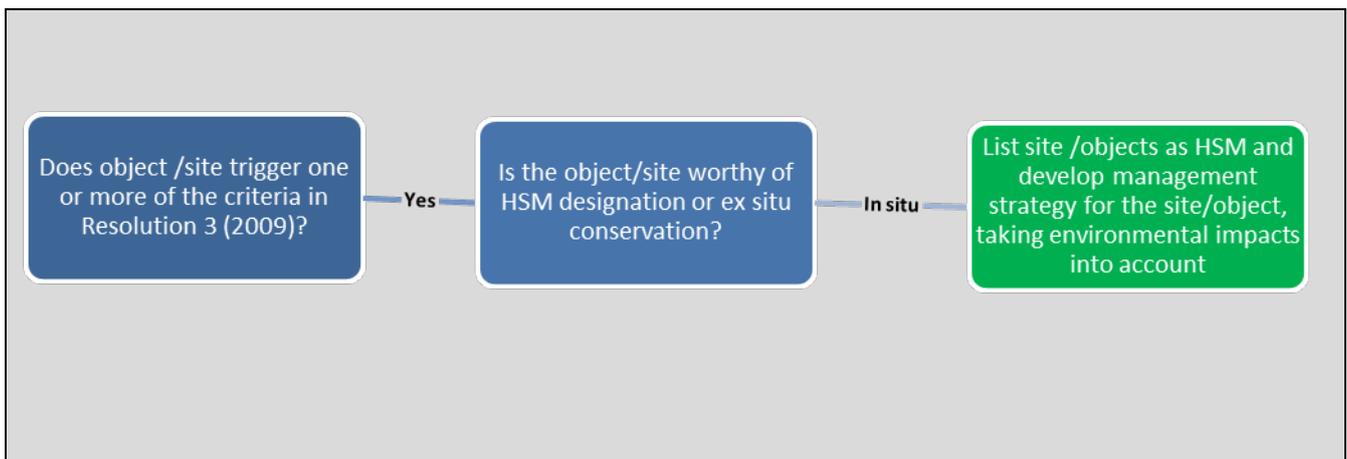
5.2 Documentation

If it is determined that *ex situ* conservation may be most appropriate, a thorough documentation of the site is advisable for it to be available in archive form. Rigorous documentation provides a means by which scholars and the public comprehend a site that has since changed radically or disappeared.

New technologies have opened up new opportunities in the process of documenting historic heritage. Filming, 3D scanning, photography, interviews and storage of archival records are all accepted recording methods.

With modern technology it is possible to create virtual realities, used *inter alia* to avoid impacts or to provide “access” to remote and inaccessible sites.

6. Historic Site or Monument Listing



Once a site/object has been determined to trigger one or more of the criteria of Resolution 3 (2009) a decision must be made as to whether the object should be managed as a heritage value associated with national operations or whether it merits listing as a HSM. The strength of the value (against the HSM criteria in Resolution 3 (2009)) will likely have provided substantial basis for making this decision. Some details regarding how the assessment and potential listing process is achieved are provided below.

Article 8 (2) of Annex V to the Environment Protocol stipulates that any Party may propose a site or monument of recognised historic value for listing as a HSM, to be approved by the ATCM.

The following steps are useful to follow to determine and propose an object or site as an HSM:

- **Step 1:** Assess site/object – cf. Section 3 and 4.
- **Step 2:** Decide whether HSM listing is appropriate.
- **Step 3:** Consult with Parties with an interest in the site/object in question in accordance with Resolution 4 (1996) and reiterated in Resolution 3 (2009), which stipulates that during the preparations for the Listing of a HSM, adequate liaison is accorded by the proposing Party with the originator of the HSM and other Parties, as appropriate.
- **Step 4:** In cooperation with interested Parties, develop management framework.

- **Step 5:** Prepare and submit proposal to the CEP. The following information should be included in the proposal in a format that can be easily moved into the formal HSM list⁴:

Introduction

- *HSM name*
- *Original proposing Party:* List proponent(s)
- *Party undertaking management:* Name the country/countries which are committed to following-up (with management approach specified for the object/site)
- *Type:* Building (hut, station, other building remains etc.), site, other remains (expedition cairn, tent, lighthouse, etc.) or monument/commemorative (plaque, bust)

Description and documentation of the site

- *Site Location:* Provide both place name and coordinates (where known) relevant for site/object. Describe materials, construction, function, use. Physical Features & Local/cultural landscape. Provide pictures showing the site, monument and the location in the surroundings.

Historical / Cultural features

- *Description of the historical context:* Overview of the site in question. It would be useful if the information also clearly indicates which primary evaluation criteria contained in Resolution 3 (2009) the object/site in question triggers.

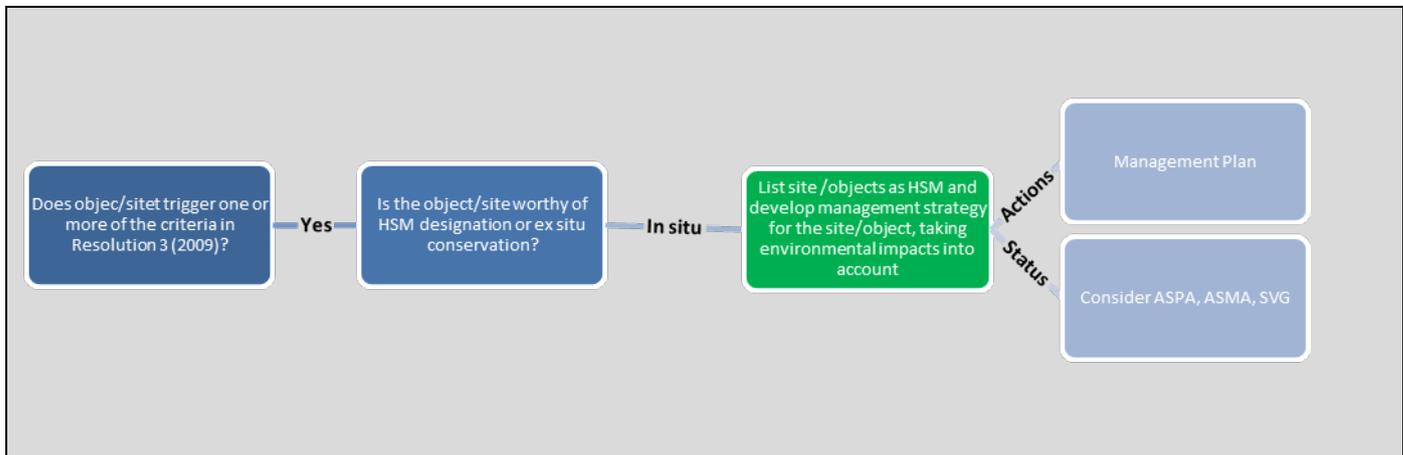
Management

- *Describe management and/or monitoring actions planned for the object/site in question – cf. Section 6 and 7, as well as pt. 5 in Annex to Resolution 3 (2009), as well as measures, which will be taken to limit any environmental impacts that the management of the HSM may cause.*
- **Step 6:** In cooperation with interested Parties, implement management framework (cf. Section 7).

⁴ The items here listed are in large part based on requirements contained in Resolution 3 (2009).

7. Determining management actions for an HSM

7.1 Methods of management



Once it has been determined that an object or site should be maintained *in situ* as an HSM, an assessment of its particular challenges and sensitivities is advisable, along with consideration of the options available for its management. In considering management approaches, it is also necessary to take into account the requirements of Annex I related to EIA as well as monitoring and mitigation measures. These elements are relevant as basis a for the development of any management and/or conservation plan for the object or site.

“Minimal intervention” is an overarching aim in global heritage conservation. The decision that has to be made with regard to the site or object in question is whether a non-intervention approach or active management (some intervention) is to be the guiding light, balancing the need to protect the HSM with the environmental protection principles of the Environment Protocol.

In certain instances, it may be appropriate to allow a site, even though recognised as an important site, to be managed according to the principle of controlled deterioration, which is allowing natural decay to proceed with only limited protection. However, health, safety and environmental considerations usually make this impractical and some minimal maintenance is usually required in order to ensure a site is not dangerous for either humans or wildlife.

Active management involves people managing change to a significant place in its setting, in ways that sustain, reveal or reinforce its cultural and natural heritage values. Conservation is not limited to physical intervention, for it includes such activities as the interpretation and sustainable use of places. It may simply involve maintaining the status quo, intervening only as necessary to counter the effects of growth and decay, but equally may be achieved through major interventions; it can be active as well as reactive. Change to a significant place is inevitable, if only as a result of the passage of time, but can be neutral or beneficial in its effect on heritage values. It is only harmful if (and to the extent that) significance is eroded.

Issues to consider when determining what level and type of management action is required and desired include the following:

- Identification of the current use of the object and site and consideration of any need for an appropriate change of use;

- The condition of the object and any need for repair: Repair is work beyond the scope of normal maintenance, to remedy defects caused by decay, damage or use, and is normally carried out to sustain the significance of the building or place. Repairs should normally be done with minimal or no changes to the original fabric of the structure and in like materials, and if possible using the same methods as first created. Such work would greatly benefit by drawing on appropriate expertise.
- Actions needed to conserve or restore the object: Restoration indicates bringing an object back to a former position or condition. Focusing on conservation, the absolute maximum amount of the original material, in as unaltered a condition as possible, is preserved. Any repairs or additions must not remove, alter or permanently bond/cross-link to any original material. Such work would greatly benefit by drawing on appropriate expertise.
- Potential impacts on the environment that may arise from the deterioration of the object.
- Servicing needs.
- The costs of the various recommended measures.
- The likely resources available for the asset, both immediately and in the future.
- Education and outreach. Note, further guidance and examples provided in Section 9.

7.2 Supplementary management approaches

When considering how best to manage/maintain a site/object of historic heritage value there are a number of formal approaches that could be considered, some of which have formal status within the Treaty system and which afford various degrees of protection.

7.2.1 Management plans

A management plan can provide a useful guiding document for the conservation and management of a heritage site or object. Through such a plan it will be possible to identify what policies are required to ensure the heritage values of the site/object are retained in its future use and development. A management plan will also provide an important framework for ensuring that the management of the heritage site or object has the least possible impacts on the environment. Each plan will vary and will need to be tailored to each site/object, based on the type and size of its place, heritage attributes and needs. A conservation management plan provides guidance in managing change in the heritage site or object without compromising the heritage significance of its place.

7.2.2 Site Guidelines for Visitors (SGV)

The Antarctic Treaty Parties have since 2005 developed and utilised Site Guidelines for Visitors as a management tool. The aim of the guidelines is to provide specific instructions on the conduct of activities at the most frequently visited Antarctic sites. This includes practical guidance for tour operators and guides on how they should conduct visits in those sites, taking into account their environmental values and sensitivities. SGV are developed based on the current levels and types of visits at each specific site, and such SGV would require review if there were any significant changes to the levels or types of visits to a site. Heritage and historic values at highly visited areas may benefit from the development of specific SGVs, whether formally adopted as HSMs or not, and in this manner guide visitors' activities in this area to reduce potential for negative impact, damage and destruction.

Relevant examples of such SGV include:

- SGV No. 8: Paulet Island⁵
- SGV No. 14: Snow Hill⁶
- SGV No. 17: Whalers Bay⁷

⁵ https://www.ats.aq/devAS/ats_other_template.aspx?lang=e&id=c0ed3255-ee8c-4839-b1d5-e105957f7c74

⁶ https://www.ats.aq/devAS/ats_other_template.aspx?lang=e&id=98dfcd3-4883-49d6-9ef1-b60f2d1e005d

7.2.3 Antarctic Specially Protected Areas (ASPAs)

Article 3 (1) of Annex V to the Environment Protocol specifies that any area may be designated as an ASPA to protect *inter alia* outstanding historic values. According to Article 8 of Annex V sites or monuments that are designated as ASPAs shall also be listed as HSMs. Managing the site as an ASPA would give added value through the development and adoption of a formal management plan for the area, as well as requiring permits for entry into the area. Such a management approach may be particularly useful in situations where it is important to regulate, limit or control visitor pressure.

Guidance material is already available for the designation process for ASPAs:

- ASPA No. 155: Cape Evans, Ross Island⁸
- ASPA No. 158: Hut Point, Ross Island⁹
- ASPA No. 162: Mawson's Huts, Cape Denison, Commonwealth Bay, George V Land, East Antarctica¹⁰

7.2.4 Antarctic Specially Managed Areas (ASMA)

Article 3 (1) in Annex V to the Environment Protocol specifies that any area may be designated as an ASMA to protect *inter alia* outstanding historic values. According to Article 8 of Annex V sites or monuments which are designated as ASMAs shall also be listed as HSMs. Managing the site as an ASMA would give added value through the development and adoption of a formal management plan for the area. Such a management approach may be particularly useful in situations where there are a number of ongoing, potentially competing activities and interests, where coordination is required to ensure appropriate control of activities in order not to put the historic values of the area at risk.

Guidance material is already available for the designation process for ASMAs:

- ASMA No. 4: Deception Island¹¹
- ASMA No. 5: Amundsen-Scott South Pole Station, South Pole¹²

8 Environmental Considerations

It is important to take environmental issues into account throughout the process for assessing a potential heritage site/object; indeed environmental considerations should be at the forefront of thinking on how to handle a site/object.

As noted, assessment of environmental impacts of actions and decisions taken are needed throughout the assessment process, and it is likely that the relevant member will find it necessary to complete an EIA at some point in the process. Not only is an EIA likely to be a formal requirement for many actions described in these guidelines but it can also be a useful tool.

Clearly the impact on wildlife (and the wider ecosystem) will need to be seriously considered under all scenarios. Clean up, which will be the primary outcome for most sites of human activity, and indeed *ex situ*

⁷ https://www.ats.aq/devAS/ats_other_template.aspx?lang=e&id=e36c1a8f-3ae7-4187-9b24-194c8cf5e780

⁸ http://www.ats.aq/documents/recatt/att572_e.pdf

⁹ http://www.ats.aq/documents/recatt/att574_e.pdf

¹⁰ http://www.ats.aq/documents/recatt/att549_e.pdf

¹¹ http://www.ats.aq/documents/recatt/Att512_e.pdf

¹² http://www.ats.aq/documents/recatt/Att357_e.pdf

preservation (which will require objects to be removed from a site) will both require careful environmental assessment and planning.

Meanwhile different conservation options will also require varying degrees of environmental assessment, with the option of natural decay for example needing particularly careful appraisal.

The decision on when and to what level an EIA is required will need to be determined on a case by case basis but this decision should be done in the context of the continual review of the environmental impacts. When initiating and conducting an EIA process, reference should as appropriate be made to and guidance taken from Annex I of the Environment Protocol and the Guidelines for Environmental Impact Assessment in Antarctica (as adopted by Resolution 1 (2016)).

If and when an EIA has been completed as part of an assessment process leading to an HSM proposal, it would be helpful to the CEP if proponents were to reference the conclusions of the EIA in the Working Paper presenting the proposal for consideration by the CEP.

9 Education and outreach

Whatever the form of protection determined necessary for individual sites/objects it is essential that appropriate methods of outreach are considered. Given that only around 40,000 tourists currently visit Antarctica every year, it is clear that Antarctic heritage is not and will not be accessible to the wider public. While protecting heritage is important for its own sake, its value can diminish somewhat if it cannot be seen. This is partly why *ex situ* conservation in some instances should be given serious consideration, allowing people to view Antarctic heritage in a museum or some other form of public display. Likewise, this is also why *in situ* objects should form part of wider outreach and education process, considering that most people will not be able to experience the heritage on site. Many methods can be used to help alleviate the fact that not everyone can visit or see everything in person.

Some of the tools described in Chapter 5.2 make this process easier than it was in the past, with the details of HSMs now potentially available online to anyone who wishes to see them in the form of photos, video tours or digital maps, alongside more traditional approaches such as literature. It should also be possible to draw together records of the sites together with archival material and testimonials.

Proponents should consider building education and outreach into their management plans, making it an integral part of managing a heritage site/object. Parties should also consider outreach within their own countries, especially with children, to ensure the Antarctic heritage is shared and appreciated as widely as possible. Central to heritage management are ongoing outreach and education endeavours that inform and inspire the public about the values the specific Antarctic heritage carries with it. This enhancement is important when engaging the public with Antarctic heritage.

10 Terms/Acronyms

ATCM: Antarctic Treaty Consultative Meeting

CEP: Committee for Environmental Protection

HSM: Historic Site and Monument

Memorials or commemorative objects: Memorials are established with the aim of ascribing significance to people, events or cultural traditions and include endeavours associated with achievement, loss and sacrifice. Memorials range from plaques and artworks to philanthropic trusts, which fund ongoing research. They may also be associated with a research institute, community facility or religious structure. An existing artefact or structure can be ascribed memorial status.

Monument: all standing structures over the ground that have cultural heritage values.

Object and artefacts: Every item that is taken to Antarctica is an 'object' (a neutral term), but it may be formally ascribed with significance as an 'artefact' which gives it a heritage value.

Site: the setting in which a monument(s) occur(s) and which is directly related to the monuments.

11 References

11.1 ATCM decisions

- Resolution 4 (1996): http://www.ats.aq/devAS/info_measures_listitem.aspx?lang=e&id=237
- Resolution 3 (2009): http://www.ats.aq/devAS/info_measures_listitem.aspx?lang=e&id=444
- Measure 3 (2003): http://www.ats.aq/devAS/info_measures_listitem.aspx?lang=e&id=296
- Resolution 1 (2016): http://www.ats.aq/documents/recatt/Att605_e.pdf
- Resolution 2 (2013) Antarctic Clean-up Manual: https://www.ats.aq/documents/recatt/att540_e.pdf

11.2 ATCM/CEP Documents

- ATCM XXXIII WP 47 (Argentina): Proposal for the discussion of aspects related to the management of Historic Sites and Monuments
- ATCM XXXIV WP 27 (Argentina): Report of the Informal Discussions on Historic Sites and Monuments
- ATCM XXXV WP 46 (Argentina): Final Report of the Informal Discussions on Historic Sites and Monuments
- ATCM XXXIX WP 12 (UK): Managing Antarctic Heritage: British Historic Bases in the Antarctic Peninsula
- ATCM XXXIX WP 30 (Norway): Consideration of protection approaches for historic heritage in Antarctica

- ATCM XXXIII IP 22 (Argentina): Additional information for the discussion of aspects related to the management of Historic Sites and Monuments

12 Resources

12.1 Organizations

- International Council on monuments and sites (ICOMOS): www.icomos.org/en
 - ICOMOS Australia. Burra Charter, 2013. <http://australia.icomos.org/publications/burra-charter-practice-notes/>
 - ICOMOS. The Nara Document on Authenticity, 1994. <https://www.icomos.org/charters/nara-e.pdf>
 - ICOMOS. Xi'an Declaration, 2005. <https://www.icomos.org/xian2005/xian-declaration.pdf>
 - ICOMOS. Charter for the Protection and Management of Archaeological Heritage, 1990. <http://wp.icahm.icomos.org/wp-content/uploads/2017/01/1990-Lausanne-Charter-for-Protection-and-Management-of-Archaeological-Heritage.pdf>
- ICOMOS' International Polar Heritage Committee (IPHC)
 - ICOMOS: IPHC Statutes. <http://iphc.icomos.org/index.php/statutes/>

12.2 International agreements

- The UNESCO Convention on the Protection of the Underwater Cultural Heritage, 2001. <http://www.unesco.org/new/en/culture/themes/underwater-cultural-heritage/2001-convention/>
- The UNESCO Convention concerning the Protection of the World Cultural and Natural Heritage, 1972

12.3 General heritage literature

- Logan, W., M.C. Craith, and U. Kockel, eds. 2015. *A Companion to Heritage Studies*. Chichester. Wiley-Blackwell.

12.4 Case studies

- New Zealand. 2015. Ross Sea Heritage Restoration Project, Historic Huts at Cape Adare
- Russia. 2016. Restoration of the Buromsky Island Cemetery (HSM 9) within the programme of the Russian Antarctic Expedition activities.

12.5 Environmental Impact Assessments

- New Zealand. 2009. IEE. Removal of artefacts from historic sites in Antarctica for the purpose of restoration and protection.
- New Zealand. 2012. Initial Environmental Assessment Ross Sea Heritage Restoration